



# Evaluation Summaries

## National programme for the elimination of child labour in Jordan

### Quick Facts

**Countries:** *Jordan*

**Mid-Term:** *Nov 2005*

**Mode of Evaluation:** *independent*

**Technical Area:** *Child Labour*

**Evaluation Management:** *RO\_Beirut*

**Evaluation Team:** *Hayat Osseyran*

**Project Code:** *JOR/02/50/USA*

**Donor:** *USA*

### From the executive summary of the report

The purpose of this mid-term evaluation was to focus on the major achievements and challenges of development and immediate objectives of this programme. This includes a general analysis of the country programme's validity of the design of its project document, implementation and delivery process, performance as well as special concerns. Project activities will also be viewed in terms of the following: i) type and degree of capacity building efforts undertaken ii) advocacy and awareness raising iii) building knowledge on child labour and iv) direct action with working children and environment.

The report is divided into three sections: in the first section, the process of design and management of the national country programme is analyzed. In the second section, the performance is evaluated and special

concerns are raised. This evaluation concludes with the findings and recommendations.

The following issues have been emphasized by the evaluator:

**Socio-economic and cultural context:** The socio-economic situation and cultural context of Jordan leading to the potential increase in child labour was mentioned in the project design.

**Adequacy of the problem analysis:** Partners continued to stress the importance of culture and tradition when addressing the issue of child labour, as they believed the root cause of child labour was not poverty alone.

Jordan continues to absorb an influx of immigrants from surrounding countries. This has been especially true in the past few years with Iraqi families. This situation has led to some disturbance in the socio-economic situation in Jordan.

### Development and Immediate Objectives

The development and immediate objectives of the country programme document were rather clear to all partners involved. However, the problems lie in the individual action programmes and some of the focal points.

### Overall Validity of Design

Most partners felt that the overall project design was realistic, but due to previous management problems encountered and resulting gaps in technical and financial follow

up, more time is needed to reach initially stated objectives.

### **Management and Coordination**

At the time of evaluation, there seemed to be satisfaction from partners with present IPEC management and operation of the IPEC office.

### **Relevance**

In cooperation with other relevant partners, IPEC engaged in a detailed assessment of the child labour situation. IPEC devoted special attention to *gender sensitivity* in order to ensure that interventions were relevant to both working boys and girls as well as male and female indirect beneficiaries.

### **Effectiveness**

In order to ensure effectiveness, at the outset, the IPEC action programmes were developed in cooperation with IPEC-HQ based on a clear process of problem identification and analysis on child labour. They also identified specific results to be achieved and well-established indicators for monitoring.

### **Sustainability**

To achieve sustainability, IPEC activities were carried out at different levels including national and governorate levels, building support and mainstreaming of child labour activities, the training of focal points and relevant staff of all partner institutions. The integration of child labour dimensions into planning at various levels of government was a high priority for IPEC.

### **Efficiency**

In general, there was no indication of over-spending in any of the action programmes, nor the project as a whole. Where expenditures were found to be beyond project capabilities and feasibility, they were rejected by present IPEC management.

### **Causality**

Causality effects which have affected the progress in some project results as well as delays in others have been both internal and external. In the beginning, IPEC partners were

provided with very long and complicated reporting measures (in English, not their native language), which took them a long time to fill out and therefore prolonged the release of their progress payments and activities. This complicated reporting procedure was recently modified, allowing partners to fill out the forms much more quickly and easily and therefore allowing quicker release of progress payments and implementation of respective activities.

### **Unanticipated Effects**

These included the following:

- increase in M.A theses and university and school projects carried out on child labour
- increase in painting and drawing exhibitions on child labour
- action plans and programmes were drawn out by educational councilors (trained through IPEC programmes) and followed up to help children who were at risk of dropping out from school. They did this follow up as their own initiative; it was not accounted for in their programme at this stage.
- extensive media interest in child labour as demonstrated by many TV interviews with IPEC management as well as over 200 articles on child labour published since beginning of programme (as seen in files of MOL)

### **Alternative Strategies**

It was forecasted that an *exit strategy* needed to be accounted for starting from now to discuss how to continue with present initiatives regardless of IPEC support. There needs to be more “intentional up streaming” of pilot programmes as well as “intentional down streaming” of national policies and programmes, in order to also ensure sustainability of all action programmes. Moreover, the findings of the evaluation are as follows:

- Implementation was delayed due to transitions in management occurring at ILO ROAS focal points and IPEC Desk Officers for Arab States in HQ, as well as lack of

follow-up from IPEC Jordan NPM. There was even a total gap in project management between November to March/April 2005 during which the IPEC assistant was trying to follow up on financial/administrative issues alone.

-The several changes that took place in IPEC NPMs hampered the programming and implementation process of the different Action Programmes

- According to Ministry of Labour under-secretary and IPEC partners, present IPECNPM (appointed in July 2005) is speeding up the process of implementation of all AP's and, with the help of her assistant, is providing ample support to existing programmes as well as newly-established ones

- There is high level political commitment and a positive enabling environment for child labour issues in Jordan and the IPEC programme specifically, especially by Queen Rania and the Ministry of Labour in addition to the Greater Municipality of Amman. This is also well-reflected in the National Childhood Plan (2004-2013) which has included a chapter on child labour implementation measures and a related budget

- IPEC partners in Jordan show a high degree of commitment to the programme and relatively good technical capabilities, but they still require further capacity building and training on child labour issues as well as reporting procedures

- Although networking and coordination amongst different potential partners had been stronger during the preparatory phase of the IPEC programme in Jordan (AP within MOL only), it became weaker later on (at initial stages of country programme). Previous management did not continue coordination and networking efforts. This also caused a problem in the design of the NPPF as there was very little involvement of stakeholders and national partners, and therefore, it had to be redesigned. However, it is picking up its momentum again with new IPEC management.

- IPEC Management felt that there is ample room in Jordan for more projects in child labour, especially in the following fields:

- research
- tourism
- direct services to working children
- providing alternatives to families of working children
- more work in the fields of agriculture, domestic child labour and working street children
- educational support programmes for at risk and working children.

Therefore the recommendations are:

1. All child labour focal points, old and new, should be re-oriented into the child labour problem and moreover in going over their respective objectives and their immediate needs in implementing them as soon as possible.

2. The centralization (within IPEC HQ) of the country programme should be reinforced so that decision-making processes concerning implementation of objectives and respective outputs remain between IPEC Jordan management and IPEC-HQ Management. This may accelerate progress of the project.

3. An AP needs to be designed and an agreement signed as soon as possible with JOHUD and the Greater Amman Municipality in order to start direct work with at-risk and working children and their families. A mechanism for the operation of the project should be installed and capacity building of personnel started soon after to deal with the child labour issue in a comprehensive manner.

4. Direct action programmes for the rehabilitation and education of girls who have dropped out of school need to be designed and implemented as soon as possible with the Ministry of Education and Questescope.

5. Both "up streaming" and "down streaming" potentials can be reinforced in the JOHUD programme as it has a wide grass root networks amongst civil society organizations

as well as good networks at the governorate and national levels which need to be reinforced for a wider ownership of the programme, as well as sustainability. Up streaming and down streaming activities need to be developed with the rest of action programmes.

6. Networking and coordination amongst governmental and non-governmental partners need to be enhanced. This would not only allow for sharing of information and knowledge, but would also increase the possibilities of mobilization of technical and financial resources for the different programmes. The latter could increase chances of the rate of implementation and moreover sustainability and replication of the different action programmes.

7. Additional programmes concentrating in direct services and educational programmes for at risk and working children and alternatives for their parents, and research in other forms of child labour such agriculture, domestic work and working street children can be sought.

8. An exit strategy for IPEC Jordan needs to be planned in order to ensure national ownership and sustainability of project efforts in the future. Partners need to start identifying other potential partners and donors and this can be done through a well thought-out orientation session using the “donor mapping” that is being carried out now by the IPEC project as part of its NPPF.

9. Last but not least, the programme needs at least an additional 12 months to reach most of its stated objectives, especially the direct work with at-risk and working children. Realizing the initially well-established infrastructure for IPEC Jordan, and the rapid progress of implementation of activities of AP’s in the past few months, and an interactive IPEC management, the country programme may also be able to extend its aims.

The evaluation team concludes that:

In spite of the disturbances that the Jordan Country Programme went through, it was able to establish very good grounds at central as well as provincial levels in Jordan; especially in Amman, Irbid and Zarqa. It has undergone extensive awareness raising efforts; both in written (newspapers and magazines) and visual media (TV interviews and programmes, as well as film productions). It has also organized widely-attended international events (ie. World Day Against Child Labour).

In addition, extensive capacity-building efforts have taken place at the central and provincial regions mentioned above, especially in terms of training. By the end of December 2005 almost 60 health and safety inspectors, 80 educational councilors, 60 social workers, 80 trade union members, and 30 employers would have been capacitated to act against child labour. It is clear that these capacity building efforts have extensively affected the communities in which those capacitated persons work (ie. schools, communities, social development centres etc.) and therefore have influenced directly and indirectly their surrounding communities concerning the issue of child labour. For example, social and education specialists have already started to reach out to at-risk, working children and their parents within their own capacities of work.

The training they had has helped them to attend to target groups and work with them irrespective of IPEC funds. Trained school teachers have started to form parents associations and invite them to focus group discussions and meetings in order to eventually prevent their children from dropping-out, as well as to return others who have dropped-out recently.

The capacity-building efforts which have taken place under the SCREAM programme have affected tens of school teachers and social workers on how to deal with cases of potential drop-outs as well as returning others to school. These results have been spontaneous spin-offs from the capacity building efforts. These were clarified through stories told by

people from MOE, MOSD and MOL as well as lists of students who received aid provided to MOE by capacitated teachers. However, more efforts and services need to be concentrated in that direction now (although 3,000 may not be reached easily and partners are stating the ability of reaching around 2,000-2,500) and only if project is extended for another 12 months at least.

At the same time, very well-developed products have been produced by the project with the help of specialized consultants. These include i) a teaching manual designed specifically for social issues to teach them about the child labour issue and the different means of intervention with at-risk and working children ii) a guide for educational councilors and school directors on the different means on preventing at-risk children from early school dropout and early entry into the work force iii) a SCREAM guide translated into Arabic by present NPM and other teaching materials developed to spread the word of combating child labour through the arts iv) a report on the national and international legislations that deal with child labour.

IPEC Jordan and the issue of child labour is given top priority on the national agenda due to the support of the Queen of Jordan, Queen Rania. Therefore, child labour is one of the priorities addressed in the National Childhood Plan, also headed by the Queen. Child labour is also receives a specific budget on that plan, therefore stressing a commitment to this cause.

The JOHUD organization, which is to take up an integral role in the IPEC programme along with Great Municipality of Amman in providing direct services to at-risk and working children, is also headed by Princess Basma, (the king's aunt) who has shown commitment to the issue as well. However, JOHUD has requested a time extension of at least 22 months to be able to reach and provide full-fledge services to the withdrawn children and their families.

Also, the MOE requested 24 months to allow the registration of working children into the Education Drop-Outs programme to fulfil the course requirements that will enable them to enrol into the vocational training centre.

Coordination amongst partners exists at present, but partners would like to see more of it, especially with other potential service providers and donors. They feel that coordination and cooperation amongst the wider circle of governmental and non-governmental organizations remains limited.

However, due to the managerial problems that the programme went through, partners of IPEC Jordan have requested an additional 12 months in order to complete their direct action with at risk and working children. Finally, a clear exit strategy needs to be better defined as explained by IPEC partners to ensure sustainability and continuity of the programmes.