



Evaluation Summaries

National Programme for the Prevention and Elimination of Child Labour in Jordan

Quick Facts

Country : Kingdom of Jordan

Mode of Evaluation: Independent Final,

Date of Evaluation: September 2007

Technical Area: Child labour

Evaluation management: ILO-IPEC's Design, Evaluation and Documentation Section (DED)

Evaluation team: Taghrid Khuri

Project Start: September 2002

Project end: September 2007

Project code: JOR/02/50/USA

Donor: United States Department of Labor (USDOL) (1,000,000US\$)

Keywords: Child labour

1. At the end of the project, sufficient information will be available to support the progressive elimination of child labour, focusing initially on the worst forms, including information to support the Government of Jordan in adapting relevant policies and through the development of a National Policy and Program framework (NPPF);
2. At the end of the program, the key institutions will have the capacity to address child labour in their programs and monitor child labour indices;
3. At the end of the project the Ministry of Labour will have at its disposal replicable models of prevention of child labour, and models for withdrawal and rehabilitation of working children in.

Background & Context

Summary of the project purpose, logic and structure

In 1999, the Ministry of Labour (MOL) established the Child Labour Unit (CLU) within the framework of IPEC with 5 full-time staff, to monitor the situation of child labour. This paved the way for the initiation of the country program (CP) in terms of raising awareness on child labour issues and producing a preliminary database on the child labour issue in Jordan.

The country program for Jordan identified "The Elimination of Child Labour program, with focus on prevention, withdrawal and rehabilitation interventions, will contribute towards the progressive elimination of child labour in Jordan" as its development objective.

From this development objective, the three following immediate objectives were identified:

According to the project document the Jordan CP was to target 4300 children (1500 children to be withdrawn from hazardous work, 800 prevented from engaging in early child labour, and 2000 to be rehabilitated through the provision of an array of support services.

Purpose, scope and clients of the evaluation

The scope of the evaluation entailed assessing the overall performance of the program in fulfilling its objectives. It mainly addresses the action programmes (APs) signed in 2004, with the extensions that were approved thereafter. The focus was on achievement of the stated objectives of the CP since 2004 to date, concentrating most on outputs, achievements, shortfalls in

achievement and constraints after the mid-term review without compromising the relevance of the discussion where it pertains to program activities. The evaluation also includes detailed findings, conclusions, lessons learned and recommendations.

Methodology of evaluation

The following activities were undertaken for the evaluation purpose:

- Evaluation briefing: The evaluation process involved a phone briefing by the DED and phone interview with USDOL .
- Desk Review of the projects documents and other relevant documents.
- A field mission, involving :
 - Interviews with major partners, key stakeholders, research consultants, as well as the IPEC-Jordan program staff.
 - Project site visits involving interviews of beneficiaries, and executing agents
- Stakeholders Workshop

The independent evaluator was commissioned to undertake the evaluation in August-September 2007.

Main findings & conclusions

The country program, although suffering certain delays and inconsistencies throughout its implementation, managed to successfully lay a solid foundation to address the problem of child labour and build the national capacity and technical mechanisms towards the elimination of child labour. The CP provided the opportunity of an experiential phase that would give room for further capacity building of the various implementing partners to improve their programming and draw better plans for the continuation of the program after its. The numbers of children reached were relatively small compared to the real magnitude of the CL problem at the national level. This should be made clear when the Department of Statistics study on child labour is completed in 2008. Nevertheless, IPEC support was instrumental in laying that foundation for

progressive and eventual elimination of child labour in Jordan.

Despite the need for ongoing institutional strengthening and capacity development, the program was a learning experience that in a relatively short time yielded an institutional infrastructure and a human asset base.

The implementing agencies achieved the outputs stated in their APs, however the numbers of children targeted in the CP fell short of the stated goals (86% prevented; 63% withdrawn, and 66% rehabilitated). One major reason was the delay in signing the agreement and starting the community-based integrated services that were provided by the Sahab Social Service Center. Since that AP was signed the last among all action programs, there was a need for more time to achieve the targets in terms of numbers of the children withdrawn, prevented, rehabilitated and provided with the array of services that would guarantee sustainability of child monitoring and long-term impact.

Recommendations and Lessons learned

Main recommendations and follow-up :

- The Government of Jordan Social Dialogue program should be tapped for the modalities and mechanisms of financial lending. National lending schemes (through micro-finance programs, lending institutions, international NGOs, and national banks that offer small loans) should be tapped with proper referral services for parents of working and/or withdrawn children. Furthermore, the Ministry of Awqaf and Islamic Affairs needs to be involved in discussions on the possibilities of systemic utilization of the Zakat Fund in relation to the CL problem.
- Alternative strategies for poor families of working children, represented by a financial assistance system, needs high-level revision and new policies related to socio-economic conditions and the poverty alleviation program.
- While the existing legislation regarding the employment of children is far from complete, upgrading the list of hazardous forms of CL could limit the extent to which child workers are exploited and exposed to hazards if it were effectively enforced. Hence, the list of hazardous

forms of CL needs to be promptly updated, endorsed, referenced by the labour inspectors, and disseminated at all concerned parties.

- Training of trainers programs should be built into the programming for any future phase in the various technical areas based on international and national child labour laws.
- Retention of CL trained staff is important for sustainable implementation of elimination of child labour activities.
- Stipends for CL staff need to be considered (and revised) and/or CL activities need to be institutionalized within the scope of work (job description) of related staff
- At the end of the IPEC-supported country program, the national program of eliminating child labour needs to continue immediately without interruption to maintain the momentum for implementation of the upcoming “interim phase” as a national program and to ensure program continuity by the various implementing agencies.
- Since management and coordination are deemed critical to overseeing and orchestrating the activities of the various partners and parties, it is suggested that the CLU be upgraded to a “department” or “directorate” based on the judgment and discretion of MOL leadership - to become the Child Labour Department or Directorate (CLD). The ILO assistance toward the MOL restructuring (first meeting took place in August 2007) is timely for changing the status of CLU to CLD. To establish its credibility the CLD needs to be staffed with an appropriate cadre both in terms of numbers, pertinent specializations and experience.

Important lessons learned:

. Although the general impression was that the role of the National Steering Committee was not entirely effective, everybody agreed that its role is critical in coordination and in providing the needed

linkages at all levels. Since child labor cuts across multi-sectoral policy boundaries of education, poverty alleviation (income distribution), labor regulation and social security, all related parties view CL interventions in a broader perspective. There is recognition and deeper understanding now of the importance of the tripartite approach: networking and partnerships, to enhance and bring together individuals (civil society, NGOS), partner organizations and stakeholders that are all working towards the goal of eliminating CL.

Operationally, it is necessary to hold regular meetings for FPs and program implementers to enable them to review progress of their work, define and share their programmatic problems and constraints and get to brainstorm together under the supervision and guidance of the NPM; and in future under the guidance of the CLU. Such FP meetings would also yield the added benefit of encouraging and instilling an esprit de corps; give them a sense of recognition of the importance of their roles and contribution, and a positive sense of ownership of the Program and adoption of its goals.