



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

**Combating Child Labour in Morocco  
by creating an enabling national  
environment and developing direct  
action against the worst forms of  
child labour in rural areas**

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P.340.03.138.050**

**An independent final evaluation by a team of external  
consultants**

July 2008

**This document has not been professionally edited.**

## NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants<sup>1</sup>. The field mission took place in May 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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## List of Acronyms

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AREF	Académie Régionale d'Education et de Formation - Regional Academy of Education
CBO	Community Based Organization
CLMS	Child Labour Monitoring System
CLU	Child Labour Unit
DAP	Direct Action Programme
DED	Design, Evaluation and Documentation (Section of IPEC)
DME	Design, Monitoring and Evaluation
EFA	Education for All
FDT	Fédération Démocratique du Travail – Democratic Labour Federation
GOM	Government of the Kingdom of Morocco
GP	Good Practices
HCL	Hazardous Child Labour
ILO	International Labour Organization
IPEC	International Program on the Elimination of Child Labour
IP	Implementing Partner
LL	Lessons Learned
LMPE	Ligue Marocaine pour la Protection de l'Enfance – Moroccan League for Child Protection
MEN	Ministère de l'Education Nationale - Ministry of National Education
MEFP	Ministère de l'Emploi et de la Formation Professionnelle - Ministry of Employment and Vocational Training <sup>2</sup>
MDG	Millennium Development Goals
MDS	Ministère du Développement Social - Ministry of Social Development
MOU	Memorandum of Understanding
NAPCW	National Action Plan on Child Welfare
NGO	Non-Governmental Organization
NPM	National Program Manager
NPO	National Program Officer
NSC	National Steering Committee
OFPPPT	Office de Formation Professionnelle et de la Promotion de Travail – Office for Vocational Training and Employment Promotion
ONDE	Observatoire National des Droits de l'Enfant – National Observatory of Children's Rights
OSMM	Organisation de Scoutisme Mohammedia Marocaine
PC	Project Coordinator
PRODOC	Program Document
SCREAM	Supporting Children's Right Through Education, Arts and the Media
SNFE	Secretariat for Non-Formal Education
UCW	Understanding Children's Work
UNDP	United Nations Development Program
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
VT	Vocational Training
WFCL	Worst Forms of Child Labour

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<sup>2</sup> The Ministry of Employment and Vocational Training is referred to in this report as "MOL".

## Executive Summary

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### Project Background

In September 2003, the International Labor Organization's International Programme on the Elimination of Child Labour (ILO/IPEC) received funding from the United States Department of Labor (USDOL) (US\$ 2,081,069) to begin a project for the duration of thirty nine months, ending December 2006. The project then underwent two revisions thus increasing its timeline to June 2008 and its budget to (US\$ 2,251,069) The MOL<sup>3</sup> also contributed to this initiative US\$ 600,000 in-kind. IPEC's launching of this project came at an opportune time for the Government of the Kingdom of Morocco (GOM) as it provided support to several policies in which child labour was a common denominator that needed to be addressed. The GOM also created a new Ministry of Social Development to focus on addressing poverty, an underlying factor of child labour.<sup>4</sup> Other GOM policies include the Millennium Development Goals (MDG) and Education for All (EFA), whereby the Ministry of National Education (MEN) needs to improve its poor education indicators such as a staggering dropout rate and low enrolment rates especially among girls in rural areas.

In the summer of 2003, the Moroccan Parliament reformed the Labour Code to include provisions regarding child labour to bring it into accord with international standards, in particular ILO Conventions Nos. 138 and 182. This was a significant move on the MOL part, demonstrating its keenness to solving the prevalence of child labour in the country. Conversely, it also highlighted the momentous challenges to be considered in regard to the limited capacity of the MOL responsible for enforcement of the Labour Code. For example, its few labour inspectors with limited training and investigative powers; its scarce knowledge base on child labour and types of hazardous work in Morocco; its lack of a monitoring system; and the country's socio-economic challenges such as poverty and a poor educational system. Within this context, the project aimed to offer the MOL the necessary support at a national scale to combat the worst forms of child labour (WFCL), with the involvement of government and civil society organizations.

### Scope and Purpose

In light of the project ending 30 June 2008, the following is an independent external final evaluation. The scope of this evaluation encompasses the project as a whole and thus is an assessment of its overall performance.<sup>5</sup> Moreover, the evaluation is conducted under a constrained timeline, consequently, a small sample of activities are included. Hence, it is beyond the scope of the evaluation to provide an in-depth technical evaluation of the wide span of project activities that were conducted over the project's five year lifespan.

The purpose of the evaluation is twofold. One is to assess whether the project has reached its objectives; second, is to use this experience to gain an understanding of its strengths and shortcomings and find out what works and what doesn't work. Thus, the information can be employed as a learning tool for IPEC, stakeholders and implementing partners (IP) to enhance project performance and to serve as a precedent for future interventions combating the WFCL.

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<sup>3</sup> Ministry of Employment and Vocational Training. Referred to in this report as MOL.

<sup>4</sup> Technical Progress Report. September 2004; pg. 2.

<sup>5</sup> TOR of the final evaluation

## Evaluation Methodology

The evaluation methodology is qualitative and conducted in a participatory approach. The evaluation instrument includes a matrix developed by the team leader, which represents the evaluation framework and charts the project's key components (design, implementation and achievements, key issues to be addressed and data collection resources.<sup>6</sup>). ILO/ IPEC's evaluation criteria - relevance, effectiveness, efficiency and sustainability - are cross-cutting themes in the evaluation.

Data collection was initiated by phone conversations with the evaluation section of ILO/IPEC; the Design, Evaluation and Documentation Section, and USDOL. Data collection then proceeded to include the following:

- a desk review of the project document, technical progress reports (TPRs) and other relevant literature provided by DED, IPEC office in Rabat and implementing partners in the field;
- field visits. This included a 10-day visit to project sites in Rabat, Gharb and Taroudant;
- Interviews with IPEC Morocco staff, IPs, project's direct and indirect beneficiaries and project partners (government and non-government) and international partners such as the United Nations Children's Fund (UNICEF) and ADROS;
- Focus group meetings were held in project sites to solicit information from direct beneficiaries--children prevented or withdrawn from WFCL-- and indirect beneficiaries--parents, school principles teachers and community members.
- A workshop including National Steering Committee (NSC) representatives and IPs was conducted for participatory data collection.

After completion of the evaluation a final workshop was conducted to present the findings. Relevant comments were incorporated into the final draft of the evaluation report.

Data analysis included employing the four criteria (effectiveness, efficiency, relevance and validity) to assess the overall project performance in relation to each of its components; design, implementation, delivery of services and outcomes; and their strengths and weaknesses in reaching project objectives.

Findings of the evaluation highlight project performance in reaching its objectives, achievements and sustainability. Based on these findings, lessons learned and good practices are highlighted and recommendations for future project interventions are presented.

## Findings

### 1. *Project Design*

The project design was an outcome of a participatory workshop involving IPEC, relevant government ministries and civil society groups in Morocco. This included diagnosing the problems of child labour within the context of the social, economic and relevant government and non-government institutions of the country. Consequently, a project framework was developed identifying objectives, outputs and outcomes required in institutionalizing sustainable action for the elimination of the WFCL.

The following are the projects immediate objectives:

1. Awareness-raising at the national level
2. Capacity building of key actors
3. Improving the knowledge base
4. Prevention, withdrawal and rehabilitation of children
5. Creation of a community-based Child Labour Monitoring System (CLMS)

The evaluation found that the project design's effectiveness and relevance was a result of its participatory approach incorporating national efforts in identifying necessary outputs and outcomes relevant to the social and economic context of the country. It consisted of a holistic approach in

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<sup>6</sup> Questions in the evaluation matrix include those from the TOR, desk reviews and USDOL suggestions (Annex 1).

establishing a sustainable institutional apparatus to combat the WFCL (such as capacity building, knowledge base, CLMS, communication strategy). Moreover, it taps on awareness-raising which aims to change social behaviour critical in eliminating child labour. It also incorporates partnership arrangements with government and a wide array of social partners and civil society groups essential to mobilizing synergies for project implementation. Conducting baseline studies in target zones for direct action programs supplies the project with improved information on how to better reach its beneficiaries.

Yet, the project is also a considerable undertaking which requires significant time and human and financial resources that do not seem to have been efficiently considered in the project design. For example, establishing a CLMS lacked the resources to implement this activity effectively.

### **Implementation Strategy**

According to the Project Document, IPEC's Strategic Programme Impact Framework (SPIF) was employed as the implementation strategy; this entails the "theory of change" whereby impact areas of change are achieved by linking immediate objectives to outputs in order to attain the desired outcomes. Based on observations in the field, the project's implementation strategy translates to macro-micro interventions. At the macro level, the focus is on creating an enabling environment for developing long-term sustainable efforts in eliminating the WFCL. At the micro level, the strategy entails interventions at the regional and beneficiary level. These include direct action programmes (DAP), which are pilot projects, and if proven successful in eliminating the WFCL can be replicated in other regions in Morocco. This is demonstrated in the DAPs in Gharb with Regional Academy of Education (AREF), and the introduction of preschool which has been welcomed by communities in Gharb and Taroudant.

#### **1. Delivery of Services/Outputs**

Project outputs were identified as those that would converge to achieve the project's immediate objectives/outcomes. The following lists the immediate objectives which include national and regional level, with the outputs delivered.

1. Awareness-raising at the national level:
  - *communication strategy*
  - *mobilization of Youth through SCREAM (Supporting Children's Rights through Education, the Arts and the Media)*
  - *advocacy for educational reform*
2. Improving the knowledge base on child labour with particular emphasis on the WFCL:
  - *conducting studies*
  - *knowledge sharing*
  - *good practices*
3. Capacity building of key actors;
  - *Support to the production of list of hazardous work;*
  - *Support to the creation of a Child Labour Unit (CLU)*
  - *improving MEN and non-formal education materials for rural areas*
  - *establishing a CLMS*
  - *strengthening the NSC*
4. Prevention, withdrawal and rehabilitation of children:
  - *baseline studies*
  - *community development awareness*
  - *educational and non-educational services*
5. Creation of a community-based CLMS:
  - *partnerships*
  - *monitoring tools*
  - *dissemination of the model*

At the national level, IPEC's training strengthened the capacities of the different national project partners particularly the MOL, the MEN and the NSC. As these partners have different expertise, the

effectiveness and relevance of their training is demonstrated in the acquisition of skills which allows them to conduct their respective activities with the same format. The evidence suggests that these improvements are sustainable. In regard to IPs, their capacities have been significantly strengthened to oversee project activities which include community mobilization, monitoring, conducting baseline studies, problem analysis, report writing and record keeping of finances.

The evaluation highlighted a few shortcomings. For example; (1) there is lack of a built-in communication mechanism between the NSCs and IPs, as the only evident link is IPEC (with the exception of the MEN and regional education academies under their jurisdiction). Without this link, up-scaling successful initiatives cannot be effectively achieved. (2) When interviewed, very few of NSC and IPs made any reference to the National Action Plan on Child Welfare (NAPCW), which is the national framework that should be implemented.

## 2. *Targeting*

Targeting efforts were twofold: (1) selecting two rural zones to implement direct action programmes; (2) selecting the target group of working children in the WFCL and prevention of children at risk.

Criteria used for selecting these two rural zones included the following:

- High prevalence of child labour.
- High rates of school dropout.
- Ethnic mix: Gharb province is primarily Arabic while Taroudant is mainly Berber.
- Type of agriculture practices: Gharb comprises large irrigated commercial farms while Taroudant has predominantly small, rain-fed subsistence agriculture.
- Socioeconomic characteristics: lower level of poverty in Gharb, and greater degree of social organization in Taroudant.

The project's original target group/beneficiaries were 5,000 children, as a result of two project extensions in 2006 and 2007, the target was increased to 6,100. The project succeeded in reaching 11,542 beneficiaries; thus exceeding its designated target number.

Beneficiaries are reached by Non-Governmental Organizations (NGOs), Community-Based Organizations (CBOs), parents associations, and/or "village monitoring teams" who visit parents of working children to persuade them to enroll their children in the program. School teachers also identify children at risk of dropping out poor school performance, and school children bring their working peers to school and introduce them to the school principal or the NGO guide for non-formal education classes.

The project's success rate in reaching a number of beneficiaries, almost double its target, is very impressive. However, during the evaluation team's visits it was stated by some stakeholders that there may be a significant number of children under 15 years old, the legal working age, enrolled in the project who are not completely withdrawn from working particularly in farming.<sup>7</sup> In addition, IPs are not effectively reaching vulnerable children, especially boys, 14 years old and up, who are migrant workers mostly working on farms. The project has given some of these children protective work gear, yet, the issue of how many hours they work per day, any hazards they may be exposed to and whether they are receiving at least a minimum wage which they are entitled under Morocco's Labour Law Code and Conventions No. 138 & 182. There is a strong conviction among some of the IPs interviewed by the evaluator, that children who are given work, shelter, food and some remuneration are fortunate. Some beneficiaries, once they complete their program such as remedial education, are often unable to enroll in vocational training and then migrate to larger cities without any adult supervision. These children are also at high risk of being involved in the WFCL especially in prostitution and trafficking. While it is beyond the project's capacity or scope to follow-up

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<sup>7</sup> This information was obtained during the evaluators interviews with IPs in Gharb and Taroudant, yet the evaluation team was not able to independently verify these statements nor able to find the exact number of working children.



beneficiaries after they graduate from the project, this phenomenon highlights constraints of such a project within the wider social and economic context of the country.

### 3. Monitoring

IPEC formed and trained forty one village monitoring teams. Monitoring is a collaborative effort made up of the village monitoring team, school teachers, NGOs, CBOs and parents associations. A CLMS was not implemented under this objective due to the lack of human resources to oversee this activity. Institutionalizing a national monitoring system requires considerable effort as it is a nationwide matter, i.e. from the central ministerial level down to the school level.

### 4. Project Management

IPEC is managed by a team of four: a project manager, two project assistants (one for each province), and an administrative assistant. The project management team oversees the wide array of project activities implemented at the national and regional level. Project management gets support from IPEC HQ, on the other hand, it is often hindered by a long bureaucratic paper trail which includes getting approval from HQ and the Regional Office in Algiers. This was a major issue discussed in the mid-term evaluation. The project team expressed that not much has changed since then.

### 5. Partnerships

The project's partners include the MOL, who is a principal partner. It has been responsive to IPEC's advocacy to the reform of several legislative texts. Other partners at the national level include the NSC and the MEN. The NSC consists of government and non-government representatives (such as the Moroccan League for Child Protection, LMPE, and the National Observatory of Children's Rights, ONDE) which demonstrates the diversity of partnerships in combating child labour and the WFCP to be carried out in a multi-dimensional approach. Partnership with the MEN has been very effective in educational reforms to provide non-formal education classes and remedial education classes in rural areas.

At the regional level, IPEC is also in partnership with the Office for Vocational Training (OFFPT) and the Ministry of Agriculture (MOA), who provide Vocational Training (VT) services for withdrawn children especially in Taroudant; while AREF has also been a major partner in Gharb. IPEC has also implemented activities with several international partners, the two most important in terms of ongoing activities include Adros and UNICEF. For example, they have been productive in conducting awareness-raising campaigns and enhancing the knowledge base by carrying out joint research studies.

## **Conclusion/Achievements**

The project has made significant contributions in eliminating the WFCL in Morocco. Its effectiveness and efficiency is demonstrated in its comprehensive approach which has laid a strong foundation in Morocco for eliminating the WFCL.<sup>8</sup> At a national level, this includes capacity building and institutionalizing policies and programs. A significant catalyst for the project's success in achieving its major objective of creating an enabling environment for eliminating the WFCL, is the presence of government and social partners such as INQAD<sup>9</sup>, LMPE, ONDE who for a significant period have been active in children's protection programmes. For example, IPEC has cooperated with ONDE in promoting pre-schools and to conduct mobilization activities for civil society at the national level.

At the regional level, its second major objective, implementing DAPs to prevent and withdraw children from the WFCL, has been achieved by effective response to community development needs. This was carried out in spite of challenging factors such as poverty and poor social services in rural areas, particularly when it comes to educational resources, and the lack of local community organizations and weak institutional capacities. The project nonetheless succeeded in providing appropriate technical assistance and ongoing support that has enabled these IPs to oversee the DAPs. As a result, it has reached 11,542 children and provided them and their communities with an array of

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<sup>8</sup> "Efficiency" refers to its means of implementation and not financial impact.

<sup>9</sup> INQAD is an initiative against girl child domestic labour launched in the context of the NAPCW.,

educational and development projects, mobilized communities to work together and the establishment of pre-schools which has gained parents support. (More specific achievements are listed in the report.)

### Sustainability

At the national level, the evaluation ascertained that an enabling environment has been established and is sustainable. The NSC institutional capacity is prepared to take ownership of the project. Yet, provision of financial resources from the MOL, i.e., a budget for overseeing the implementation of the NAPCW will be a critical requisite.

At the regional level, IPs have demonstrated that they can implement project programs at the village level. Implementing agencies such as smaller NGOs and CBOs, on the other hand, continue to need capacity building as this is evident in their inability to continue some services that have completed their project support. Yet, it is the lack of financial resources that will affect their programs unfavorably. NGOs, CBOs and parents throughout the evaluation complained of a lack of funds and inability to sustain project activities without additional project financing. The reality is that these villages are extremely poor and have become more so in the last few years and their access to funding is limited in the context of a poor country.

### **Recommendations**

Based on the findings of the evaluation, the following recommendations have a twofold purpose: 1) to highlight areas where project activities can be strengthened by national actors and IPEC Morocco; and 2) to offer recommendations that can contribute to future projects on eliminating the WFCL; these two objectives are not mutually exclusive.

➤ Recommendations for national actors and IPEC Morocco include the following:

1. A CLMS should be implemented with a specified budget, staff and technical support to oversee its implementation. Any future child labour project should support the CLU to pilot test and establish a CLMS.
2. IPEC should advocate that the MOL require employers to maintain a file on children between 15-18 years old, which includes a copy of their birth certificate or identification card as proof of their date of birth. The newly appointed MOL focal points in the provinces could oversee this activity.
3. The CLU will require additional capacity building as it is newly developed and has not had much experience.
4. Future IPEC donor funded projects should consider including income generating activities as a major project component. This should entail the necessary funds to attain human and financial resources to implement this activity effectively and ensure its success. Providing parents with alternative financial means is essential.
5. Vocational training for girls should be considered as a possible income- generating activity. Future projects should consider conducting a market study identifying market demands that girls' VT may supply and practical skills that the beneficiaries can acquire.
6. Providing school supplies is a very effective means to encourage parents to send their children to school; however, future IPEC projects in Morocco should consider advocating with the MEN to exempt rural children from the requirement to wear a school uniform or alternatively, to simplify the school uniform so as not to burden parents with more school costs which lead them to withdrawing and/or not sending their children to school.

7. Awareness-raising at the regional level should emphasize that child labour laws do not allow children of less than 15 years to work and that there is no flexibility to this law. Labour inspectors could also reinforce this mandate during their inspections.
  - Recommendations for future projects on eliminating the WFCL
8. An effective implementation strategy is most effective when it includes a dual strategy -- upstream-downstream. Consequently, mechanisms can be instituted to include a flow of communication and participation from the national to the local level and vice-versa. Downstream includes institutionalizing programs and policies descending down the administrative hierarchy, i.e. from relevant government institutions to the school level. Upward strategy entails establishing mechanisms at the local level to transmit lessons learned and good practices from local initiatives so that they flow upward where they can be up-scaled. Yet, this strategy should allow flexibility in implementation, especially so that initiatives on all levels can be adaptable to the geographic, social and economic diversity in Morocco, or in similar countries.
9. Incorporating a strategy of partnerships in project design is an effective means to establish a wide network for project implementation at the national, regional and community level, capacity building, and ultimately mainstream acceptance of the necessity for combating child labour. Hence, this project's design can be used as a model in other project interventions.
10. The partnership between the MEN-Secretariat for Non-Formal Education (SNFE) and IPEC, where educational reforms were made to accommodate children's livelihoods in agricultural zones by changing the school schedule and introducing non-formal education services to school dropouts and children who have never attended school, provides a second chance opportunity for these children. This is a pragmatic strategy to include in child labour projects in agricultural regions in any developing country.
11. The US Trade Agreement was a catalyst in the GOM's commitment to taking a more forceful role in combating the WFCL. Hence, this could be a model in which projects with the support of donor governments, such as the EU, can include in their trade agreements in countries where child labour is high.

# 1. Project Background

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In September 2003, IPEC received funding from the USDOL (US\$ 2,081,069) to begin a new project for duration of thirty nine months, ending on 31 December 2006. Upon a request from IPEC Morocco to USDOL in July 2006, and again in July 2007, the project underwent two revisions which included an increase of beneficiaries to 6,100, an additional US \$170,000, and an extension until 30 June 2008.<sup>10</sup> The GOM also contributed to this initiative US\$ 600,000 in-kind. IPEC's work in Morocco had been initiated in the signing of a Memorandum of Understanding in June 2001, between the MOL and ILO, which paved the way for IPEC in Morocco to launch its work in combating the WFCL. This was initiated by two projects funded by the French and Belgium governments in 2001.

Two important lessons were learned from the experiences of the French and Belgian- funded projects. One was the importance of awareness raising campaigns which were successful in bringing national recognition of the problem of child labour in Morocco and the government's willingness to seek solutions, also community mobilization, which was most effective when it responded to local development needs. IPEC incorporated these lessons into its new USDOL-funded project and they are reflected in the project's two major schemes: (1) initiating a nation-wide effort designed to create an enabling environment for the development of long-term, sustainable efforts to combat WFCL; and, (2) launching direct actions programs which demonstrate successful approaches in eliminating the WFCL in rural zones.<sup>11</sup> The former provides a platform for coordinated nationwide efforts and policy to combat the WFCL, the latter includes pilot interventions in targeted regions through community mobilization to provide children and families feasible alternatives.

IPEC's launching of this project came at an opportune time for the GOM as it provided support to several policies in which child labour was a common denominator that needed to be addressed. The GOM also created a new Ministry of Development and Solidarity to focus on addressing poverty, an underlying factor of child labour.<sup>12</sup> Other GOM policies included the MDG and EFA, whereby the MEN needed to improve its poor education indicators such as a staggering dropout rate and low enrolment rates especially among girls and in rural areas. The MEN recognized the correlation between education and child labour, for example, almost 49% of working children have never attended school, and the remaining 41% have only attended up to 3<sup>rd</sup> grade. Consequently in the view of the MEN, increasing student retention and enrollment, especially with girls, became synonymous with eliminating child labour.

In June 2004, the US-Morocco Trade Agreement was signed whereby the US pledged support to assist the GOM in strengthening its labour laws, particularly in its efforts to combat child labour.

In the summer of 2003, the Moroccan Parliament reformed the Labour Code to include provisions regarding child labour to bring it into accord with international standards, Conventions Nos. 138 and 182. These provisions came into effect in 2004 and include the following:<sup>13</sup>

1. The minimum working age is increased from 12 years to 15 years old.
2. The fine for failing to respect the minimum age requirement is \$3000; for a repeat offence, the fine doubles and can also include a prison sentence of up to 3 months.
3. It is forbidden to engage a person under the age of 18 years in hazardous work.
4. It is forbidden to engage children in work that could compromise their morality.
5. A list of banned work will be established at a later date by additional legislation.
6. Children above the legal working age have the same rights as adults in terms of minimum wage and social security.

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<sup>10</sup> Additional funding was provided for the first extension. There was no increase in funding for the second project extension. The final total budget was US \$2,251,069.

<sup>11</sup> International Labour Organization International Programme on the Elimination of Child Labour Multi-bilateral Programme on Technical Cooperation. 10 September 2003. Combating child labour in Morocco by creating an enabling environment and developing direct actions against worst forms of child labour in rural areas. Government of the United States of America, Government of the Kingdom of Morocco. P. 26.

<sup>12</sup> Technical Progress Report (TPR). September 2004. P. 2.

<sup>13</sup> Ibid. P. 11.

This was a significant move on the MOL's part, demonstrating its keenness to solve the prevalence of child labour in the country. Conversely, it also highlighted the momentous challenges to be considered in undertaking the task of enforcing the Labour Code such as the limited capacity of the MOL, which is responsible for enforcement of the Labour Code, and its few labour inspectors have limited training and investigative powers. Moreover, the MOL is hampered by its scarce knowledge base on child labour and types of hazardous work in Morocco, its lack of a monitoring system in addition to socio-economic challenges such as poverty and a poor educational system, which exacerbate problems of child labour. Within this context, the project aimed to offer the MOL the necessary support at a national scale to combat the WFCL, with the involvement of government and civil society groups. The beneficiaries included 5,000 children targeted, of which 2,500 would be withdrawn and 2,500 prevented from exploitative and/or hazardous labour by means of educational and non-educational services in the provinces of Gharb and Taroudant. The number of beneficiaries was then increased to 5,800 children after the project revision in July 2006 and to 6,100 after the second project revision in July 2007.

In 2005, the project underwent a mid-term evaluation. Findings of this evaluation included the following:<sup>14</sup>

- There is considerable will to combat child labour.
- The IPEC team and partners are competent and have established productive collaboration;
- There have been several important achievements.
- There are a number of challenges to be resolved.
- There have been delays in project implementation.
- The political will still needs to materialize.

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<sup>14</sup> International Programme for elimination of Child Labour ILO/IPEC. Terms of Reference for Independent Final Evaluation of Combating Child Labour in Morocco by creating an enabling national environment and developing direct action against the worst forms of child labour in rural areas. Stakeholder Draft, April 08, 2008. P. 4

## 2. Scope and Purpose of the Evaluation

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In light of the project ending 30 June 2008, the following is an external final evaluation. The scope of this evaluation examines the project as a whole. The evaluation is conducted within a limited timeframe of a 10-day field visit and therefore does not include an assessment of all project activities, which include 41 project sites distributed over one agricultural region and one province, but rather relies on a small sample.<sup>15</sup> Consequently, it is beyond the scope of the evaluation to provide an in-depth evaluation of the wide span of project activities that were conducted over the project five year lifespan. Moreover, the information and evidence of findings are confined to the limited data collection period and the independent evaluator's objective judgment.

The purpose of the evaluation is twofold. One is to assess whether the project has reached its objectives. The second is to use this experience to gain an understanding of its strengths and shortcomings and find out what works and what doesn't work. Consequently, this information can be used as a learning tool for IPEC, stakeholders and implementing partners in order to enhance project performance and to serve as a precedent for future interventions combating the WFCL, especially those with educational initiatives.

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<sup>15</sup> Actual data collection was conducted over a period of 8 days, as two days were spent traveling to and from Taroudant.

### 3. Evaluation Methodology

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The evaluation methodology is qualitative and conducted through a participatory approach. The evaluation instrument includes addressing key questions provided in the evaluation terms of reference and questions submitted by USDOL. These questions have been incorporated into a matrix developed by the international consultant, which represents the evaluation framework and charts the project's key components (design, implementation and achievements, key issues to be addressed and data collection resources.<sup>16</sup>) (Annex 2). Consequently, the evaluation assesses the project's conceptualization and implementation and whether its outputs were appropriately linked to its objectives to yield the desired outcomes. ILO/IPEC's evaluation criteria- relevance, effectiveness, efficiency and sustainability are cross-cutting themes in the evaluation.

**3.1 Data collection** was initiated by phone conversations with the evaluation section of ILO/IPEC, DED to discuss methodological concerns and an interview with the donor, USDOL to discuss project background and issues of concern. Employing the evaluations instrument, data collection included:

- a desk review of the project document, technical progress reports (TPRs) and other relevant literature provided by DED, IPEC office in Rabat and implementing partners in the field;
- field visits. This included an 8 day visit to project sites in Rabat, Gharb and Taroudant;
- interviews with IPEC Morocco staff, implementing partners, project's direct and indirect beneficiaries and project partners (government and NGOs) and international partners such as UNICEF and ADROS<sup>17</sup>;
- focus group meetings were held in project sites to solicit information from direct beneficiaries--children prevented or withdrawn from WFCL and indirect beneficiaries--parents, school principles teachers and community members.
- a workshop including NSC representatives and IPs was conducted for participatory data collection;

A final workshop for all stakeholders was conducted to present findings of the evaluation.

**3.2 Data analysis** entailed analyzes of each of the project components in regard to their effectiveness, efficiency, relevance and validity, in addition to highlighting the strengths and weaknesses of each component in achieving project objectives.<sup>18</sup> For example, in project design, the relevance and validity of projects' objectives, outputs and strategy are assessed. While in project implementation, this initiative encompasses assessing its different dimensions such as implementation strategy, delivery of outputs, targeting, management, monitoring and partnerships.

Findings of the evaluation highlight the projects performance in reaching its objectives, achievements and sustainability. Based on these findings, lessons learned and good practices are highlighted and recommendations for future project interventions are presented.

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<sup>16</sup> Questions included in the evaluation matrix include those from the TOR, desk reviews and USDOL suggestions (Annex 1).

<sup>17</sup> ADROS is a project executed by Management Systems International and funded by USDOL with 3 million US\$. It aims to eliminate the practice of selling and hiring child domestic workers and to create educational opportunities for child laborers and those vulnerable to child labor in Morocco.

<sup>18</sup> Efficiency is examined only in relation to performance of implementation and not to any cost analysis.

## 4. Overview of Project Implementation

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IPEC's startup date was September 2003; however, it did not become completely operational until January 2004, after recruitment of the IPEC management team. The project requested two revisions; the first was in June 2006 whereby USDOL agreed to extend the duration of the project, additional funding of US \$ 170,000 and an increase of 500 beneficiaries. The second request was in July 2007 which included another increase of 300 beneficiaries bringing the total to 6,100 beneficiaries and extending the project until 30 June 2008.

During the first year of the project, IPEC laid significant ground work for project implementation, such as:<sup>19</sup>

- The signing of two MOUs, one with the MOL and the other with the Department of Non-formal Education outlining their collaboration commitment with IPEC towards the child labour elimination program.
- Creating partnerships with social partners, MEFP, MOA, NGOs, international organizations, Employer's Organizations, Trade Unions, Chambers of Commerce and CBOs.
- Conducting awareness-raising workshops for project partners to emphasize key project issues such as the importance of education reform and re-entering working children back into the educational system through non-formal education programs, developing effective child protection mechanisms (CLMS) and producing communication tools for social mobilization against child labour practices.
- Initiating discussions regarding creation of CLU;
- Assigning a media focal point to be responsible for building a network for coverage on child labour issues.
- Adapting SCREAM to the Moroccan context to employ in direct DAPs.
- Developed a child labour guidebook with the collaboration of UNICEF, the ILO and Department of Labour (DOL), which describes the situation of child workers in Morocco, its causes and characteristics, actions to eliminate child labour including legislation, prevention and awareness-raising; mobilization of forces.
- A baseline study was conducted in the target project rural zones.

IPEC also assisted in forming and training a National Steering Committee (NSC) to represent a coordinating body for all activities involving child labour in Morocco. Its members were to include government and non-government partners, who would also be responsible for reviewing all child labour action programs in Morocco.

At the regional level, the project selected two provinces, Taroudant and Gharb. Direct action programs were to be implemented in 39 project sites for Taroudant and 2 for Gharb. Selection of implementing partners (IPs) in these regions was a challenging task for IPEC, due to the limited capacity of NGOs to oversee implementation of DAPs. In Taroudant, a regional steering committee was formed consisting of regional representatives of the DOL, Chamber of Commerce, MOA, and the Social Development Agency. In Gharb, IPEC established partnerships with the Regional Academy for Education and the NGO, Organisation de Scoutisme Mohammedia Marocaine (OSMM) to implement DAPs. Gharb is considered a more difficult region to work in due to the limited experience/interest in working in community development and with international organizations.<sup>20</sup> All IPs received training in awareness raising campaigns, community participation, progress report writing, book-keeping and monitoring. They also participated in conducting baseline studies in the villages. Integrated direct action programs were developed by IPEC in participation with its IPs, according to baseline studies that identified needs of these communities. Consequently, they were not limited to providing withdrawn or prevented children with education and VT services, but also aimed to respond to a wider scope of community development needs involving the school, family and village including awareness-

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<sup>19</sup> TPR March 2004. pgs. 3-4.

<sup>20</sup> The Regional Academy for Education and Training is under the jurisdiction of the MEN, Secretariat for Non-formal Education.



raising campaigns, income generating activities, establishment of preschools, construction of school enclosures, school lavatories and piped water, all of which directly or indirectly influence student dropout and child labour.

## 5. Findings

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### 5.1 Project Design

The project design was an outcome of a participatory workshop involving IPEC, relevant ministries, social partners and civil society groups in Morocco. This included diagnosing the problems of child labour within the context of the social, economic and relevant government and non-government institutions of the country. Consequently, a project framework was developed identifying outputs and outcomes required in institutionalizing sustainable action for the elimination of the WFCL. At the national level this involved creating an enabling environment which included strengthening institutional capacities, policies, knowledge, delivery mechanisms and human resources, to identify, monitor and provide social protection services to child labourers. At the community level, this included mobilizing the community to participate in development projects that responded to their needs and moreover prevent and withdraw children from the WFCL, such as construction of school closures, installing piped water and school lavatories.

The project design illustrates a hypothetical causal model with the goal of eliminating the WFCL in Morocco and focuses on two major objectives; 1) to create an enabling environment for establishing sustainable efforts to combat WFCL in Morocco; and 2) to integrate direct action programs that demonstrate successful approaches to eliminating the WFCL in rural zones. The first objective reflects macro level (national) interventions, the latter micro level interventions (regional/ community based). Each of these objectives includes a set of immediate objectives (sub-objectives). The final dimension of this model includes project outputs/activities which are selected on the assumption that they would result in outcomes that converge to achieve project objectives. The following outlines each major objective with its set of immediate objectives and related outputs:

Immediate objectives and their related *outputs* include:

1. Awareness-raising at the national level:
  - *communication strategy*
  - *mobilization of Youth through SCREAM*
  - *advocacy for educational reform*
2. Improving the knowledge base on child labour with particular emphasis on the WFCL:
  - *conducting studies*
  - *knowledge sharing*
  - *good practices*
3. Capacity building of key actors;
  - *support to production of list of hazardous work;*
  - *support to creation of a CLU*
  - *improving MEN and non-formal education materials for rural areas*
  - *establishing a CLMS*
  - *strengthening the NSC*
4. Prevention, withdrawal and rehabilitation of children:
  - *baseline studies*
  - *community development awareness*
  - *educational and non-educational services*
5. Creation of a community-based CLMS:
  - *partnerships*
  - *monitoring tools*
  - *dissemination of the model*

The evaluation found that the project design was effective, valid and relevant due to the following:

- It was developed in a participatory approach, incorporating national efforts in identifying necessary outputs and outcomes relevant to the social and economic context of the country.

- It consists of a comprehensive approach whereby it includes immediate objectives fundamental in establishing a sustainable institutional apparatus to combat the WFCL (such as capacity building, knowledge base, CLMS, communication strategy).
- It taps on awareness-raising; i.e., as child labour entails changing social behaviour; awareness-raising is critical in achieving this effort.
- It incorporates partnership arrangements with government and a wide array of social partners and civil society groups essential to mobilizing synergies for project implementation.
- It includes conducting baseline studies in target zones for direct action programs which supply the project with improved information on how to better reach its beneficiaries.

*Good Practice: Developing the project design in a participatory approach, which includes national government and social partners representatives, ensures project's relevance to the social and economic needs of the country.*

The project is a considerable undertaking which requires significant time and human resources. But, these same factors highlight the shortcomings of the project design. This is exemplified in its resources-timeline and human resources- which did not match what is required for project activities. For example, the duration of the project is 3 years yet this period was not enough for the project to achieve its objectives due to time taken for setting up the project, identify partners and build up capacities to begin project implementation. As a result, the project underwent two extensions.<sup>21</sup>

*Lesson Learned: Project design must take account time needed for project set up such as time needed for capacity building of IPs in rural areas required for them to effectively participate in the project.*

## 5.2 Implementation Strategy

According to the Program Document, IPEC's Strategic Programme Impact Framework (SPIF) was employed as the implementation strategy; this entails the "theory of change" whereby impact areas of change are achieved by linking immediate objectives to outputs to attain the desired outcomes.<sup>22</sup> The SPIF is demonstrative of the project's action plan, also agreed upon in the participatory workshop.<sup>23</sup>

Based on observations in the field, the project's implementation strategy translated into macro-micro interventions. At the macro level, the focal point was creating an enabling environment for developing long-term sustainable efforts in eliminating the WFCL.

Consequently, this includes interventions for capacity strengthening of key government and civil society actors, awareness-raising and establishing a knowledge base to facilitate formulating policy and programs aligned with the NAPCW.

At the micro level, the strategy entailed interventions at the regional and beneficiary level.

In Taroudant a local steering committee was formed to include the MOL, MEN, MOA, MSDA, the Chamber of Agriculture and the Migration and Development NGO. This committee selected the four communes for the direct action programmes and was responsible for overseeing project activities with the guidance of IPEC. It was also effective in mobilizing resources for the DAPs. Partner NGOs such as l'association Migrations et Développement, were responsible for overseeing the implementation of project activities at the commune level with the collaboration with village associations. With the support of the NGO, the associations have created monitoring committees with the village people. In

<sup>21</sup> Taroudant is approximately 8 hours drive from Rabat, in addition, to another couple of hours radius to reach the various project villages.

<sup>22</sup> The evaluator did not find this strategy clear as there was insufficient explanation as to what the "theory of change" entails. International Labour Organization International Programme on the Elimination of Child Labour Multi-bilateral Programme on Technical Cooperation. 10 September 2003. P. 25.

<sup>23</sup> Ibid.

Gharb, the project did not establish a committee but instead worked with the Regional Academy for Education and the OSSM and parent associations.

DAPs were implemented as pilot projects, and if proven successful in eliminating the WFCL, could be replicated in other regions in Morocco. These DAPs consisted of integrated community development interventions which were identified from conducting baseline studies in the target villages. These baseline studies were not limited to data collection on child labour per se but rather investigated the socio-economic context of the family and community and underlying factors contributing to child labour.

*GP: Baseline studies were not limited to data collection on child labour per se but rather investigated the socio-economic context of the family and community and underlying factors contributing to child labour.*

Macro-micro interventions are complementary and are expected to converge into project objectives. For example, what works at the local level is up-streamed to be replicated at the national level. The relevance and validity of this strategy is that project outputs are a result of identified needs nationally and locally in eliminating the WFCL.

Another implementation strategy highlighted in the evaluation is the formation of partnerships. The project capitalizes on already existing partnerships between the MOL and national NGOs, in addition to new ones at the regional and community level such as CBOs, schools and parent associations. This strategy is efficient and effective in creating a network of synergies in implementing project activities.

At the micro level, the strategy of replicating successful experiences of the pilot programs in Taroudant and Gharb was successful for example in its collaboration with AREF and establishing preschool, non-formal education received much support in all project communes. Such activities can be considered successful and are replicable. For example, AREF's changing of the school schedule during the harvest season and providing remedial education increased school enrollment of 5,000 children.

On the other hand, activities such as VT depend on the resources available such as access to VT centers; also, girls related services depend on the socio-cultural context because of the diversity in Morocco's landscape and people. Even in the same region, people's traditions and social behaviour differ from one village to another. For example, in one village in Taroudant, parents are willing to send their children -- especially girls -- to a distant middle school where they stay in a dormitory, while in another village parents would not send their girls to a middle school even though it was built nearby the primary school to accommodate them. Consequently, successful action programs in one village do not necessarily mean that they can be replicated in another. Therefore, a baseline study identifying the socio-economic context and community development needs should always be included.

*LL: It is assumed that successful experiences of the pilot programs in Taroudant and Gharb can be replicated, yet, there is a lot of diversity in Morocco's landscape and people. Even in the same region, people's traditions and social behaviour differ from one village to another.*

*GP: Forming partnerships is an efficient and effective strategy in creating a network of synergies in implementing project activities.*

### 5.3 Delivery of Services/Outputs

Project outputs were identified as those that would converge to achieve the project's immediate objectives/outcomes. The following lists the immediate objectives with an assessment of the outputs delivered:

#### 1. *Awareness-raising for social mobilization.*

Several outputs were included in achieving this objective such as a communication strategy, employing SCREAM and advocacy for educational reform.

- IPEC, together with UNICEF, ADROS, UNFPA, LMPE and ONDE supported a national communication campaign which was initiated within the framework of the INQAD initiative against child girl domestic labour. The campaign was launched under the patronage of Princess Lalla Myrieme and included prime television and radio broadcasts. Posters, billboards and postcards were also developed. A media liaison was appointed to orchestrate the communication strategy. The position's responsibilities included overseeing media events such as the commemoration of the 2004 Child Labour Day and identifying a network of journalists reporting on child welfare issues. Journalists were given workshops in awareness-raising on child labour and the WFCL and were also taken to visit project sites. These journalists have become more sensitized to the issue of child labour and there is a noticeable increase in reporting on child labour issues in the country. Having a communication strategy and an expert to oversee its implementation has been an effective and efficient method for delivery of this output.
- SCREAM was a significant tool for awareness-raising and social mobilization at the national and community level. It was adapted to the Moroccan social context. At the national level, IPEC employed SCREAM for training 20 NGOs; in addition, IPEC held four workshops for trade unions, employers and media personnel. At the community level, teachers and NGOs, CBOs, NGO guides and village monitoring teams were trained in how to employ SCREAM in their awareness-raising efforts in the community with parents and children.
- Awareness-raising was an integral component of the ongoing dialogue between IPEC and the MEN personnel at the central and provincial level in advocating the need for educational reform by accentuating the link between student dropout and the prevalence of child labour and the need for educational reform. As a result, the MEN adopted an action plan incorporating non-formal education with the focus on child labour to decrease student dropout. Non-formal education classes are designed to offer student dropouts a 'second chance'; remedial education classes were also provided to prevent children with school performance from dropping out. Both efforts aimed to increase student enrollment rates and student retentions and reduce child labour.

#### 2. *Improving the knowledge base*

In order to support the MOL's effort in promoting and improving national programs, policies and strategies, expanding the knowledge base with reliable data for eliminating child labour and the WFCL was essential.

Accordingly, IPEC conducted five research studies that were prescribed in its workplan which included:

- The role of income-generating projects in combating child labour.
- Hazardous working conditions in the agricultural sector in Morocco.
- The economic costs and benefits of eliminating child labour in Morocco: The handicrafts sector in Morocco.
- Preschool: an approach to preventing child labour.
- The reinsertion of children withdrawn from the workforce: models and constraints.

These studies are not only an important source of reference on different attributes of child labour in Morocco in targeted sectors, they also provide policy makers with reliable information for policies and strategies; and support advocacy activities of IPEC and social partners.

Additional publications and reports conducted in collaborations with UNICEF, the World Bank, and the GOM, included the following:

- Understanding children's work in Morocco
- List of the types of hazardous work in Morocco
- The Child Labour Guidebook
- 3 Manuals for NGO guides teaching non-formal education (MEN)

The Child Labour Guidebook, for example, is a very useful reference that has been distributed to relevant ministerial offices, NGOs, trade unions and employers associations. IPEC also conducted a study on *Good Practices* and held a workshop to discuss these findings and decide how they would be integrated into many of their activities.

### **3. Capacity building of key actors**

Capacity building includes technical assistance and training of the NSC, the CLU, labour inspectors and IPs of the direct action programs.

The NSC composed of government and social partners is the coordinating body for all child labour activities in Morocco. IPEC's technical assistance in capacity strengthening was initiated by conducting a needs assessment to identify the skills needed to prime the NSC to undertake its responsibilities. Four training sessions were provided. Their training included identification of the WFCL; a review of the international conventions pertaining to child labour and children's rights need analysis and planning; monitoring and evaluation communication and advocacy; coordination and partnerships. NSC members stated that they benefited from this training and are confident that they have become proficient in their acquired skills and responsibilities. At the time of the evaluation they were already applying these skills such as in evaluating project proposals for child labour, and ensuring that they fell within the framework of Conventions Nos. 138 & 182.

In a participative process including different ministries and the NSC, the NAPCW (2006-2015) was updated. This experience allowed them to identify objectives with measurable indicators, which they consider a pragmatic document, in contrast to the previous NAPCW, which was broad and had unattainable objectives. NSC members made two interesting observations; (1) the NSC is in need of a database of child labour; (2) there is little linkage between the NSC and local initiatives taken in the two provinces.

- IPEC provided capacity building to its IPs in Gharb and Taroudant. Participants received training in management skills to prepare them for overseeing the direct action programmes; also in community mobilization, awareness-raising and SCREAM. In Taroudant a regional steering committee (RSC) was formed consisting of MSD, MOA, and OFPPT; accordingly its capacity building was somewhat similar to that of the NSC with the exception that it administered child labour activities within the province. Training was also provided to IP, village monitoring teams, parent associations, teachers, NGO guides and local development associations.

In Gharb, capacity strengthening of AREF and contracted NGOs was more oriented towards their scope of responsibilities in the non-formal education sector. Some capacity building of IPs was also gained by hands-on experience --for example, by participating in conducting baseline studies in the selected project communities. Action programmes were developed based on these findings. These studies revealed among other things that student dropout is influenced by many economic and emotional factors that are often overlooked. As a result, NGO training guides have shifted their focus to take these previously neglected aspects of the problem into account. Teachers of non-formal education classes, for example, are instructed "to listen" to children and be supportive if a child seems

troubled by issues that may not be school- related. IPs also received training in keeping records of child profiles, monitoring of beneficiaries, linking programme objectives to outcomes and administrative skills such as making procurements more efficient, concise report writing and bookkeeping, and forming local partnerships. For community mobilization, IPEC trained them how to assist communities in forming CBOs, how to mobilize communities, awareness-raising and enhanced communications skills. IPs expressed their belief that these skills have significantly facilitated implementing their programs. They have also learned to consider development issues in a multidisciplinary perspective rather than having a narrow focus on the problem and improve their interactions with the community.

- IPEC trained the newly recruited staff of the CLU, whose establishment by the MOL was due to IPEC's successful advocacy. IPEC in partnership with UNICEF contributed to the procurement of office supplies for the unit.<sup>24</sup> The CLU attended the same four training sessions provided to the NSC. Forty focal points were also appointed to cover each province in Morocco and be responsible in dealing with child labour issues for the MOL.
- The MOL increased its labour inspectors to 350. The project trained the inspectors; this was carried out by grouping them into 13 groups and training each group on the norms and laws that concern child labour and practical training on intervention methodologies in identifying child labour as it relates to Conventions 138 & 182, and workshops on awareness raising and how to successfully communicate with employers and parents of working children. A training curriculum was developed for the inspectors, which the MOL could continue to use for future training. Yet, an impediment inspectors encounter, which is not a shortcoming of the project but rather a constraint, is inspecting child labour in the informal sector where a large percentage of children work. These children are more difficult to reach because labour inspectors do not know where these informal businesses are as they are not registered. Furthermore, when inspectors find underage working children, these children claim they are older and inspectors have no means of checking their age because children do not have any identification cards and often look older than they are. Consequently, the inspector is powerless as they can only intervene within the boundaries of the law.
- IPEC supported the MEN in developing non-formal education materials such as manuals for rural youth to be used in non-formal education, vocational training and social insertion. These manuals also include teacher guidebooks. IPEC conducted three workshops for discussion of these manuals for regional education authorities, parents associations. These manuals were tested in Taroudant and approved by the MEN which now plans to disseminate them nationwide.

**Strengths:** At the national level, IPEC's training strengthened the capacities of the different national project partners such as the NSC and its members. As these partners have different expertise, the effectiveness and relevance of their training is demonstrated in the acquisition of skills which also allow them to conduct their respective activities with the same format. The evidence suggests that these improvements are sustainable. As a result, the project has successfully assisted the GOM particularly the MOL in establishing an enabling environment in combating child labour at the national level; this is best illustrated in government and non-government agencies (INQAD, ONDE, LMPE, etc.) working in partnership.

At the direct action programme level, the project made a substantial contribution in organizing and enhancing capacities of IPs, NGOs and CBOs; there is also uniformity in problem analysis, report writing and record keeping of finances. IPs with the assistance of IPEC were also effective in promoting community mobilization whereby local councils village and parent associations actively participated in the various community development projects.

**Shortcomings:** The evaluation highlighted a few shortcomings. For example; (1) there is lack of a built-in communication mechanism between the NSCs and IPs, as the only evident link is IPEC (with

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<sup>24</sup> TPR, March 2008. P. 38

the exception of the MEN and the regional education academies under their jurisdiction). Without this link, up-scaling successful initiatives cannot be effectively achieved. (2) Although the NSC and IPs work within the framework of Conventions Nos. 138 and 182, very few representatives make any reference to the NAPCW, which is the national framework where their efforts should converge. (3) IPEC was unable to implement the CLMS. This output was beyond the capacity of the IPEC team due to the lack of necessary human and physical resources that were not considered in the project design. In July 2006 IPEC requested a one-year extension and additional funds for the project, among others to progress in the creation of a CLMS. The project also encountered constraints such as IPs limited capacity in using computers and the running of CLMS within an environment that lacked adequate equipment, power cuts. A training session was scheduled for May/June 2008, but then cancelled because there would be no value added by conducting it when the project was ending soon after.

#### ***4. Prevention, withdrawal and rehabilitation of children***

This immediate objective is withdrawing and preventing children for the WFCL within the context of integrated direct action programs. The aim is to target other factors such as family and community development issues that contribute to children dropping out of school to work. Hence, outputs delivered under this objective consist of educational services and non-educational services to withdrawn and prevented children from WFCL, community development, and awareness-raising and facilitating income-generating activities for families. Outputs are delivered through a strategy of partnership.

Educational and non-educational services provided include the following:

- Provision of remedial education to children at risk of dropping out of school and withdrawn working children;
- Fostering extra-curricula activities (e.g. arts, handicrafts);
- Organizing spring and summer camps.
  
- School supplies and school uniform were offered to children as an incentive to encourage parents to enroll their children in school.<sup>25</sup> This is a significant project contribution due to the worsening in poverty levels during the last couple of years as a result of the low rainfall in these agricultural zones. Most parents want their children to be in school, yet, the related school expenses make it prohibitive as these expenses add up when they have several children of school age. The MEN recent introduction of a compulsory school uniform and one which is quite elaborate, will undoubtedly compound this matter.
  
- Establishment of preschool classes including provision of learning materials and training of preschool teachers. This was a major activity perceived by the project and its partners as an effective measure to improve school retention rates in Morocco, i.e., by giving children a jump-start to enhance their educational performance consequently reducing dropouts and preventing early child labour. Furthermore, it was also a means to change parents' attitude towards education by emphasizing the importance of education by enrolling children from an early age. IPEC in collaboration with ONDE organized a workshop on the importance of early childhood education and child protection. While, Atfale collaborated with the project in production of manuals for preschools. Recruiting preschool teachers was a challenge due to the low education level in these rural areas but was overcome by finding the most educated young woman in each village and training them.
  
- Vocational training (VT) is provided to boys and girls. For boys, VT includes agriculture, mechanics, carpentry and the hospitality industry. IPs explained that different types of VT were selected based on a baseline study which identified market demands and relevance to

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<sup>25</sup> School uniforms were not mandatory until last year when the MEN imposed them. These uniforms consist of black trousers and a black blazer, white shirt and black tie. It is not a practical outfit for children, particularly in rural areas and has the added drawback of being expensive.



these children's environments. For example, because many boys are likely to work on family farms, agricultural VT would directly impact their livelihoods by providing them with modern agricultural skills. This training is provided by the MOA. Yet, visits to project sites showed that these studies may have not included identifying different types of VT according to market demands for girls. VT for girls primarily consists of sewing and embroidery. The evaluator visited some of these classes, which at the time included instructions in embroidery. Girls learn embroidery for several months before moving on to sewing. The girls interviewed expressed more interest in learning sewing. The evaluator failed to see the necessity in this order of instruction. Besides the students' lack of interest in this activity, embroidery in these villages is not a gainful income generating activity. Furthermore, these products are not of marketable quality. Although most girls are interested in learning how to sew, there should be more options in VT that are based on market demands. It did not seem that the baseline studies emphasized identifying market demand skills for girls. Instead the curriculum appeared to be based on the girls' requests. In regards to the VT and apprenticeship component the project successfully created synergies with and was supported by the French-funded ILO/IPEC project in Morocco (RAF/06/06/FRA).

- Literacy classes are offered to girls 15 years and older and for mothers. Health education is often included in these classes which is also a value added. Mothers interviewed in these classes assertively stated that they did not want their daughters to be illiterate and were going to ensure that their daughters completed their education.
- The project also included facilitating income generating activities for 1,000 families. IPEC exceeded this target by providing it to 1022 families. Income generating activities and micro credit programmes are significant in supporting parents not to depend on child labour, yet, the project did not include this activity as a component in its DAPs, which is a shortcoming in the project design.

*GP: Types of VT offered was based on a baseline study which identified market demands and relevance to these children's environments, this was particularly the case for boys.*

Community development and awareness-raising outputs included several activities:

- IPs contributed their own resources to conduct baseline studies. These studies were used to define DAPs, particularly community development activities and school infrastructure improvements which were implemented with the participation of parents. These improvements included:
  - provision of piped drinking water in schools;
  - building of lavatories and school walls;
  - renovation of classrooms;
  - inclusion of multi-media rooms;
  - construction of football and volley ball courts.

IPs, CBOs, parents associations, village monitoring teams have been successful in mobilizing the community to participate in these activities.<sup>26</sup> The results of these improvements have been significant. In one school, for example, girls' dropout rates decreased from 46% to 16%. Moreover, school improvement construction inspired a sense of community participation and ownership of the project. During focus group meetings with parents and CBOs, many participants expressed their belief that the project has made a significant impact in strengthening relations in the community. A school principal explained that the project established a link between parents, the school and the community in contrast to the situation previously when parents felt that they had no role in the school at all. Parents have willingly contributed in kind to the school improvement projects.

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<sup>26</sup> These lavatories are seldom cleaned; consequently, their unhygienic conditions are a serious health hazard.

School principals, teachers and NGO guides used the training they received in SCREAM in their awareness-raising sessions in the project schools. SCREAM has two major advantages in that it demands teachers alter their dynamics with children and that they use a more child-centered approach. School principals and NGO guides stated that it was an effective means to reach children. Other awareness-raising activities included puppet shows and competitions intended to promote the message of the negative consequences of the WFCL and hazardous working conditions.

NGOs also conducted awareness-raising activities by holding school meetings with parents to discuss the WFCL. Interestingly, mothers and fathers attend, which is not often the case in such traditional communities. Parents associations also visit parents with working children to persuade them to enroll in the programmes. In a focus group meeting parents observed that the project has given their children who had dropped out of school another opportunity to learn by enrolling in non-formal education classes. Yet, it is the preschool classes that parents are most content with. In some villages, they have agreed to contribute a small sum towards teachers' salaries with the remaining costs paid by the NGO. Parents feel that preschool is key to preparing their children for succeeding later in school.

*LL: SCREAM has two major advantages in that it demands teachers alter their dynamics with children and use a more child-centered approach.*

**Strengths:** The project's emphasis on gender equality has been given added support by an appreciable rise in the girls' enrollment rate in various educational and non-educational activities where they often represent almost half the beneficiaries. A major issue in Morocco is girls' employment as domestic labourers in major cities. These girls migrate from rural areas such as Ghareb. The project has significantly advocated for legislation for protection of domestic child labour. In order to prevent girls from dropping out of school to work, action programmes have been instituted which included building school lavatories. Studies have shown that a lack of these facilities has been a major factor influencing the rate of girls' dropout. School principals confirmed that the construction of new lavatories and school enclosures have significantly improved girls retention. Overall, the project has made significant contributions in the selected communities in withdrawing and preventing children from the WFCL by providing relevant and effective outputs. Changing the school schedule has also contributed to preventing enrolled children from dropping out of school during the farming season.

**Constraints and shortcomings:** Although there is more awareness of the importance of education, keeping children enrolled in school is a challenging task due to a complex web of factors related to poverty, which are beyond the control or scope of the project. For example, limited educational opportunities, long distances between home and school and high unemployment. Too often education is interpreted as a low return in investment.

In Gharb, children under the legal working age of 15 years continue to work particularly in farming. Children also have to walk long distances to school and it is often unsafe. In Gharb, for example, the evaluator witnessed children standing at the side of the road trying to get a ride from passing cars. In Taroudant, children walk a distance of 6km to school. The roads are unpaved and children have neither appropriate clothes nor shoes to protect them from the harsh elements. Children as young as 3 years old, who are now enrolled in the project's preschool classes, also have to make this daily journey, which is taxing on their physical capacity.

*LL: Although there is more awareness of the importance of education, keeping children enrolled in school is a challenging task due to a complex web of factors related to poverty, limited educational opportunities, long distances between home and school and high unemployment. Moreover, education is often interpreted as a low return in investment. These attributes are beyond the control of the project.*

The absence of middle schools and vocational centers in many villages is another cause for concern. Consequently, children after graduating from elementary school (14 -15 years old) are unable to complete their education and have no options but to search for work often by migrating to larger cities. In some project villages in Taroudant, where there are no vocational centers, the OFFPT in partnership with the project enrolls beneficiary children in their vocational centers. Yet, at the time of the evaluation some boys were not enrolled because the center was full and they had to wait another year to enroll. In other project sites, the OFFPT had not fulfilled its commitment to providing VT in some in project centers. As a result, these children and their parents feel they have no choice but to search for work.

### 5. Creation of a community-based CLMS

The project developed and trained forty village monitoring teams that oversee withdrawal and enrollment of children of children in different educational and non-programs in partnership with the IPS. Similar to the national level, a community-based CLMS was not developed due to the lack of human resources two major in addition to constraints such as; IPs weak capacity in computer skills, therefore, prior to their training in the CLMS they would need training in basic computer literacy; and, the lack of adequate equipment and frequent power cuts in the villages.

### 5.4 Targeting

Targeting efforts were twofold: (1) selecting two rural zones to implement direct action programs; (2) selecting the target group of working children in the WFCL and prevention of children at risk.

Criteria used for selecting these two rural zones included the following:

- High prevalence of child labour.
- High rates of school dropout.
- Ethnic mix: Gharb province is primarily Arabic while Taroudant is mainly Berber.
- Type of agriculture practices: Gharb comprises large irrigated commercial farms while Taroudant has predominantly small, rain-fed subsistence agriculture.
- Socioeconomic characteristics: lower level of poverty in Gharb, and greater degree of social organization in Taroudant.

The project’s primary target group/beneficiaries are 6,100 children; yet by reaching 11,542, it has exceeded this designated number. This is a very impressive outcome and a reflection of the success of the IPEC team and the project (Table 1).

Reaching beneficiaries include:

- NGOs, CBOs, parents associations, or “village monitoring teams” visit parents of working children to persuade them to enroll their children in the program;
- children at risk of dropping out in order to work because of poor school performance are identified by school teachers and enrolled in remedial education;
- school children have also played a role by enrolling their working peers; for example, they bring them to school and introduce them to the school principal or the NGO guide for non-formal education classes. Indirectly, this initiative indicates the effectiveness of awareness-raising on these children.

Table 1. Project’s Direct Beneficiaries

<b>Children Direct Beneficiaries</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
<b>Withdrawn</b>	1817	1857	3674
<b>Prevented</b>	4239	3629	7868
<b>Total</b>	6056	5486	11542

ILO-IPEC, TPR March 2008

Shortcomings: Raised by partners during the interviews were that a number of children under the legal working age of 15 years old enrolled in the project were possibly not completely withdrawn from working. In Gharb, for example, partners stated that children continue to work in farming activities after school. An NGO representative explained that enrolling these poor children in school is a major accomplishment but to expect them to completely stop working was unrealistic<sup>27</sup>.

As for IPs reaching vulnerable children, this is also a matter of concern. Children, especially boys, 14 years old and up, who are migrant workers on large farms or employed in other businesses and live on these premises are not effectively included in the program. There is a strong conviction, even among IPs and their implementing agencies in the douars, that because these children are given work, shelter and food in addition to a small pay these children are fortunate. The project has given some of these children protective work gear such as gloves and masks to wear while spraying pesticide, but the issue of how many hours they work per day, the hazards they may be exposed to and whether they are receiving at least a minimum wage which they are entitled to under Morocco's Labour Law Code, is overlooked. At the same time other children who were enrolled in the project, i.e., withdrawn or prevented from the WFCL, are at risk, too; once they complete their non-educational program they are often unable to obtain vocational training or find reasonable work in their village; as a result, they migrate to larger cities without any adult supervision. These children are also at high risk of being involved in the WFCL especially in prostitution and trafficking. Consequently, although the project provides valuable services its benefits are short-lived for some beneficiaries as there are no follow-ups because it is not within the scope of the project.

In conclusion, although the project has made significant achievements in targeting children in the WFCL and preventing those at risk, poverty and limited educational services continue to be potent challenges in these regions where people's livelihoods are only worsening.

## 5.5 Monitoring

IPEC has its own programme in monitoring project activities which are reported in the TPR bi-annually. This programme includes the number of children withdrawn or prevented and the outcomes and status of the different activities. IPEC trained its IP in monitoring activities in their DAPs. This information is then forwarded to the IPEC office.

IPEC formed and trained forty village monitoring teams. Monitoring is a collaborative effort made up of the village monitoring team, school teachers, NGOs, CBOs and father's associations. A review of some of the IPs monitoring reports indicate that children are classified according to the activity or service they are enrolled in remedial education, for example, or literacy, VT, provision of school supplies, etc. Beneficiaries are allowed to be enrolled in more than one service.

During the five year timeline of the project, the project team was unable to implement the CLMS component under this objective for several reasons yet primarily because they were over-stretched in conducting other project activities.<sup>28</sup> Institutionalizing a national monitoring system requires considerable effort as it is a nationwide matter, i.e., from the central ministerial level down to the school level. IPEC's staff is already overloaded with project activities, making it impossible to take on an activity of this scale. Adros provides a good model since it has a staff of three whose sole function is to conduct monitoring.

*GP: Monitoring at the community level is a collaborative effort made up of the village monitoring team, school teachers, NGOs, CBOs and father's associations.*

<sup>27</sup> Evaluation team was unable to independently verify these statements during the limited field visit period.

<sup>28</sup> This statement is based on the evaluator's interviews with the IPEC project team in Rabat.

## 5.6 Project Management

IPEC is managed by a team of four: a project manager (NPM), two project assistants (one for each province), and an administrative assistant.<sup>29</sup> These individuals have impressive professional and social skills, which have been a catalyst in project implementation. For example, the project manager has good relations with the MOL and NGOs and has been able to oversee the implementation of this project on a significant scale despite constraints involving a small working team and IPEC's administrative procedures that constantly delay the implementation of project activities. While the project assistant for Gharb has been able to successfully implement direct action programme in a region that is widely known to be difficult and unwelcoming to child labour activities. IPEC's project assistant has been an effective communicator and troubleshooter in Taroudant, where the project includes direct action programs in 41 geographically dispersed douars (hamlets) which are difficult to reach due to lack of paved roads. The project assistant's achievement in running the DAPs is all the more remarkable because he has to address the needs and concerns of people of diverse traditions and social behaviours.

Other general managing activities with IPs include reviewing program and financial reports. The reports are followed up by meetings to discuss their findings. IPEC's program managers continue to provide technical support and make visits to the project sites on a monthly basis.

Project management gets support from IPEC HQ, on the other hand, it is often hindered by a long bureaucratic paper trail which includes getting approval from HQ and the RO in Algiers. As a result, project activities are delayed until this trail of paperwork surfaces from the labyrinth. Although this concern has been highlighted in the project's mid-term evaluation and included in the recommendations, no changes were made.

## 5.7 Partnerships

Forming partnerships is an underlying strategy in project implementation both at the national and regional level, with government and a wide range of civil society groups. The project's partners include the following:

- The MOL is a principal partner and has been very supportive of the project and its commitment to reduce child labour by 60% by 2012 in adherence with the NAPCW. It also provided the IPEC with office facilities free of charge (estimated value \$72,000) and will contribute to the CLU \$180,000 over a period of three years. The MOL has also been responsive to IPEC's advocacy to the reform of several legislative texts such as:
  - The Labour Code;
  - Legislative proposal to regulate domestic child labour;
  - Legislative proposal to regulate activities considered
  - List of hazardous work.
- The NSC, on the other hand, demonstrates IPEC's formation of partnerships between government and civil society groups at the national level; this diversity of members allows the combat against child labour and the WFCP to be carried out in a more participatory manner based on a multi-dimensional approach.
- Partnership with workers' unions and employer associations is important as they are in a strong position to influence workers and employers about the importance of protecting working children's rights (over the age of 15 years) and preventing young children from being employed. As a result of the project, these groups have become more mobilized in child labour issues.<sup>30</sup>

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<sup>29</sup> In project document they are referred to as programme officers. The project also has a driver as part of its staff.

<sup>30</sup> The FDT, for example, has launched a project to eliminate child labour in Fez, using education initiatives to prevent children from dropping out of school to work. This project also includes awareness-raising of teachers and parents in child rights. Emphasis is placed on providing children with extra curricula activities to attract them to stay in school. This project has seen an 80% decrease in student dropout. As a result of this success the FDT is planning to replicate the project in other provinces with a target group of 15,000 children. This example indicates that the project has been effective in promoting national initiatives.

- The MEN is a vital partner for the project, especially as the two have also been successful in complementing each other's agendas. For example, in partnership with Secretariat of Non-Formal Education (SNFE), the project has been able to provide non-formal education classes and remedial education classes in rural areas. Similarly, SNFE seeks partnerships with local NGOs as implementing partners. For example, the SNFE trains NGO guides to teach unschooled and dropout children ages 9-11 years old with the objective of reintegrating them into school; the guides teach older children 12-15 basic literacy and math skills. These classes are offered in MEN schools.
- At the regional level, IPEC is also in partnership with AREF, the Vocational Training (OFFPT) and the Ministry of Agriculture, which provides VT services for withdrawn children. Partnerships with NGOs and local development associations have provided the project with implementing partners for the DAPs. Another network of partners has been formed via the IPs with CBOs to oversee program activities in their douars. For example, in Taroudant, the project has developed a partnership with six associations which are implementing partners with CBOs in 41 villages. In Gharb, the Regional Academy for Education has contracted NGOs for the non-formal education services in the project and the NGO and OSSM in implementing other community development activities.
- International partners primarily include UNICEF and Adros. This is a pragmatic partnership that has been very productive in activities such as awareness-raising campaigns and enhancing the knowledge base by conducting joint research studies. This partnership is also interdependent on information sharing, monitoring and exchange of experiences. For example, at the beginning of the project, UNICEF facilitated the introduction of IPEC to the relevant NGOs since they have been working on child labour issues in Morocco for a longer time. Adros has just launched a second phase project to include rural areas is relying on learning from IPEC's experience in rural areas and working children in agriculture. At the same time IPEC, UNICEF, and the World Bank and the MEN have partnered in producing the MEN manuals for vocational and non-formal education.

## 6. Conclusion

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The project has made significant contributions in combating the WFCL in Morocco. At a national level, this includes institutionalizing policies and programs and at the regional level, this includes direct action programmes that aimed to prevent and withdraw children from the WFCL by responding to community development needs. It is a comprehensive approach and the results have been significant despite challenging factors such as poverty and poor social services in rural areas, particularly when it comes to educational resources; nonetheless, a strong foundation has been laid.

### 6.1 Achievements

1. The GOM established the NSC with IPEC guidance. IPEC also contributed to strengthening its institutional capacity. The NSC is a unique collaborative effort in Morocco joining government and civil society groups, which has been instrumental in mainstreaming the issue of child labour.
2. IPEC assisted in the updating of the NAPCW (2006-2015) and making it more practical by including objectives that have measurable indicators.
3. IPEC provided guidance to the Secretariat for Traditional Crafts in the formulation of a new law to regulate employment conditions in traditional industries, which is a sector that employs a large number of children.
4. IPEC has been instrumental in the creation of the CLU and their capacity building.
5. IPEC has trained 350 child labour inspectors; this training included developing a curriculum which is sustainable and would be instrumental in future training of additional child labourer inspectors.
6. As a result of IPEC's advocacy and technical support, the list of hazardous work was established as a decree.
7. IPEC contributed to the MEN educational reform to include remedial education to prevent children from dropping out and withdrawing and introduced non-formal education for withdrawn children and children not in school, and changing the school schedule in rural areas.
8. IPEC's support of the Regional Academy for Education of Gharb, resulted in the update of three guidebooks (training teachers, procedures guide and guide on psycho-social counseling) relating to lowering school dropout rates.
9. In its targeting efforts, IPEC was able to reach 11,542 children almost double the project's target.
10. As a result of the project's effective capacity strengthening of the NSC and enhancing the knowledge base, Morocco has an enabling environment to eliminating the WFCL.
11. The appointment of a media liaison was very effective in developing and implementing an effective communication strategy.
12. Adaptation of SCREAM to the Moroccan context, and its successful impact on awareness-raising on child labour, makes it a replicable model in other CL projects.
13. The Child Labour Guidebook developed with the support of the project is a very useful tool for policy makers, NGOs and project planners.
14. IPEC has been successful in advocating the regulation of domestic child labour and the list of hazardous work.
15. As a result of IPEC's support, the MEN is undergoing a process of improving the quality of non-formal education.

### 6.2 Sustainability

A key indicator of sustainability is the ability of national and local institutions to take over responsibility for and ownership of the project. The IPEC team from project startup made an effort to prepare its national partners for an exit strategy. Workshops were provided to discuss the issue of sustainability in addition to training in preparing project proposals and seeking funds from government and non-government institutions.

Two interdependent criteria influence sustainability: institutional capacities and financial resources. The former is essential to continue to operate activities; the latter secures the necessary human and physical resources to sustain these activities. At the national level, the evaluation ascertained that an enabling environment has been established and is sustainable. The NSC institutional is prepared to take ownership of the project. This is demonstrated by its present capability to coordinate project activities and ensure that they are within Conventions No. 138, 182. Yet, what remains to be accomplished, and which may be implemented by future projects, is additional capacity building of the CLU and establishment of the CLMS. For instance, the CLU is still in its initial stages of development; its staff has been trained by IPEC but it is not sufficient. As for the financial resources, the MOL has demonstrated its willingness to eliminate the WFCL, yet no budget has been included for overseeing the implementation of the NAPCW. Consequently, this may be a serious issue hindering the NSC activities.

At the regional level, IPs have demonstrated that they can implement project programs at the village level. They have had previous experience in development projects but have gained more knowledge in participating in a child labour project and their capacities have been enhanced. Implementing agencies such as smaller NGOs and CBOs, on the other hand, continue to need capacity building as this is evident in their inability to continue some services initiated by the project. Yet, it is the lack of financial resources that will affect their programs unfavorably. For example, in some project schools in Taroudant, remedial education and non-formal education classes are no longer offered to children. The school principal and implementing agency explained that they have no funds to hire teachers to continue offering these services. They stated that SNFE would not assist them in continuing these services. The SNFE, on the other hand, has begun including non-formal education classes in rural schools. When the evaluator asked a SNFE official why these schools were not provided with these services, they said that they were unaware of this situation as no requests were made. This problem reflects two issues: (1) the weak capacity of the IP to make the necessary contacts to attain these services; (2) the weak communication channels between government authorities and local initiatives. As for preschool classes, which are a major success story, these efforts may also not be sustainable since most parents are unable to take on the responsibility of paying teachers' salaries after project funding ends. Only in very few douars were parents willing to make a small financial contribution to cover the remaining costs with the help of the NGO, which is well-endowed. NGOs, CBOs and parents throughout the evaluation complained of a lack of funds and inability to sustain project activities without additional project financing. The reality is that these villages are extremely poor and have become more so in the last few years and their access to funding is limited in the context of a poor country. Furthermore, these small agricultural villages are not insulated from the larger economic dynamics nationally and internationally or from the impact of global climate change.



## 7. Recommendations

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Based on the findings of the evaluation, the following recommendations have a twofold purpose: 1) to highlight areas where project activities can be strengthened by national actors and IPEC Morocco; and 2) to offer recommendations that can contribute to future projects on eliminating the WFCL; these two objectives are not mutually exclusive.

➤ Recommendations for national actors and IPEC Morocco include the following:

1. The partnership between the MEN-SNFE and IPEC, where educational reforms were made to accommodate children's livelihoods in agricultural zones by changing the school schedule and introducing non-formal education services to school dropouts and children who have never attended school, provides a second chance opportunity for these children. This is a pragmatic strategy to include in child labour projects in agricultural regions in any developing country.
2. A CLMS should be implemented with a specified budget, staff and technical support to oversee its implementation. Any future child labour project should support the CLU to pilot test and establish a CLMS.
3. IPEC should advocate that the MOL require employers to maintain a file on children between 15-18 years old, which includes a copy of their birth certificate or identification card as proof of their date of birth. The newly appointed MOL focal points in the provinces could oversee this activity.
4. The CLU will require additional capacity building as it is newly developed and has not had much experience.
5. Future IPEC donor funded projects should consider including income generating activities as a major project component. This should entail the necessary funds to attain human and financial resources to implement this activity effectively to ensure its success. Providing parents with alternative financial means is essential.
6. Vocational training for girls should be considered as a possible income- generating activity. Future projects should consider conducting a market study identifying market demands that girls' VT may supply and practical skills that the beneficiaries can acquire.
7. Providing school supplies is a very effective means to encourage parents to send their children to school; however, future IPEC projects in Morocco should consider advocating with the MEN to exempt rural children from the requirement to wear a school uniform or alternatively, to simplify the school uniform so as not to burden parents with more school costs which lead them to withdrawing and/or not sending their children to school.
8. Awareness-raising at the regional level should emphasize that child labour laws do not allow children less than 15 years to work and that there is no flexibility to this law. Labour inspectors could also reinforce this mandate during their inspections.

➤ Recommendations for future projects on eliminating the WFCL

9. An effective implementation strategy is most effective when it includes a dual strategy -- upstream-downstream. Consequently, mechanisms can be instituted to include a flow of communication and participation from the national to the local level and vice-versa. Downstream includes institutionalizing programs and policies descending down the administrative hierarchy, i.e. from relevant government institutions to the school level. Upward strategy entails establishing mechanisms at the local level to transmit lessons learned and good practices from local initiatives

so that they flow upward where they can be up-scaled. Yet, this strategy should allow flexibility in implementation, especially so that initiatives on all levels can be adaptable to the geographic, social and economic diversity in Morocco, or in similar countries.

10. Incorporating a strategy of partnerships in project design is an effective means to establish a wide network for project implementation at the national, regional and community level, capacity building, and ultimately mainstream acceptance of the necessity for combating child labour. Hence, this project's design can be used as a model in other project interventions.
11. The US Trade Agreement was a catalyst in the GOM's commitment to taking a more forceful role in combating the WFCL. Hence, this could be a model in which projects with the support of donor governments, such as the EU, can include in their trade agreements in countries where child labour is high.



**International Programme on the Elimination of Child Labour  
ILO/IPEC**

**Terms of Reference  
For**

**Final Version**

**Independent Final Evaluation of Combating Child Labour in  
Morocco by creating an enabling national environment and  
developing direct action against the worst forms of child labour in  
rural areas**

ILO Project Code	MOR/03/P50/USA
ILO Project Number	P.340.03.138.050
ILO Iris Code	10995
Country	Morocco
Duration	57 months
Starting Date	September 2003
Ending Date	June 2008
Project Locations	National level and selected districts
Project Language	English and Arabic
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$2,251,069

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## Background and Justification

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfillment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Decent Work Country Programmes (DWCP) should be analyzed.
3. ILO Decent Work Country Programmes are being introduced in the ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents' partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
4. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks. The DWCP is currently at the concept note stage for Morocco; please refer to the website for any updated information on the progress of the DWCP in Morocco <http://www.ilo.org/intranet/english/bureau/program/dwcp/country/africa/index.htm> .
5. IPEC began activities in Morocco in June 2000 under French and Belgian funding. In the time leading up to the current project, the program made significant contributions to the elimination of child labour in the Kingdom. The programme coordinated the process through which a multi-disciplinary National Steering Committee for the Elimination of Child Labour (NSC) was created to guide national policy and implementing institutions through the process of implementing ILO Conventions 138 and 182. The programme put in a place a process to ban children under the age of 15 from work which endangers them or their schooling and all children under the age of 18 from the worst forms of child labour (WFCL). IPEC likewise organized multiple national and regional forums aimed at raising the public profile of the plight of working children. Thanks to the programme, more is known about the conditions under which Morocco children work though information collecting exercises. IPEC was also able to form effective alliances with NGOs and social partners to withdraw children from work through direct action programmes in targeted regions in Morocco.
6. The current project was designed to scale-up its interventions through a two pronged strategy that was to expand ongoing national efforts to create an **enabling environment** for the rapid elimination of the WFCL and to reinforce its **direct action** programs to withdraw children from work using easily replicable interventions models and based on the lessons learned from its previous experience with direct actions programs in Morocco.

7. The national level efforts to create an **enabling environment** focuses on:
  - Improving the knowledge base
  - Mobilizing public opinion through an awareness raising campaign
  - Capacity building activities for key actors
  
8. The second prong of the strategy, **direct action**, focused in the rural areas that were built upon a community development model. The direct action programs were to target 5,000 children who were to be withdrawn or prevented from entering the WFCL in 40 villages in Gharb and Taroudant regions. Various educational programs (pre-school, school enrolment, non-formal education, formal education and basic education) were envisaged as part of the strategy for long term child protective measures. The project was to form strategic partnerships with micro finance institutions and with the technical support and vocational training arm of the Ministry of Agriculture aimed at leveraging IPEC's investments in community organization that would attract potential income-generating activity support to targeted villages.
  
9. Further the project included in its strategy a **community-based child labour monitoring system** (CLMS) developed to verify that children are removed from hazardous work and they attend school or other training activities. The MSDL (labour inspectorate) MEN (Ministry of National Education) and other relevant ministries worked together with community members, local officials, and appropriate regional representatives of the NSC to design and implement the CLMS. The CLMS was to serve as a model that could be replicated in other communities across Morocco.
  
10. The project was conceived through various consultations, based on past IPEC experience and through a participatory workshop involving members of the NSC and other key stakeholders in Morocco to define all the necessary outcomes that would have to be achieved in Morocco to effectively contribute to the elimination of the WFCL. IPEC's **Strategic Programme Impact Framework methodology** was used for this purpose. The result of the workshop was a framework representing "area of impact" for the project (related to the elimination of the WFCL at the country level, with emphasis on the rural sector), and a series of recommendations concerning IPEC's involvement for facilitating the process. The diagrams in Annex 2 show the Area of Impact Framework that was developed in April 2003.
  
11. The SPIF Area of Impact exercise led to the formulation of 5 immediate objectives for the present IPEC project. The immediate objectives are:

#### **National level action: Enabling environment**

- **Immediate Objective One:** By the end of the project, the society of Morocco and selected key actors will be more aware of the negative consequences of child labour.
- **Immediate Objective Two:** By the end of the project, the knowledge base on the WFCL in Morocco will be expanded
- **Immediate Objective Three:** By the end of the project, the capacity of the relevant organizations will be strengthened to develop initiatives to address the worst forms of child labour.

#### **Direct Action: Gharb and Taroudant region**

- **Immediate Objective Four:** By the end of the project, at least 6,100<sup>31</sup> children will have been prevented and withdrawn from WFCL and rehabilitation services will have been provided in 40 targeted villages.

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<sup>31</sup> The figures were revised from the original 5,000 stated in the project document through 2 project revisions that took place over the course of the project cycle.

- Immediate Objective Five: By the end of the project, a community-based child labour monitoring system is created and pilot tested in 40 villages in preparation for use in other areas of the country.

### **Background to Final Evaluation**

12. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process. This draft TOR is being circulated to seek further inputs from the stakeholders.
13. The project will be evaluated in accordance with ILO/IPEC policies and procedures on evaluation of projects and in line with the agreed evaluation process in the project document.
14. Action Programs implemented by local partners are subject to a regular self-evaluation process depending on duration and size. Action Programs supply regular progress reports to the project. A quarterly progress report is prepared by the project as a whole.
15. A mid-term evaluation conducted by an independent evaluation team took place in August 2005. The mid-term evaluation found that:
  - ✓ There is considerable political will to combat child labor
  - ✓ The IPEC team and partners are competent and have established fruitful collaborations
  - ✓ There have been several important achievements
  - ✓ There are a number of challenges to be resolved
  - ✓ There have been delays
  - ✓ And the political will still needs to materialize.
16. The mid-term evaluation made several pertinent recommendations ranging from recommendations on the design process, awareness, raising, capacity building, expanding the knowledge base, and on the direct action programs in Taroudant and Gharb as well as on the issue of sustainability and CLMS. These recommendations were taken into consideration in the planning of the rest of the project.

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## **II. Scope and Purpose**

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### **Scope**

17. The scope of the evaluation includes all project activities to date including Action Programs. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programs and any specific recommendations for future ILO/IPEC activities particularly in the context of the TBP approach as far as possible in Morocco.

### **Purpose**

18. The purpose of the present evaluation should be to assess whether the objectives of the project were achieved. The evaluation should assess the overall achievement of the project at different levels such as at policy level, organizational (partner) level, beneficiaries' level, community level and household level. The evaluation should try to assess the effectiveness of the project operation/implementation and management both at the implementing agency level and at IPEC level. It should analyze strategies and models of intervention used, document lessons learned and potential good practices, and provide recommendations on how to

integrate these into planning processes and implementation of future child labour activities in Morocco, including for future ILO/IPEC support in Morocco. A particular focus should be to identify elements of effective models of intervention including its potential use and its strengths and weaknesses.

### III. Suggested Aspects to be Addressed in the Evaluation

19. The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency and sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*.
20. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analyzing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
21. The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). **The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.**
22. The evaluation will be conducted following UN evaluation standards and norms and the OECD DAC principles.
23. In general, it is of key importance that the evaluation opens the doors and causes discussions on the engagement of partners, communities, families (where relevant) and governmental organizations. In particular, the evaluation will review levels of complementarity and synergy between the activities carried out by various partners, such as between development agencies (UN agencies such as UNICEF, UNESCO, UNFPA etc., as examples); between ministries: ministries of social development / welfare, labour, education, planning; ministries of economy and finances; between the authorities of local level, of regional level and national level; and between agencies of implementation.

#### Design

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation in both countries was taken into consideration at the time of the design and whether these were considered and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.

- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues? Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing?
- Were the time frame for programme implementation and the sequencing of project activities logical and realistic?
- Was the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant were project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring results.
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Do the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?

### **Achievements (Implementation and Effectiveness)**

- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess IPEC's role in the development and implementation of the National Action Plan for Child Welfare.
- Assess whether the project has achieved its intended outputs and whether it has achieved its objectives, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the criteria for selecting beneficiaries for the project
- Assess the participation of different relevant actors in the National Steering Committee. How are these structures participating in program implementation? How is this participation contributing to progress toward project's objectives?
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Did the project sufficiently coordinate with the other USDOL-funded child labor project in Morocco, MSI Adros? Were they able to complement each other or did they pursue independent courses of action?
- How effective has the project been at stimulating interest (through awareness raising in particular) and participation in the project at the local and national level?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed DAPs.
- Assess the effectiveness of the action programmes implemented and their contribution to the immediate objectives of the project. Assess the lessons learned from these DAPs and the possibilities to replicate them, focusing on curriculum design, micro credit and vocational training.
- Has the capacity of community level agencies and organizations in Morocco been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population be reached?
- Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.
- How effective were the project's beneficiary monitoring strategies.



- How effectively were strategies for child labour monitoring being implemented? Is the creation of Village Monitoring Teams likely to be an effective, sustainable, long-term model for child labour monitoring?
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors? How realistic were the critical assumptions identified by the project?
- Assess the progress of the project's gender mainstreaming activities.
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?
- How effective is the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- Identify unexpected and multiplier effects of the project.
- How effectively has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other projects)?
- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective are the studies commissioned by the project in terms of affecting the national debates on education and child labour?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Analyze strategies and models of intervention used and document achievements and lessons learned.
- Examine how the ILO/IPEC project have interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess IPEC's involvement in the formation of the Child Labor Unit (CLU) in the Ministry of Labor. How effective was the training and guidance IPEC provided to the CLU? Is the Ministry's commitment to the CLU sufficient to the extent that it is likely to be sustainable after the closure of the project?
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.
- Assess whether the recommendations made in the mid-term evaluation were considered and if appropriate acted upon and to what effect.
- Assess the quality of training and learning materials produced by the project, such as the translated version of SCREAM, the training manual for social workers, etc.
- Assess the effectiveness of the use of community pre-schools to combat child labor and to lower school drop out rates. Is the project able to monitor results? Could this model be replicated elsewhere in Morocco?
- Assess the effectiveness of the use of vocational training to combat exploitive street work? Is the project able to track the sector of work and working status of beneficiaries? Could this model be replicated elsewhere in Morocco?

### **Relevance of the Project**

- Examine whether the project responded to the real needs of the beneficiaries
- Validity of the project approach and strategies and their potential to replicate
- Assess whether the problems and needs that gave rise to the project still exists or have changed
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the program based on the finding of baseline surveys.
- How does the strategy used in this project fit in national development, education and anti-poverty efforts, existing policies and programs on child labour and interventions carried out by other organizations?

### **Sustainability**

- Assess to what extent a phase out strategy has been defined and what steps have been taken to ensure project sustainability
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners
- Identify and assess the long-term commitment and the technical and financial capacity of local/national institutions (including governments) and the target groups to continue to work to eliminate child labour.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources

### **Special Concerns to be Addressed**

- Assess to what extent the project was able to create a foundation for broader national action in a coherent framework and serve as a basis for a TBP.
- Assess the contribution of the project in working with the Government of Morocco in developing the Time-Bound National Policy and Program Framework. Has the capacity of the government been increased through its work with ILO/IPEC to enable them to support a time-bound program in the future?

## **IV. Expected Outputs of the Evaluation**

24. The expected outputs to be delivered by the evaluation consultant are:
- A desk review
  - An evaluation instrument prepared by the evaluation team leader
  - Field visits to Gharb and Taroudant
  - Stakeholder workshop facilitated by the evaluation team leader
  - Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluation team
  - Final Report including:
    - ✓ Executive Summary
    - ✓ Clearly identified findings
    - ✓ Clearly identified conclusions and recommendations
    - ✓ Lessons learned
    - ✓ Potential good practices and effective models of intervention.
    - ✓ Appropriate Annexes including present TORs
    - ✓ Standard evaluation instrument matrix
  - End of project stakeholder workshop facilitated by the team leader presenting the findings of the evaluation and discuss way forward
25. The total length of the report should be a maximum of 30 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
26. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of the data from the evaluation rests jointly with ILO/IPEC and the ILO consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

27. The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## V. Evaluation Methodology

28. The following is the proposed evaluation methodology. While the evaluation team leader can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
29. The evaluation team will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
30. The evaluation will be carried out using a desk review, field visits to project sites and Rabat for consultations with project staff and project partners and beneficiaries and other key stakeholders and to hold a stakeholder workshop for further data collection. The evaluator will facilitate an end of project workshop where the major findings will be presented to key stakeholders and to discuss/map the next steps to continue the combat against child labour in Morocco.

The team will be made up of one international external consultant.

31. The evaluator will be responsible for undertaking a desk review of the project files and documents, undertake visits to the project locations, facilitate the workshops and will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the consultant will further be responsible for finalizing the report incorporating any comments deemed appropriate.

### **Composition of the evaluation team:**

32. The evaluation team will consist of an international evaluation consultant that previously has not been involved in the project.
33. The background of the international evaluation consultant should include:
- ✓ Relevant background in social and/or economic development
  - ✓ Experience in the design, management and evaluation of development projects, in particular with local development projects.
  - ✓ Experience in evaluations in the UN system, preferably as team leader
  - ✓ Relevant regional experience preferably prior working experience in Morocco
  - ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework is highly appreciated.
  - ✓ Experience in the area of education and legal issues would also be appreciated
  - ✓ Experience in the UN system or similar international development experience
  - ✓ Familiarity with and knowledge of specific thematic areas
  - ✓ Fluency in English, French and Arabic is required

- ✓ Experience facilitating workshops for evaluation findings

Profile	Responsibilities
<b>Team leader/International Consultant</b>	<ul style="list-style-type: none"> <li>• Desk review of project documents</li> <li>• Develop evaluation instrument</li> <li>• Briefing with ILO/IPEC-DED</li> <li>• Telephone Interviews with IPEC HQ desk officer, donor</li> <li>• Undertake field visits in Morocco for two week period</li> <li>• Facilitate stakeholder workshop</li> <li>• Draft evaluation report</li> <li>• Finalize evaluation report</li> <li>• Present evaluation findings and facilitate end of project workshop</li> </ul>

34. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Rabat and ILO Algiers. DED will be responsible for consolidating the comments of stakeholders and submitting it to the international consultants.

**Timetable and Workshop schedule:**

35. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.
36. The team will be engaged for 9 *working weeks of which three weeks will be in-country in Morocco*. The timetable and schedule is as follows:

Phase	Responsible Person	Tasks	Dates/Number of days
I	Evaluation Consultant	<ul style="list-style-type: none"> <li>○ Telephone briefing with IPEC DED or in IPEC HQ</li> <li>○ Interview IPEC HQ and donor</li> <li>○ Desk Review of project related documents</li> <li>○ Evaluation instrument based on desk review</li> </ul>	<ul style="list-style-type: none"> <li>○ April 28 – May 2</li> <li>○ 5 days</li> </ul>
II	Evaluation consultant and logistical support by project	<ul style="list-style-type: none"> <li>○ In-country to Morocco for consultations with project staff</li> <li>○ Field visits to project sites</li> <li>○ Consultations with project staff</li> <li>○ Consultations with project partners</li> <li>○ Consultations with girls and boys, parents and other beneficiaries</li> <li>○ Workshop with key stakeholders (1 day workshop)</li> </ul>	<ul style="list-style-type: none"> <li>○ May 5<sup>th</sup> - 16<sup>th</sup></li> <li>○ 14 days</li> </ul>
III	Evaluation consultant	<ul style="list-style-type: none"> <li>○ Draft report based on consultations from field visits and desk review</li> </ul>	<ul style="list-style-type: none"> <li>○ May 19-28<sup>th</sup></li> <li>○ 10 days</li> </ul>
IV	DED	<ul style="list-style-type: none"> <li>○ Circulate draft report to key stakeholders</li> <li>○ Consolidate comments of stakeholders and send to team leader</li> </ul>	<ul style="list-style-type: none"> <li>○ June 2-13</li> <li>○ 10 days</li> </ul>
V	Evaluation consultant	<ul style="list-style-type: none"> <li>○ Finalize the report including explanations on why comments were not included</li> </ul>	<ul style="list-style-type: none"> <li>○ June 17-19</li> <li>○ 5 days</li> </ul>
VI	Evaluation consultant and project	<ul style="list-style-type: none"> <li>○ Present findings of the evaluation report</li> <li>○ Facilitate discussion on future steps</li> </ul>	<ul style="list-style-type: none"> <li>○ June 23-25</li> <li>○ 5 days</li> </ul>
		○	Total team leader 39
		○	Total DED 10 days

### Sources of Information and Consultations/Meetings

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> <li>• Project document</li> <li>• DED Guidelines and ILO guidelines</li> </ul>
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> <li>• Progress reports/Status reports</li> <li>• Technical and financial reports of partner agencies</li> <li>• Direct beneficiary record system</li> <li>• Good practices and Lessons learnt report (from TPR)</li> <li>• Other studies and research undertaken</li> <li>• Action Programme Summary Outlines Project files</li> <li>• National workshop proceedings or summaries</li> <li>• Any other documents</li> </ul>

### Consultations with:

- Project management and staff
- ILO regional staff
- USDOL Washington DC
- US Embassy Labor Officer Casablanca: (via telephone if appropriate)
- Partner agencies ADROS, UNICEF, Ministry of Labor, the Ministry of Education and Youth, the Ministry of Agriculture,
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- NSC members

## Final Report Submission Procedure

37. For independent evaluations, the following procedure is used:

- The **team leader** will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluation team leader** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

## VI. Resources and Management

### Resources:

38. The resources required for this evaluation are:

- Fees for 45 days for an independent consultant
- Fees for travel to Rabat and DSA in Rabat, Gharb and Taroudant as applicable and as set out in the ILO rules

### National Consultant

- Fees for 10 days for a national consultant
- DSA as appropriate if field visits outside of Rabat are undertaken

### For the evaluation exercise as a whole:

- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

A detailed budget is available separately.

### Management:

39. The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Morocco and ILO Algiers will provide administrative and logistical support during the evaluation mission.

## Annex 2

### Combating Child Labour in Morocco by Creating an Enabling Environment and Developing Direct Action Against Worst Forms of Child Labour in Rural Areas

#### Evaluation Methodology Instrument

In light of the IPEC's "Combating Child Labour in Morocco" project ending in June 2008, the objective of the evaluation is to conduct an independent final evaluation assessing whether the project has achieved its objectives. The evaluation methodology is qualitative based on addressing key questions in relation to these objectives and how they were conceptualized and implemented in the life-span of the project.<sup>32</sup> Consequently, this is examined under each of the project's main dimensions; design, implementation and achievements. Within this framework, the evaluation examines the project's overall performance in achieving its objectives. IPEC's DED evaluation criteria- relevance, effectiveness, efficiency and sustainability- are applied as cross-cutting themes. The evaluation instrument consists of an evaluation matrix developed by the international consultant. The matrix charts the project's dimensions, key issues, questions to be addressed and data collection methods and sources.

The evaluation is initiated by telephone conferences with IPEC-DED and USDOL to discuss project background and issues of special concern.

Data collection will include the following:

- a desk review of project documents (TPRs) and other relevant literature provided by DED, IPEC office in Rabat and implementing partners in the field;
- field visits to project sites. This would include a 12 day visit to Rabat, Gharb and Taroudant, where project activities are being implemented;
- interviews with IPEC Morocco staff, implementing partners, project's direct and indirect beneficiaries and project partners such as, XXX, YYY, UNICEF, ADROS;
- focus group meetings will be held in project sites to solicit information from direct beneficiaries-children prevented or withdrawn from WFCL and parents, and indirect beneficiaries- teachers and community members.
- a workshop will be conducted for participatory data collection;

Data analysis will assess the strengths and shortcomings of each project component, lessons learned and good practices in relation to achieving project objectives. In regard to project design, for example, this would include analyzing the relevance and validity of the project's objectives, outputs, strategy and timeline. While project implementation would entail analyzing the performance of the different components, such as; implementation strategy, delivery of outputs, targeting, management, monitoring and partnerships.

Findings of the evaluation will focus on the project's achievements in reaching its objectives at the national and local levels. These will be verified by their specified outcomes. Project impact and sustainability will also be highlighted. Based on these findings, the evaluation will present recommendations for how future project interventions in eliminating child labour especially those involving educational initiatives can be improved.

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<sup>32</sup> Questions in the evaluation matrix include those from the TOR, desk reviews and USDOL suggestions.

## Combating Child Labour in Morocco by Creating an Enabling Environment and Developing Direct Action Against Worst Forms of Child Labour in Rural Areas

### Evaluation Matrix

Component	Key Issues	Questions	Methodology	Data Sources	Resources
<b>Project Design</b>	Relevance & Validity	<ul style="list-style-type: none"> <li>• Was the project design logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders?</li> <li>• Was available information on the socio-economic, cultural and political situation in both countries taken into consideration at the time of the design and where these considered and reflected in the design of the project.</li> <li>• Were the problems and needs adequately analyzed and do they determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.</li> <li>• Did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?</li> <li>• Is the time frame for project implementation and sequencing of project activities logical and realistic?</li> <li>• Do the action programmes designed under the project provide clear linkages and complement each other regarding project objectives and outcomes?</li> <li>• Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?</li> <li>• Was the strategy for Sustainability defined clearly at the design stage of the project?</li> </ul>	Desk review, Interviews Workshop	IPEC Project Team IPs, MEN MOL, SNFE IP, NGOs, CBOs NSC	<ul style="list-style-type: none"> <li>○ Key Informants</li> <li>○ Project</li> <li>○ Documents Studies</li> <li>○ Technical</li> <li>○ Progress Reports</li> </ul>



<b>Implementati on</b>	Implementation strategy Targeting Delivery Management Monitoring Partnership Lessons Learned Good practices	<ul style="list-style-type: none"> <li>▪ What were the criteria for selecting project sites and beneficiaries? Were they appropriate?</li> <li>▪ What was IPEC’s role in the development and implementation of the NAPCW?</li> <li>▪ Has the entire target population been reached?</li> <li>▪ Have beneficiaries been well informed about WFCL and Conventions 182 &amp; 138?</li> <li>▪ Were delivery of project outputs in terms of quality and quantity delivered in a timely manner?</li> <li>▪ How effective are management relationships with government and project partners?</li> <li>▪ Is monitoring data input according to the correct definitions? Is the CLMS applied in monitoring project beneficiaries?</li> <li>▪ Who is conducting the monitoring at the community and</li> <li>▪ school level?</li> <li>▪ To what extent has the ILO/IPEC project provided technical and facilitation support to the further development, enhancement and implementation of the NPFCW?</li> <li>▪ Did government contribute resources to the project?</li> <li>▪ How effective have the participation of the NSC in contributing to progress toward project’s objectives?</li> <li>▪ How much collaboration is there between the NSC and the implementing agencies?</li> <li>▪ Have networks been established between organizations and government agencies working to address child labour on the national, provincial and local levels.</li> <li>▪ What is the project’s collaboration and/or coordination with other child-focussed interventions in Morocco, such as USDOL-funded ADROS project?</li> <li>▪ What are the capacity constraints of IP and its</li> </ul>	Desk review, Field visits Interviews, Focus group meetings Workshop	Project Managers, IPs MOL, SNFE IP , Adros, UNICEF Beneficiaries Parents	<ul style="list-style-type: none"> <li>○ Key Informants</li> <li>○ Beneficiaries</li> <li>○ Action Programme</li> <li>○ documents</li> <li>○ Technical Progress Reports</li> </ul>
<b>Implementati on</b>					

		<p>effect on the implementation of their designed DAPs?</p> <ul style="list-style-type: none"> <li>▪ Do IP encounter challenges in preparing financial and progress reports?</li> <li>▪ How has the project been able to build capacities of IP?</li> <li>▪ Did the project experience exogenous factors that affected implementation? And how did the project deal with these factors?</li> <li>▪ Have gender mainstreaming activities been observed?</li> <li>▪ What actions have been taken to ensure the access of girls/other vulnerable groups to project services and resources?</li> <li>▪ To what extent do project staff, IP and beneficiaries have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?</li> <li>▪ To what extent has the ILO/IPEC project support been able to mobilize resources, policies, programmes, partners and activities to be part of the NPFCW.</li> </ul> <p>○</p>			
<b>Achievements</b>	Outcomes Impact & Sustainability	<ul style="list-style-type: none"> <li>▪ Has the project achieved its intended objectives in regards to: creation of enabling environment, capacity building, raising awareness and integrated direct interventions?</li> <li>▪ Has IPEC played a role of leader or follower? What approach is best?</li> <li>▪ How effective has the project been at stimulating interest and participation in the project at the local and national level?</li> <li>▪ How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?</li> </ul>	<ul style="list-style-type: none"> <li>○ Interviews</li> <li>○ Desk Review</li> <li>○ Workshop</li> </ul>	<ul style="list-style-type: none"> <li>○ IPEC</li> <li>○ Project Managers,</li> <li>○ Partners,</li> <li>○ Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>○ Key Informants</li> <li>○ Project Documents</li> <li>○ Technical Progress Reports</li> </ul>

<p><b>Achievements</b></p>		<ul style="list-style-type: none"> <li>▪ How effective has the project been in raising awareness about child labour and in promoting social mobilization to address this issue?</li> <li>▪ Has the project influenced national level policies, debates and institutions working on child labour?</li> <li>▪ Has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other project launched in support of the NPPF thus far?</li> <li>▪ What contributions has the project made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners?</li> <li>▪ What success has the project achieved in leveraging resources for continuing efforts to prevent and eliminate child labour in the context of the NAPCW?</li> <li>▪ Has the project achieved its meeting target population of withdrawing and preventing children?</li> <li>▪ Has the project contributed to community development?</li> <li>▪ Has government involvement enhanced their capacity to continue work in the NPFCW?</li> <li>▪ What are the contributions of the DAPs to the immediate objectives of the project? Has the capacity of community-based NGOs and associations in Morocco been strengthened to sustain actions to prevent and eliminate child labour?</li> <li>▪ Did the project respond to the needs of the beneficiaries?</li> <li>▪ What is the feasibility of a new phase in light of the achievements of the project?</li> <li>▪ How can IPEC's model be improved? What lessons have been learned, what good practices have been identified?</li> </ul>			
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**Annex 6**  
**IPEC Evaluation Instrument: Gharb**

Project Area of Work	Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)
		Target Groups	Other Qualitative	
<b>La prévention des enfants contre le travail à un âge précoce</b>	« Contribution à l'élimination du travail des enfants dans la province de Kénitra »  Partenaire : OSMM	Préscolaire : 23 G – 37 F  Encouragement à l'inscription en 1 <sup>ère</sup> année primaire : 65 G – 55 F  Réalisation de cours de soutien pour les enfants à risque d'abandon scolaire.	Activités parascolaires : 261 G – 267 F Campagne de sensibilisation, activité de loisirs, utilisation de l'outil SCREAM	- le projet a réussi à réconcilier l'école à son environnement. - les familles ont beaucoup apprécié la mise en place du préscolaire. - L'amélioration de l'infrastructure scolaire (alimentation de l'école, construction de siège, installation des sanitaires, ...) a renforcé l'attractivité de l'école et contribué à la prévention contre la déperdition scolaire.
	« Contribution à l'élimination du travail des enfants dans la lutte contre l'abandon scolaire »  Partenaire : Académie Régionale de l'Education et de la Formation, AREF Gharb	Soutien éducatif pour : 2.954 G - 2.251 F	- Mise en place et formation des structures organisationnelles de la lutte contre la déperdition scolaire : cellules de veille, comité régional et 2 comités provinciaux - Production des guides de la lutte contre l'abandon scolaire. - Formation de 53 enseignants sur l'utilisation de l'outil SCREAM.	Il s'agit d'un projet réussi qui est devenu le modèle de la lutte contre l'abandon scolaire au niveau national et sera généralisé au niveau de toutes les Académies Régionales de l'Education et de la Formation du Maroc.
<b>Le retrait des enfants de moins de 15 ans du travail</b>	« Contribution à l'élimination du travail des enfants dans la province de Kénitra »  Partenaire : OSMM	- Retrait des enfants du travail et leur réinsertion à l'école par le biais de l'ENF : 37 G - 26 F  - Amélioration des conditions de vie et de travail des enfants de plus de	- Fournitures scolaires pour les bénéficiaires de l'ENF qui ont été réinsérés à l'école.	

		15 ans. : réduction des heures de travail et ENF : 85 G - 103 F		
	« Contribution à l'élimination du travail des enfants dans la lutte contre l'abandon scolaire » Partenaire : AREF Gharb	Retrait des enfants écoliers travail et soutien pédagogique contre l'abandon scolaire 598 G – 444 F	- Etablissement de questionnaires pour l'identification des enfants travailleurs à risque d'abandon scolaire ainsi que leur suivi.	- les réalisations sont importantes. L'AREF est encouragée pour réaliser le suivi des enfants.
<b>L'amélioration des conditions au travail des enfants de plus de 15 ans</b>	« Contribution à l'élimination du travail des enfants dans la province de Kénitra » Partenaire : OSMM	- Amélioration des conditions de vie et de travail des enfants de plus de 15 ans. : réduction des heures de travail et ENF : 85 G - 103 F	- sensibilisation contre les dangers du travail en agriculture. - Initiation à la formation professionnelle pour les filles en couture et coupe.	

**Annex 7**  
**IPEC Evaluation Instrument: Taroudant**

Project Area of Work	Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)
		Target Groups	Other Qualitative	
La prévention des enfants contre le travail à un âge précoce	Lutte contre le travail des enfants au niveau de 4 sites de la Commune Rurale de Tassoufi : IMGOUN, AOURST, ALGOU, TANFKEKHTE	Précolaire : 90 G – 85 F  Fournitures scolaires : 120 G – 120 F	Activités parascolaires : 351 G – 483 F  Alphabétisation des femmes : 160 F	- Les activités parascolaires intègrent aussi les activités de sensibilisation, organisées au niveau des écoles - L'octroi des fournitures scolaires encourage les parents à inscrire l'enfant à l'école - L'amélioration de l'infrastructure scolaire renforce l'attractivité de l'école et la prévention des enfants contre le travail
	Lutte contre le travail des enfants au niveau de la zone AIT YOUSSEF / Commune Rurale de Tassoufi	Précolaire : 23 G - 39 F  Fournitures scolaires : 66 G – 69 F	Activités parascolaires : 150 G – 210 F  Alphabétisation des femmes : 40 F	- Les activités parascolaires intègrent aussi les activités de sensibilisation, organisées au niveau des écoles - L'octroi des fournitures scolaires encourage les parents à inscrire l'enfant à l'école - L'amélioration de l'infrastructure scolaire renforce l'attractivité de l'école et la prévention des enfants contre le travail
	Lutte contre le travail des enfants au niveau de trois sites : TIGHARGHARTE, AÏT LAHCEN OUBOUBKER, IBAKIZEN Commune Rurale AZAGHAR N'IRS	Précolaire : 65 G - 61 F  Fournitures scolaires : 68 G – 97 F	Activités parascolaires : 465 G – 688 F	- Les activités parascolaires intègrent aussi les activités de sensibilisation, organisées au niveau des écoles - L'octroi des fournitures scolaires encourage les parents à inscrire l'enfant à l'école - L'amélioration de l'infrastructure scolaire renforce l'attractivité de l'école et la prévention des enfants contre le travail
	Projet pilote pour prévenir et combattre le travail des enfants à AHL RMEL	Précolaire : 83 G - 73 F  Fournitures scolaires : 114 G – 105 F	Activités parascolaires : 32 G – 63 F  Alphabétisation des femmes :	- Les activités parascolaires intègrent aussi les activités de sensibilisation, organisées au niveau des écoles - L'octroi des fournitures scolaires encourage les parents à

			115 F	inscrire l'enfant à l'école - L'équipement des bibliothèques scolaires a contribué au renforcement de l'attractivité de l'école et à la prévention des enfants contre le travail
	Lutte contre le travail des enfants à TIRGUTTINE et ISLANE, Commune Rurale AZAGHAR N'IRS	Pré-scolaire : 30 G - 42 F Fournitures scolaires : 49 G – 52 F	Activités parascolaires : 192 G – 290 F  Alphabétisation des femmes : 70 F	- Les activités parascolaires intègrent aussi les activités de sensibilisation, organisées au niveau des écoles - L'octroi des fournitures scolaires encourage les parents à inscrire l'enfant à l'école - L'amélioration de l'infrastructure scolaire renforce l'attractivité de l'école et la prévention des enfants contre le travail
	Prévention et élimination du travail des enfants à OULAD AISSA	Pré-scolaire : 85 G - 86 F Fournitures scolaires : 164 G – 160 F	Activités parascolaires : 835 G – 887 F	- Les activités parascolaires intègrent aussi les activités de sensibilisation, organisées au niveau des écoles - L'octroi des fournitures scolaires encourage les parents à inscrire l'enfant à l'école - Les cantines scolaires et l'amélioration des conditions d'hygiène renforcent l'attractivité de l'école et la prévention des enfants contre le travail
<b>Le retrait des enfants de moins de 15 ans du travail</b>	Lutte contre le travail des enfants au niveau de 4 sites de la Commune Rurale de Tassoufi : IMGOUN, AOURST, ALGOU, TANFKEKHTE	Cours de soutien : 163 G - 103 F  ENF : 32 G - 154 F	- Fournitures scolaires pour les bénéficiaires de l'ENF  - l'équipement des CEF pour la Formation des filles	Les cours de soutien et d'ENF se déroulent à l'école primaire Les instituteurs participent au soutien scolaire Les bénéficiaires du soutien scolaire principalement les écoliers travailleurs Les bénéficiaires de l'ENF participent aux activités parascolaires Après l'ENF, les jeunes de plus de 15 ans sont orientés à la FPA. les moins jeunes sont orientés vers l'école et accompagnés par les animateurs.

	Lutte contre le travail des enfants au niveau de la zone AIT YOUSSEF / Commune Rurale de Tassoufi	Cours de soutien : 36 G - 36 F  ENF : 21 G - 72 F	- Fournitures scolaires pour les bénéficiaires de l'ENF  - l'équipement des CEF pour la Formation des filles	Les cours de soutien et d'ENF se déroulent à l'école primaire Les instituteurs participent au soutien scolaire Les bénéficiaires du soutien scolaire principalement les écoliers travailleurs Les bénéficiaires de l'ENF participent aux activités parascolaires Après l'ENF, les jeunes de plus de 15 ans sont orientés à la FPA. les moins jeunes sont orientés vers l'école et accompagnés par les animateurs.
	Lutte contre le travail des enfants au niveau de trois sites : TIGHARGHARTE, AIT LAHCEN OUBOUBKER, IBAKIZEN Commune Rurale AZAGHAR N'IRS	Cours de soutien : 100 G - 73 F  ENF : 30 G - 103 F	- Fournitures scolaires pour les bénéficiaires de l'ENF  - l'équipement des CEF pour la Formation des filles	Les cours de soutien et d'ENF se déroulent à l'école primaire Les instituteurs participent au soutien scolaire Les bénéficiaires du soutien scolaire principalement les écoliers travailleurs Les bénéficiaires de l'ENF participent aux activités parascolaires Après l'ENF, les jeunes de plus de 15 ans sont orientés à la FPA. les moins jeunes sont orientés vers l'école et accompagnés par les animateurs.
	Projet pilote pour prévenir et combattre le travail des enfants à AHL RMEL	Cours de soutien : 118 G - 82 F  ENF : 39 G - 69 F	- Fournitures scolaires pour les bénéficiaires de l'ENF  - l'équipement des CEF pour la Formation des filles	Les cours de soutien et d'ENF se déroulent à l'école primaire Les instituteurs participent au soutien scolaire Les bénéficiaires du soutien scolaire principalement les écoliers travailleurs Les bénéficiaires de l'ENF participent aux activités parascolaires Après l'ENF, les jeunes de plus de 15 ans sont orientés à la FPA. les moins jeunes sont orientés vers l'école et accompagnés par les animateurs.
	Lutte contre le travail des enfants à TIRGUITINE et ISLANE, Commune Rurale AZAGHAR N'IRS	Cours de soutien : 58 G - 77 F  ENF : 15 G - 97 F	- Fournitures scolaires pour les bénéficiaires de l'ENF  - l'équipement	Les cours de soutien et d'ENF se déroulent à l'école primaire Les instituteurs participent au soutien scolaire Les bénéficiaires du soutien scolaire principalement les



			des CEF pour la Formation des filles	écoliers travailleurs Les bénéficiaires de l'ENF participent aux activités parascolaires Après l'ENF, les jeunes de plus de 15 ans sont orientés à la FPA. les moins jeunes sont orientés vers l'école et accompagnés par les animateurs.
	Prévention et élimination du travail des enfants à OULAD AISSA	Cours de soutien : 151 G - 126 F  ENF : 55 G - 69 F	- Fournitures scolaires pour les bénéficiaires de l'ENF  - l'équipement des CEF pour la Formation des filles	Les cours de soutien et d'ENF se déroulent à l'école primaire Les instituteurs participent au soutien scolaire Les bénéficiaires du soutien scolaire principalement les écoliers travailleurs Les bénéficiaires de l'ENF participent aux activités parascolaires Après l'ENF, les jeunes de plus de 15 ans sont orientés à la FPA. les moins jeunes sont orientés vers l'école et accompagnés par les animateurs.
<b>L'amélioration des conditions au travail des enfants de plus de 15 ans</b>	Projet pilote pour prévenir et combattre le travail des enfants à AHL RMEL	30 jeunes travailleurs dans l'agriculture et l'élevage (fermes)	- octroi du matériel de protection - Suivi médical sur les lieux du travail	Les jeunes ne sont pas impliqués dans les PFTE Ils bénéficient des séances de sensibilisation sur les formes de risques et les moyens de prévention organisées en concertation avec les employeurs.  Ces jeunes bénéficient aussi des séances d'alphabétisation et d'orientation à la FPA
	Prévention et élimination du travail des enfants à OULAD AISSA	45 jeunes travailleurs dans l'agriculture et l'élevage (fermes)	- octroi du matériel de protection - Suivi médical sur les lieux du travail	Les jeunes ne sont pas impliqués dans les PFTE Ils bénéficient des séances de sensibilisation sur les formes de risques et les moyens de prévention organisées en concertation avec les employeurs.  Ces jeunes bénéficient aussi des séances d'alphabétisation et d'orientation à la FPA