



International Programme on the Elimination of Child Labour (IPEC)



International
Labour
Office

IPEC Evaluation

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

P.340.025.14.050 - JOR/02/50/USA

An independent final evaluation by an external consultant

September 2007

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 the highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by a team of external consultants¹. The field mission took place in September 2007. 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.

¹ Taghrid Khuri, PhD

TABLE OF CONTENTS

List of Acronyms:	iv
1. Introduction.....	1
1.1 Socio-economic Context	1
1.2 Overview of Country Program	1
1.3. Scope of the final evaluation	2
2. Evaluation Methodology.....	3
3. Implementation Overview	5
3.1 Assessment of the CP.....	5
3.2 CP Objectives.....	6
4. FINDINGS	7
4.1 Achievements and short-falls in achievements of the CP	7
4.2. Interventions and services provided to direct beneficiaries: working and at risk children and their families.....	12
4.3 Targeting and Gender Distribution	13
4.4 Management and Coordination	14
4.5 Problems, Constraints and Gaps.....	17
4.6 Special Concerns	20
5. CONCLUSIONS	21
5.1 Sustainability	21
5.2 Lessons Learnt.....	23
5.3 Good Practices.....	24
6. RECOMMENDATIONS	25
6.1 At the program level.....	25
6.2. CP recommendations.....	26
6.3 The next phase.....	27
ANNEXES.....	28
ANNEX 1: Action Programmes.....	28
ANNEX 2.....	40
Terms of Reference	40
ANNEX 3.....	53
Final Evaluation Mission - Agenda	53
ANNEX 4:.....	57
Stakeholder Workshop	57
LIST OF WORKSHOP PARTICIPANTS.....	60

List of Acronyms:

AP/APSO	Action Program
CL	Child Labor
DED	Design Evaluation and Documentation Section, ILO/IPEC
DOS	Department of Statistics
ECL	Elimination of Child Labor
CP	Country Program
FP	Focal Point
IA	Implementing Agency
MOAIA	Ministry of Awqaf and Islamic Affairs
MOE	Ministry of Education
MOI	Ministry of Interior
MOPIC	Ministry of Planning and International Cooperation
MOSD	Ministry of Social Development
NAF	National Aid Fund
NSC	National Steering Committee
HH	Households
JCI	Jordan Chamber of Industry
GFTU	General Federation of Trade Unions
GOJ	Government of Jordan
UNICEF	United Nations Children's Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
USDOL	United States Department of Labor
VTC	Vocational Training Center
VTP	Vocational Training Program
JCI	Jordan Chamber of Industry
JOHUD	Jordan Hashemite Fund for Human Development
GAM	Greater Municipality of Amman
NCFA	National Council for Family Affairs
JRF	Jordan River Foundation
IA	Implementing Agency
ROAS	Regional Office for the Arab States - ILO, Beirut
ILO/IPEC HQ	International Labor Organization/ International Program for the Elimination of Child Labor - Head Quarters
IPEC-J	IPEC - Jordan Country Office
QIZ	Qualified Industrial Zones
TOT	Training of Trainers

1. Introduction

IPEC's independent section of Design, Evaluation and Documentation (DED) commissioned an independent external consultant to carry out the final evaluation of the IPEC-Jordan Country Program based on the TORs (Annex 2) during August – September 2007.

The purpose of the final evaluation is to ascertain that objectives have been achieved and whether the project benefits have accrued to the target group(s) with a focus on gender composition. It aims to provide information to facilitate decisions regarding the possible extension of the project and the lessons to be taken into account when planning future projects as well as the continuation of this phase of the country program. Emphasizing ILO/IPEC's 'tripartite' structure, the evaluation obtains the views of all partners: government, employers' and workers' organizations and NGOs.

1.1 Socio-economic Context

Jordan is a small middle-income country with a population of approximately 5.2 million people and a GDP per capita of \$2,106. Development efforts during the last three decades have led to positive improvements in human development such as education and life expectancy, which ranked Jordan as # 50 out of 177 countries in 2005 (UNDP, Human Development Report, 2005). Nevertheless several factors challenge its development efforts.

A relatively high population growth rate, rapid urbanization and a limited natural resource base constitute challenges to Jordan's development. Jordan has undergone rapid urbanization over the past half-century. By 1994 the total population increased to over 70% (from 35% in 1950). The rapid urbanization and limited natural resource base has constituted a challenge in the delivery of basic social services such as health, education, housing and employment.

Since 1997, GDP growth in Jordan has been on average 3.2 percent annually, while the Jordanian population has been growing at an average of 3.1 percent annually. As a result of these factors, while the percent of the population living in poverty has probably not changed significantly, the total number of people living in poverty has most likely increased. Current estimates indicate that perhaps up to one-third of Jordanians live at or below the poverty line. Although poverty rates are similar in the rural and urban populations (37 percent and 29 percent, respectively), the actual number of poor people in urban areas is three times greater than the corresponding number for rural areas. As of 1997, there were an estimated 1.5 million Jordanians living in poverty, 1 million of whom lived in either Amman or Irbid².

The Jordanian population is young: 42 percent of the population falls in the 0-14 year age group and 21 percent in the 15-24 year age group.³ This indicates a high dependency ratio of 1:4. The above factors challenge the labor market which needs to absorb 50,000 new entrants each year. The unemployment rate stands at around 15% with 56% of the unemployed below 25 years of age.

The above highlights two major factors that would influence the situation of Child Labour in Jordan: increased poverty will put more pressure on poor families that will in turn have the likelihood of increasing child labor; high unemployment will force families with unemployed adults to resort to child labor to complement household income.

1.2 Overview of Country Program

In 1999, the MOL established the CLU within the framework of IPEC with 5 full-time staff, to monitor the situation of CL. This paved the way for the initiation of the CP in terms of raising

² Poverty Alleviation for a Stronger Jordan, The Ministry of Social Development, May 2002.

³ Department of Statistics, Annual Bulletin 2000

awareness on the child labor issues and producing a preliminary database on the child labor issue in Jordan.

USDOL funded a National Program for the Prevention and Elimination of Child Labor in Jordan in September 2002. The project was supposed to end in November of 2005. However due to delays caused by management changes in HQs and IPEC-J, the actual sign up of the Action Program with the partner Implementing Agencies (IAs) did not occur until mid 2004. Nevertheless HQs have facilitated signing of the contracts for the implementing partners and other consultants for the project as well as reviewed the requests for extensions and issued the appropriate addenda accordingly.

Direct Beneficiaries:

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 into early child labour, and 2000 to be rehabilitated through the provision of an array of support services)*. (See table 1 in section 4.2 for targets set by the project document and actual achievements).

1.3. Scope of the final evaluation

This evaluation comes at the end of the IPEC Country Program in Jordan. It observes set standards of evaluation as stipulated by ILO/IPEC. DED ensures that the evaluation is independent, objective and transparent. The scope of the evaluation entails assessing the overall performance of the CP in fulfilling its objectives. This final **evaluation** will mainly address the APs signed in 2004, with the extensions that were approved thereafter and during the period that marks the end of the Program in August 2007, making reference to certain timeframes as they pertain to the discussion in question.

The focus will cover the achievement of the stated objectives of the CP since 2004 to date, concentrating most on the Program objectives, 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, and recommendation that are the composite analysis of the desk review of the various program documents as well as TPRs and the final TPR, interviews with key partners and related stakeholders, direct beneficiaries, interviews with IPEC-J management, the findings and information gathered during the stakeholders' workshop, as well as those of the evaluation consultant. It highlights the lessons learnt and good practices to serve as a learning tool for the IPEC management, partners and stakeholders.

* *Withdrawn* children are those who work (below the age of 15 years) and those who work in conditions unacceptable for children and who have been completely withdrawn from child labour and enrolled in educational services and/or provided with training opportunities by the project. It also includes children of legal minimum working age (15 years old and above) who were engaged in hazardous work or in work that inhibits their education. As a result of the project intervention their work is no longer considered hazardous (e.g. shorter hours, safer conditions) and no longer impedes their schooling. *Prevented* refers to children prevented from entering work due to their young age. The *prevented* group consists of siblings of children engaged or previously engaged in child labour who are not yet working or who are at high risk of engaging in child labour. *Rehabilitated* children are those who are mainstreamed back into the school system and provided with an array of support services (educational, vocational, etc.).

2. Evaluation Methodology

The final evaluation entailed the following:

Evaluation briefing: The evaluation process involved a phone briefing by the Senior Evaluation Officer / Head of the DED office at HQs - Geneva and the DED Officer. There was also a phone interview with US DOL MENA division officer from the Office of Child Labor, Forced Labor and Human Trafficking; Washington DC, in his role as a stakeholder in this final evaluation.

Desk Review: The evaluation started with a desk review of project documents, action programs of the various implementing agencies, technical progress reports and related project reports. Later on the evaluator asked for and was provided with other reference documents, such as minutes of meetings and more reports she deemed pertinent to the evaluation.

A **field mission:** involved interviews with major partners, key stakeholders, research consultants, as well as the IPEC-J Program staff. The list of interviewees is attached in Annex 3. Also, a contact list of all partners and stakeholders may be found in annex 8.

The evaluation consultant worked in relatively close consultation with the DED officer throughout the process, with a few phone calls and emails to clarify certain pertinent issues and procedures. A phone interview was attempted with the Senior Specialist on Fundamental Principles and Rights at Work, ILO Regional Office for Arab States (ROAS), Beirut, but could not be secured. Furthermore, the evaluation consultant met with the IPEC HQs / MENA Desk Officer during her visit to Jordan; the latter attended the evaluation workshop as an observer. Both the Desk Officer and the evaluation consultant were scheduled to carry out the field visits to Sahab SSC and the Zarka girls school together due to the limited time allowed for the field visits, nevertheless they worked as independently as could be under the circumstance. The presence of the IPEC HQ Desk Officer, especially during the interviews with children and parents, did not influence the evaluation as she worked separately from the evaluation consultant and was not present in the evaluation interviews.

Meetings with children and parents: Field visits to the JOHUD Social Service Center in Sahab and the girls' school in Zarqa allowed the chance to assess the educational activities provided to working and withdrawn children (both girls and boys) in both areas, as well as examine the interventions, and assess the problems and obstacles faced therein. Meetings with staff as well as children and mothers covered in those centers were carried out as much as the time set for field visits allowed (and as elaborated in the paragraph below). Two focus group meeting took place with girls at the Zarqa School and the illiteracy program for girls at the SCC. Mothers of some of the girls were available at the Zarqa meeting and some mothers were available for interview at the SSC. Fathers were not interviewed as they are not available during day-time; also because such meetings with fathers were not arranged for. However some remarks of fathers were quoted by the daughters interviewed. The IPEC HQ Desk Officer and the National Program Manager (NPM) were present during those field visits. However they worked independently and their presence did not interfere with the evaluation exercise.

Stakeholders Workshop: A workshop was carried out with partners and stakeholders. The objective of the workshop was to gather information on achievements, obstacles and constraints to project implementation, as well as assess the views of IA staff regarding mechanisms for sustainability. The NPM, MENA Desk Officer and a design consultant who was designing a new phase of an ILO project in Jordan were present during the workshop as observers. Workshop proceedings are found in Annex 4.

The final evaluation took longer than it was supposed to for various reasons, but mainly due to the constraints that the evaluator encountered in the process. The major constraints are summarized below:

1. **Difficulty in getting documents:** The desk review phase took longer than it should due to documents being provided only gradually by the project. DED and IPEC HQ intervened to support the evaluator by organizing logistical issues and by sending the documents directly to the evaluator.
2. **Scheduling:** There was an issue with the organization of the field visits where appointments were often made with people who were already engaged in other functions which led to repeat scheduling and a waste of time. The evaluator asked for specific interviews with the children and parents and yet they were not planned properly. Nonetheless the evaluator managed to extract as much qualitative information as possible under the circumstances. Girls were interviewed in a focus group discussion with a couple of mothers available in the session that took place at the Zarka School and another at the Sahab SSC. However interviews with boys at the Sahab school did not take place due to time constraint as many events were scheduled for the same field visit (with the NPM and the HQ desk officer) and where the evaluator and the desk officer did not start their field trip until late in the day due to bad logistical arrangements (transport). Alternatively two boys who were at the SSC were interviewed in situ. Nevertheless it is worth noting again that the presence of the HQ desk officer did not compromise the independence and integrity of the interviews.
3. **VTC missed interview:** The evaluator also asked for specific interviews with a VTC FP or contact person, which was not scheduled, probably due to the NPM having to orchestrate meetings for three different parties simultaneously (the IPEC HQ desk officer, the design consultant and the evaluator).
4. **Missions during the final evaluation fieldwork.** The evaluation timing coincided with many other end-of-project activities such as the :
 - a. **Audit:** This had just been completed at the onset of the final evaluation.
 - b. **Design consultant working on follow up phase through TBP:**

The mission of a consultant working on the follow up phase overlapped with that of the evaluation mission. This meant that certain stakeholders were preoccupied with this mission and were not available for the evaluation mission. A consultation workshop was scheduled in the context of the design of the follow up phase which was confused by stakeholders to be the evaluation workshop and vice versa. IPEC DED tried to request from ROAS that the follow up mission be rescheduled but that request was not heeded.
 - c. **Stakeholder workshop participants:** There was inconsistency on the part of the National Program in the selection of persons to be invited to the workshop. Those invited to the workshop were not the same as those interviewed. Furthermore, due to the presence of the MENA Desk Officer and the TBP consultant, the workshop was held very early in the interviews phase. Thus the timing of the workshop was not conducive to its purpose of collecting further information from the participants and to fill the gaps in the knowledge about the CP.

3. Implementation Overview

The country program (CP) entailed action programs (APs) with six partner organizations which are Ministry of Labor (MOL), Ministry of Education (MOE), Ministry of Social Development (MOSD), as government partners, the Jordan Chamber of Industry representing the employer sector, the General Federation of Trade Unions (GFTU) representing worker organizations, and the Jordan Hashemite Fund for Human Development (JOHUD) as a non-governmental organization. The budget for each reflected the activities which they were to undertake throughout the life of the CP; the IAs contributed in-kind inputs to their programs.

3.1 Assessment of the CP

The project document for IPEC's Jordan Country Program was well designed in terms of validity, relevance and special concerns. This was iterated by the Secretary General of MOL who also head the National Steering Committee (NSC) and other partners during the mid-term evaluation and was again confirmed by the various implementers and stakeholders interviewed at the end of the CP.

Adequacy of the problem analysis:

The CP document took into consideration both the macro and micro socio-economic factors to analyze the problem of child labor in the Jordanian context. Since the project design, and the mid-term evaluation, these factors may have deteriorated. While the earlier influx of affluent Iraqis may have contributed to higher prices of land and real estate, the recent influx has involved poor Iraqis whose conditions have put pressures on the infrastructure and service delivery system as well as competition in the labor market. While this situation could not have been foreseen in the original design, it still wouldn't affect the progress or outcome of the CP as the latter is a pilot phase that was restricted to certain program (geographic) areas and to a pre-defined number of target beneficiaries. At the national level, the Government of Jordan is aware of the problem of increasing poverty and is diligently seeking to address poverty, unemployment and put child labor in check.

Overall validity and relevance of the design:

The project was deemed relevant whereby IPEC worked with all partners to assess the situation of CL, and design its support for CL interventions at the country level. At the onset, partners with the help of the previous IPEC NPM, designed their own action programs each based on the original project document (USDOL 2002). This would ascertain the IA's involvement in the design and contents of the action programs.

Program interventions reflected the strategic vision of the programs. The composite effects of the interventions of the various APs would yield a coherent and relevant strategy and program for implementation.

Causality:

The assessment of the various factors determining the outcomes at the end of the CP seem to be more internal rather than external. An external factor, which would have substantive impact on the process of eliminating child labor, is the economic situation in the country, relating mainly to poverty levels and unemployment. The internal factors are elaborated in the evaluation report.

Effectiveness:

Based on a clear process of problem identification and analysis of child labor, IPEC HQs through its office in Jordan (IPEC-J) facilitated the participation of implementing partners in the design of their own action programs, as well as identification of outputs and monitoring indicators. To ensure the effectiveness of the various elements of project programming, the Social Service Center of JOHUD in Sahab represents the actual implementation of an integrated multi-sectoral approach to address the worst forms of CL with a monitoring system to capture its progress.

Gender considerations were built into the design and implementation kept score of that for both the direct and indirect beneficiaries of the program.

IPEC observed gender sensitivity in order to ensure that interventions are relevant to the primary beneficiaries, both boy and girls. The same gender consideration was applied to indirect beneficiaries, namely teachers and educational specialists trained by MOE, social workers trained by the MOSD core group, and worker and employer trainees were almost 50% male 50% female. Gender considerations were also observed in the area-based pilot phase of the Drop-out Education program whereby MOE operates a girls' school in Zarka and a boys' school in Sahab. Similarly in the Sahab pilot project SSC, the program targets boys and girls and reports the results of the applied interventions by gender of the targeted children/beneficiaries.

Efficiency:

Expenditures of IAs were always checked by IPEC-J finance assistant; reviews were carried out with ROAS according to the set procedures. Where shifts in expenditures were required for the purposes of program implementation or new budgets were requested (like JOHUD's SSC and MOE's Drop-out Education program, approvals were sought according to IPEC rules and regulations, and granted through the appropriate addenda. In fact, there were savings rather than over-spending by e.g. MOSD and others, who managed to use their own premises for workshops and/or use funds from their own budgets (in line with and in addition to their in-kind contribution). Only MOL had not managed to spend the full IPEC budget to its programs. Overall the CP had a total of \$ 100,000 unspent funds.

3.2 CP Objectives

The CP stipulated the following objectives:

Development Objective:

The Elimination of Child Labor program, with focus on prevention, withdrawal and rehabilitation interventions, will contribute towards the progressive elimination of child labor in Jordan.

Immediate Objectives:

Objective 1: at the end of the project, sufficient information will be available to support the progressive elimination of child labor, focusing initially on the worst forms, including information to support the GoJ in adapting relevant policies and through the development of a National Policy and Program framework.

Objective 2: at the end of the program, the key institutions will have the capacity to address child labor in their programs and monitor child labor indices.

Objective 3: At the end of the project, replicable models of prevention of child labor, and for withdrawal and rehabilitation of working children in Jordan were developed and implemented.

4. FINDINGS

IPEC, with funding from USDOL, was very instrumental in supporting Jordan in its quest to address the issue of child labor and design a national program toward its elimination.

Support was provided at all levels and throughout the implementation of the program, such as extending the time frame for implementation due to the earlier delays in the program and issuing addenda where and as needed. Furthermore, the agreement with JOHUD for an area-based pilot project in Sahab provided the opportunity to address child labor issues in a comprehensive and integrated approach by all concerned partners and relevant institutions, including civil society.

Albeit delays at the onset of the project, implementation went full-thrust throughout the remainder of the program. The report details the objectives and outputs achieved and the shortfalls in certain achievements/outputs.

There was almost universal consensus (by the interviewees and workshop participants) that the duration of the CP was too short (recognizing, and apart from, the delays mentioned earlier); it did not give ample time for implementation to give concrete and tangible results or have impact. Specifically, the JOHUD AP started late in the life of the CP (March 2006 - end of July 2007) and signing the AP agreement with JOHUD (for the Sahab SSC) took a long time leading to a delayed start of its integrated program services. The result was a shortfall in achieving the outputs of direct services/interventions to working and school drop-out children. However all partners seemed to be of the opinion that much was done; most of all the awareness and recognition of the importance of combating CL.

Delivery of Services:

The IPEC assistance to the elimination of child labour in Jordan, as stipulated in the CP and the various Action Programs, takes place at two levels:

1. Outputs offered by IPEC to the implementing partners and stakeholders, and
2. The direct delivery of services by the implementing partners to the project beneficiaries.

The following section will cover the achievements of the country program by the implementing organizations according to the stated objectives and outputs; it will also cover the shortfalls of achievements, the problems and constraints faced during implementation:

4.1 Achievements and short-falls in achievements of the CP

Objective 1: at the end of the project, sufficient information will be available to support the progressive elimination of child labor, focusing initially on the worst forms, including information to support the GoJ in adapting relevant *policies* and through the development of a National Policy and Program framework *NPPF*.

The study of the National Strategy for the Elimination of Child Labor (ECL) was completed by MOL with support from IPEC and the NPPF document entitled “Towards the ECL in Jordan” was published in late 2006 and widely disseminated.

A Task Group was formed that comprised representatives of labor inspectors, employers and workers organizations, and occupational health and safety specialists to develop a prioritized list of the worst forms of child labor (WFCL), including hazardous child labor.

This was to be carried out in cooperation with IPEC-J and the National Steering Committee (NSC) as formulated within this CP and headed by the Secretary General of MOL, who also chairs the National Steering Committee (NSC).

GTFU appointed a focal point within the IPEC-AP and 45 GTFU staff administrators were assigned as Action Committee members in Amman, Irbid and Zarqa. They carried out awareness raising activities, which was the main component of this AP, for trade union members and local administration in these three cities where the problem of working children is prominent.

GFTU prepared and distributed publications (flyers, brochures, posters, and t-shirts) which inform and raise awareness on the issue of child labor in the three governorates. Awareness raising workshops were carried out in 17 worker unions and the total number of members who benefited from these workshops reached around 100. Substantive advocacy materials through different media coverage on the situation of child workers were also coordinated by the Chamber of Industry and the various chambers nationally, in cooperation with MOSD and MOE.

The active participation of the CLU in launching the SCREAM program, on behalf of the Arab region, enabled it to play a crucial role in integrating SCREAM modules into the various ongoing cultural programs. Furthermore, crucial steps were taken to integrate SCREAM modules into the *National Plan for the Children in Jordan* for the years 2004-2013, formulated jointly by the NCFA and UNICEF.

Moreover, IPEC Jordan participated in a national workshop organized by Access-MENA project under the title "Alternatives to Combat Child labor through Education and Sustainable Services". IPEC-J contributed in the workshop through providing data and information about child labor in Jordan and the main achievements of the ongoing country program. An article published in the Access-MENA e-newsletter helped shed the light on the Jordan CP as well as highlight regional child labor-related activities.

Objective 2: at the end of the program, the key institutions will have the capacity to address child labor in their programs and monitor child labor indices.

IPEC worked closely with MOL at two levels (the CLU and the Labor Inspectorate). IPEC support involved training of both departments in February 2005. The training capacitated the labor inspectors within the Inspection Directorate, and Health and Safety Department personnel, to cooperate in the data collection process of the Rapid Assessment survey on the Worst Forms of Child Labor under the supervision of a national consultant. The survey was completed and the document published in Dec. 2006. The findings of the survey formed the basis of the tripartite consultation to upgrade the list of Hazardous Forms of Child Labor that is formulated under Article 74 of the Jordanian Labor Law 1997.

A Training Manual was prepared by a national consultant to enhance the capabilities of the social workers (MOSD) on how to eliminate child labor. The training manual included a main overview of child labor at the international and national levels, international and national legislation, and main strategies and policies to eliminate child labor. A component of the SCREAM* modules was integrated into this training manual. The manual also included a model of income generation activities for families of targeted children. It was published and widely disseminated to enable MOL and other partners to address and mainstream child labour issues at the various program levels.

A Focal Point was assigned within MOSD and a core group of 20 social workers was trained and capacitated on the issue of CL. The core group in turn trained a task group of 80 Social Workers on how to address child labor issues.

MOSD managed to institutionalize ECL into its programs through on-going training programs and especially for the newly recruited social workers, also through developing a Training of Trainers

* SCREAM: Support Child's Rights through Education, Arts and Media; (a training of trainers (TOT) package that consists of 14 modules).

(TOT) manual that was used to capacitate the social workers and caregivers at the juvenile centers. The TOT manual was officially adopted by the Ministry of Social Development as a reference.

MOSD also provides financial assistance through National Aid Fund to poor families with certain conditions. As a result of this CP, a new eligibility condition has been added and that is to withdraw working children from hazardous and exploitative work and return them to school: to either formal education or to the Drop-Out Education program. Some mothers have been provided with basic income generating opportunities through referrals to community-based NGOs or income generating programs of international development organizations such as OXFAM, Save the Children and GTZ.

Within the JOHUD area-based project, the capacitated labor inspectors were collaborating in the data collection process being carried out under the umbrella of the JOHUD program in Sahab, and monitoring work places to identify WFCL in cooperation with the field researchers of JOHUD.

The capacity building component of the MOE Action Program (AP) targeted a core group of 20 staff members (teachers, counselors and principals) who covered the governorates where student drop out rates are high. A full-time Focal Point (FP) was assigned within MOE to address ECL, also a national trainer to train teachers and counselors.

In regard to Drop-Out Education Program MOE developed a manual to explain to teachers the methodology that should be followed to prevent student dropout. The MOE used this manual to train teachers and educational counselors. It also managed within the IPEC AP to institutionalize educational components within its programs through the Drop-Out Education Program and the use of the Training of Trainers (TOT) training package that has the SCREAM model built into it. It further mainstreamed the SCREAM modules into its educational plans and informal education activities. The TOT is based on the Paulo Freire principles of education. The educational counselors drew action plans and programs to help children who are at risk of dropping out of school; they did this on their own initiative.

Eight teachers and counselors in two pilot areas (Sahab and Zarqa) were trained on the Drop-Out Education Program. The two centers in Sahab (for boys) and Zarqa (for girls) were fully equipped and started operation in October 2006. The Drop-Out Education program is also being used for the children targeted by the MOE initiative in cooperation with Questscope, an American NGO, in four poor communities in the Amman Governorate through the CPI (Child Protection Initiative) within the Greater Amman Municipality (GAM), which started in August 2005.

The Drop-Out Education program in collaboration with MOE recently added 2 reading materials namely Computer and English. Within the non-formal services, the Drop-out Education Program provides basic life skills and counseling services for the working children and their parents, as well as recreational services including drawing and drama.

To complement the services provided to withdrawn children, the Ministry of Health (MOH) institutionalized the provision of free medical check-ups to working children over 16 years of age who attend the drop-out education program. MOE staff who are working directly with CL suggested that a 'school briefcase' (including meals) be provided to withdrawn children as incentive for them and their families, however that request was declined due to its financial implications, at least for the time being.

MOE established a data base on drop-out children in collaboration with UNESCO and the Department of Statistics (DOS) to monitor the status of drop-out children; the data base will be utilized for the scholastic year 2007/2008.

MOE has instituted that teachers give extra classes within the framework of alternatives to combat student drop-out from schools, such as the parallel supplementary classes to enable dropout students to enlist back into the school system. MOE is also focusing on diagnostic and preventive measures

through a child-to-child identification and recruitment system of working and/or school dropout children through their siblings, as well as through community-based mechanisms.

The MOE CL-related staff demonstrated a high degree of professionalism, management soundness, commitment and esprit de corps. The team spirit that binds their roles translates effectively into positive outcomes and progressive developments in their programs.

A Focal Point was assigned at JCI, with two support staff in Zarqa and Irbid. A core group of 18 trainers were capacitated within the Jordan chambers of Industry on the issue of child labor. During the life of the CP, a group of about 180 Chamber members representing the different chambers of industry have been capacitated on the different issues of child labor and mainly in monitoring CL incidences, together with the main partners: MOL, MOE, MOSD, NGO's, human rights activists, physiologists and the Family Protection Unit. Although the country program has come to an end as such, JCI has extended the term of the Focal Point (FP) (who has reached retirement) for another year to capitalize on his experience and continue with addressing CL programming at the national level.

As a result of the CP, JCI took on additional initiatives to address CL. For example, in July 2007, JCI launched a project for which it formed a National Task Group (NTG) which is composed of members representing the chambers of industry and trade, MOL, MOSD, MOPIC, MOE, MAIA, VTC, JOHUD, GFTU, King Abdullah Fund for Human Resource Development, and members of the media. A MOU is to be signed with all chambers of industry to define their roles and responsibilities. FPs will be assigned in the various governorates; they will follow up CL-related work, meet quarterly and produce progress reports. The NTG will soon launch an advocacy and awareness campaign on CL through the JCI e-network, and through the media.

A well trained Focal Point was assigned to the Social Support Center in Sahab. The SSC was rehabilitated by support from GAM. The Community Development Center (CDC) in Sahab provides support to the SSC in terms of counselors, researchers and a liaison officer who follows up on program development, monitoring and evaluation and who is responsible for the center's referral system. A brochure about the services provided by the SSC was printed and widely distributed in April 2006. Four teachers with different specializations were seconded from MOE to the Sahab SSC. Furthermore, MOL assigned three specialized labor inspectors to carry out monitoring and referrals. The National Aid Fund (NAF) works with JOHUD Community Development Center (CDC) in funding small income-generating projects to women who are supporting their families.

Objective 3: At the end of the project, replicable models of prevention of child labor, and for withdrawal and rehabilitation of working children in Jordan developed and implemented.

The launching of the SCREAM program by the CLU on behalf of the Arab region contributed to influencing cultural attitudes about the importance of addressing CL issues. The SCREAM and its components would serve as an effective tool for replication by other countries especially those with similar cultural factors influencing child labour.

MOE devised an incentive model for teachers by integrating the hours spent within the context of the TOT training as a prerequisite to get a promotion from one job grade to another for the scholastic year 2007/2008. A questionnaire was distributed to teachers and it included a comprehensive list of questions about teachers' attitudes towards child labor, knowledge of the related laws, compulsory education, quality of education and the classroom environment (factors) that enhance children's desire to stay in school, teacher parent relations and their contribution to a positive attitude for the child to stay in school. This could serve as a model for replication by other countries to ensure teachers' knowledge on CL issues are improved.

JCI adopted and produced the *Ethics of Conduct* manual to enhance the moral commitment of this sector to the issue of CL. It envisaged that employers' organizations have the potential of making a great impact on the issue of child labor and influence the development of national policies through the

adoption of this manual and awareness raising workshops. The *Ethics of Conduct* manual could be suggested as a model whereby other countries may also examine the concept and context applicable therein as it influences awareness raising regarding combating CL.

Annex 1 provides the final AP results with observations by the evaluation consultant and recommendations for the proposed next steps.

Shortfalls in AP implementation:

The following is a summary of the shortfalls in the achievements of the CP as per the AP Assessment Form as well as observations and results of the evaluator's interviews. These shortfalls are mainly those incomplete activities by MOL:

- After the publication and distribution of the Rapid Assessment report on WFCL (Dec. 2006) a consultative meeting for the labor inspectors, MOL Legal Department, and the main partners was supposed to take place before the end of the CP to update the list of the WFCL however that did not materialize. It was contended in the March 2007 TPR that it will be completed toward the end of June 2007. However at the end of the CP the list of hazardous occupations prohibiting work for children under the age of 18 was not updated. This work needs to be followed up by the GoJ and completed to ensure that the list of WFCL is transformed into a legally enforceable instrument.
- The Media Workshop to train a group of media specialists on how to fully address and cover the issue of child labor was canceled twice and did not take place, due to un-coordinated and conflicting arrangements between the Head of the CLU and the NPM.
- GAM did preparations to hold the Marathon that was supposed to take place with all implementing partners in 2006 as a public awareness drive against CL at al Hussein Public Park. The Marathon was canceled due to lack of follow up and commitment by CLU.
- Twelve lectures were supposed to be conducted in 12 governorates, with 30 participants each, as part of the awareness-raising campaign, however only two were conducted. As revealed in the interviews, the reason for that was also the lack of follow up by CLU.
- The database to monitor CL interventions was not updated after the issuance of the *National Survey for the ECL*. The reason for that was that the CLU member who managed the database was moved out of CLU and back as MOL staff.
- The draft *Proposal for the Work Plan for the Elimination of CL* included an Exit Strategy which the MTR made reference to and recommended that it be used to set the ground work for the continuation of interventions by the various partners to address CL after the completion of the CP, however the report was produced very late and was deemed deficient by ILO/IPEC, hence was not endorsed or used by end of project.
- The MOL labor inspectors participated in data collection during the Rapid Assessment for the Elimination of Child Labor study and they received stipends for their work. However their work to continue to screen employers and monitor CL incidences after the study was constrained because no funds were earmarked for their stipends as stated by the Head of the Labor Inspectorate. To overcome this constraint a request was issued to IPEC-J and an addendum was approved by HQs and issued specifically for that purpose however there was no follow-up in that regard which consequently affected the performance of the labor inspectors (except in the case of Sahab SSC). Another reason cited for the lack of inspectors' focus on CL issues is that the scope of their work includes all types of labor issues and violations; child labor monitoring takes time and thorough screening that is beyond the regular scope of the inspectors' coverage.
- The Donor Mapping report that was produced by a national consultant was not used for resource mobilization or to solicit technical assistance from national or agencies or other sources. The MTE report had noted the need for training in fund-raising activities which was not carried out.

4.2. Interventions and services provided to direct beneficiaries: working and at risk children and their families

The project set out to target a total of 4300 children distributed as: 1500 to be withdrawn from hazardous work, 800 to be prevented from engaging into early child labour, and 2000 to be rehabilitated through the provision of an array of support services.

As a result of the CP and the interventions mentioned earlier, the direct results benefiting children and their families, as reported in the final TPR, were as follows:

- 1500 working children under the age of 16 were removed from labour and provided with alternative social and economic opportunities
- 500 siblings of working children under the age of 16 were prevented from the risk of becoming child labourers.
- 200 young workers (16 – 18) were retrained and protected at the work place.
- 1000 members of families of working children / children at risk; (mostly mothers) were provided with enhanced livelihood opportunities (economic and social).
- 80 mothers with small children were provided with access to affordable KG.

With its area-based integrated and comprehensive approach within this CP, the Sahab Social Service Center (run in cooperation with JOHUD) started providing direct services to at-risk and working children in June 2006. The services that are provided to the working children consisted of educational and non-educational services, as follows:

Educational Services:

- Illiteracy programs in cooperation with MOE reached a total of 239 boys and girls.
- More than 210 children were referred to formal schooling for the scholastic years 2006/2007.
- The Drop-out Education program in collaboration with MOE was able to reach around 50 males that have completed successfully the MOE requirements for the 1st level of the DOE program.

Non-educational Services:

- Basic life skills and counseling services for the working children and their parents were able to reach 1000 families. And more than 500 siblings of the working children were provided with different services in cooperation with MOE to discourage against their dropping out of school as a retention mechanism.
- Recreational services including drawing and drama and visits to historical places were provided to more than 450 girls and boys.
- Health services in collaboration with the medical health center of the Ministry of Health that is located in Sahab was provided to more than 388 children.
- SSC researchers in cooperation with NAF that operates in conjunction with MOSD carried out financial screening of families of working or school drop-out children on a weekly basis.
- The National Aid Fund (NAF) works with JOHUD Community Development Center (CDC) on programs for women in Sahab area in funding small microfinance projects to those women who are supporting their families. In partnership with OXFAM Quebec, JOHUD's Small Business Development Centre also provides training and support to entrepreneurs. Such partnerships are yielding positive results; so far 50 families benefited from NAF financial assistance.
- Vocational services were also provided in cooperation with the VTC for two different age groups:
 - a) 12-15 years were provided with in-house training and prevocational counseling.
 - b) 16-18 years were provided with different vocational skills such as; car repair maintenance, carpentry, and hotel management for males, in addition to basics in

beauty salon, sewing and tailoring for females. The training was based on a needs-assessment survey carried out by the researchers at JOHUD in cooperation with VTC and reached 274 children.

Targets and achievements

Table 1.

Indicators	Baseline						Total 1-9
		Period 4 01.09.05 – 28.02.06	Period 5 01.03.06 – 30.08.06	Period 6 01.09.06 – 28.02.07	Period 7 01.03.07 – 30.08.2007		
1. Degree of None successful implementation as shown by: Number of children prevented from starting work	Target		100	200	500		800
	Actual		166	123	400		689 (86%)
Number of None children withdrawn	Target		500	500	500		1500
	Actual	0	210	385	345		940 (63%)
Number of None children rehabilitated	Target	500	500	500	500		2000
	Actual	153	223	425	528		1328 (66%)

The implementing agencies achieved the outputs stated in their APs, however in regard to targeting of children (the direct beneficiaries of the CP), table (1) above (as per the final TPR) demonstrates how 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 targeting 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. Nevertheless, in addition to targeting and services provided by the Sahab SCC, children were targeted for school retention, and others were prevented from dropping out as well as provided with other services through the MOE, MOSD and vocational training (as stated in the earlier section). The table above shows the numbers of targeted children by all IAs/service providers.

4.3 Targeting and Gender Distribution

The following table (2) shows the output indicator of the two types of services provided to children disaggregated by sex of child beneficiaries:

1. Educational services or training opportunities,
2. Other non-educational related services.

Table 2

Children Direct beneficiaries	PART A: Children withdrawn (1) or prevented (2) from exploitative work(3) through the provision of “educational services or training opportunities” (4)						PART B: Children withdrawn (1) or prevented (2) from exploitative work (3) through the provision of “other non-education related services” (5)					
	Male		Female		Total		Male		Female		Total	
	Reporting period	Project duration	R. period	P. duration	R. period	P. duration	R. period	P. duration	R. period	P. duration	R. period	P. duration
Withdrawn	310	769	35	171 18.2 %	345	940 Out of 1500 target		1345		380 22 %	1725	
Prevented	333	484	67	205 29.75 %	400	689 out of 1200 target						
Total	643	1253	102	376 23%	745	1629	485	1345	192	380 22%	677	1725

The total number of children benefiting from the ILO/IPEC funded country program mainly through the two action programs, JOHUD and MOE, reached to a total of 3354.

The total number of working and drop out children who are provided with educational services is 1629, and those provided with non-education services (health, recreational and counseling services) reached 1725 children.

The totals provided in the narrative final TPR (724 F and 2067 M) were less than those provided in the table above (756 F and 2594 M); also from the final TPR.

With regard to gender distribution, the table shows that actual outputs of the targeted girls constituted a smaller percentage than boys for both direct and indirect services, at 23% and 22% respectively.

Both tables demonstrate inaccuracy and inconsistency in the numbers provided for targeted children as well as for the gender composition. The evaluator waited to get a final and more accurately reported figures but that could not be granted. The data clerk at the JOHUD SSC was well trained by the Program, however the inconsistency happened due to the time constraint at the end of the program to accurately report and verify the data on withdrawn and prevented children and to deliver the final progress report on time.

4.4 Management and Coordination

Management and coordination mechanisms are reported below at the various levels:

HQs and ROAS: Both the IPEC-J National Program Manager (NPM) and the program/finance assistant noted the support they received from both HQs and ROAS. ILO-IPEC HQs have been abreast of the developments in the CP. Technical progress reports were forwarded to USDOL with remarks sent back to IPEC-J for follow up. Moreover HQs have facilitated signing of the contracts for the various national and other consultants for the project as well as reviewed the requests for extensions and issued the appropriate addenda accordingly; similarly followed up and effected the agreement with JOHUD regarding the area-based CL program in Sahab.

IPEC-J also noted how DED was responsible in the selection and appointment of independent consultants for the mid-term review and the final evaluation.

ROAS have also helped facilitate the work of the IPEC-J and the CP. The IPEC-J finance assistant detailed how the financial reporting of the program was handled and that ROAS was very instrumental in that regard. She would always revert to ROAS with financial questions and issues and ROAS were supportive and provided the needed assistance. With regard to the TPRs, ROAS focused more on financial issues while HQs would review the technical (program) content of those progress reports as noted by both the NPM and assistant. Nevertheless, several IA partners complained about delays caused by ROAS mainly in the financial approvals and disbursement of funds.

Some delays were reported by NPM like the delay in sending the reviewed final version of the MTR however that would not have affected the implementation of the recommendations as all IA partners and stakeholders have reviewed the first draft and were aware of its content. Moreover the NPM held a meeting for the IAs to review the MTE but minutes of the meeting were not noted or distributed for further action on, e.g. the recommendations.

IPEC-Jordan: As stated in the MTE and by the various people interviewed for this evaluation, there were many changes in the management of the IPEC-J program that delayed its inception and implementation of activities quite substantially. At the onset of the CP, the finance/program assistant filled in during the lengthy absence of a national program manager until a replacement was recruited. However when the current NPM was hired for that position in 2005, the programs of all IAs picked up considerably, as stated by the MTE and the various people interviewed for this evaluation, including the IPEC Desk Officer.

During the final evaluation interviews, several FPs appreciated the NPM's assistance in supporting their work, follow up and reporting requirements. Nevertheless, much was reported on the overlap and unclear lines of authority and responsibility between the NPM and the CLU Focal Point/ Head of CLU. Many interviewees elucidated to that and two described it as "foggy" at best. This overlap in their roles was the main reason for the delays and shortfalls of achievements of MOL/CLU outputs.

MOL: The position of the Head of the CLU is a key position of responsibility, technical knowledge and managerial competence to be able to complete the outputs at the MOL itself as well as oversee and orchestrate the activities and outputs of the other partners to assess the overall progress of the CP. Furthermore it is also the key link in following up the up-streaming and down-streaming of implementation and policies of the National Steering Committee (NSC), an issue that is elaborated below. The CLU witnessed a few changes in its headship and staffing since the inception of the CP, which was the main reason for delays in implementation and follow-up and redundancies in carrying out the Program activities.

While a balance of \$ 35,310 was unspent by MOL, the Labor Inspection Director reported shortage of funds as the reason limiting the expansion of inspectors work in numbers of inspectors and coverage (as the inspectors inspect all forms of violations relating to labor issues and not only child labor). The MOL Inspectorate had asked for the additional funds to be shifted to cover stipends for the inspectors, IPEC asked that the Inspectorate send an official request for HQ approval, however until the end of the CP, this request had not come through.

The directives of the higher-level management of MOL were sometimes redundant and inconsistent. For example, a meeting was held to launch the National Strategy for the ECL with official letters sent to IAs and stakeholders dated 20.11.2006. The National Strategy for the ECL had earlier been reviewed by concerned parties in several (NSC) meetings and officially approved by IPEC HQs, launched, printed and widely distributed. However, less than a month later, on 6.12.2006, the Head of

CLU was asked to form and head a 4-member committee* to review the National Strategy for the ECL, whereby an annex to the Strategy was produced. Consequent letters, signed for the Minister of Labor (by the Head of CLU) were sent on 14.02.2007 to all IAs and partners to review the annex. Nevertheless, no action was taken in that regard. This inconsistency was insinuated by some NSC members, a situation which may reflect the need for further capacity building in MOL, especially in light of its role as guardian of the ECL in Jordan.

National Steering Committee (NSC): The formation of the NSC took place in late 2004 with MOL letter stating the endorsement by the Prime Ministry and requesting nomination of NSC members of the various partners and related stakeholders: MOE, MOSD, JCI, GFTU, MOPIC, MOI, MOAIA, VTC, GAM, Yarmouk University, and later in 2005 to JRF and NCFA. JOHUD later on had a representative as member in the NSC (to replace JRF who did not continue with the CP). The Secretary General of MOL heads the NSC as stipulated in the Project Document.

The NSC comprises the tripartite approach toward eliminating CL that involves partnership between government organizations, the employer sector (represented by JCI in this program) and the workers sector (represented by GFTU) and NGOs and civil society organizations (CSOs).

As the policy and decision-making instrument, the role of the NSC was envisaged to help the implementing level of the various partners with policy and legislation issues at a higher national level; to secure changes and developments of policies and legislation that lead to the eventual elimination of child labor (for all children and in its worst forms for children over 16 years of age). Programmatic information (such as achievements, obstacles and constraints to achievements) should flow to the NSC from the various FPs and implementers, and consequently policies and related decisions and legislation directives need to flow back to the implementation level. This up-streaming and down-streaming of program implementation and policy directives is the crux of ensuring progressive and eventual elimination of child labor.

NSC also has a role and responsibility in advocacy and supporting the awareness raising campaigns and activities, as well as technical and resource mobilization at the national, regional and international levels, where and as needed. Furthermore, an inherent role of NSC is to reflect and instill a sense of national ownership and commitment towards the elimination of child labor.

As iterated by most interviewees, and substantiated with letters of invitation and minutes, the NSC meetings were ad hoc and sparse, with no pre-set agenda and no mechanism for follow up; only three meetings took place between November 2006 and the end of the project. The meetings mainly reviewed the progress of the CP and specifically discussed and reviewed the NPPF (or the National Strategy for the Elimination of CL). The minutes of the meetings were delivered late and lacked programmatic content for follow up. As to the earlier period of the CP, the NPM noted that two to three meetings took place in late 2005; two were to discuss and review the National Strategy for the ECL and one was to prepare for the celebration of the *World Day against Child Labor* in 2006. Letters of invitation and minutes of the meetings for the years 2004 and early 2005 could not be located.

The NSC members met whenever they were invited by the Chair of the NSC with letters of invitation prepared by the Head of CLU at MOL. However, there was inconsistency and turn-over in the NSC membership whereby different organizational members attended different meetings. Although the members of the NSC obliged and attended the meetings, the NSC lacked the required leadership that would influence its effectiveness in up-streaming and down-streaming policy and legislation in line with its supposed mandate (as stated in Article 4 of the Country Program Document, 2002).

Administrative and management issues may have hindered its full effectiveness, nevertheless, the NSC in general seems to understand its role, and be committed to the national goal of eliminating child

* MOL-Legal Department; MOPIC; MOE; National Center for Human Rights.

labor. The MOL Secretary General stated in the evaluation interview that the main reason for the slack accomplishment of the AP activities was mainly due the MOL being overburdened and distracted in 2006 with a major issue to do with alleged labor violations mainly in QIZ* and related areas. However the groundwork that had been done so far and in a relatively short time is evidence of Jordan's commitment to eliminate child labor.

4.5 Problems, Constraints and Gaps

The following problems, constraints and gaps are the accumulation of issues raised and cited by interviewed IA members and stakeholders, the participants in the evaluation workshop, as well as those analyzed and identified by the evaluation consultant. They are reported below under thematic areas:

Financial

At the CP level, some focal points (FPs) were paid monthly stipends through their organizational APs while some were not. This inconsistency created dissatisfaction by those who were not paid. Moreover the accountants on the project were not paid stipends by the CP which also caused problems at least in their being disgruntled. This problem was mentioned in the workshop by several members. The NPM later explained that it was caused by the organizations not asking for those stipends when they detailed their AP budgets at the beginning of the CP. Similarly, teachers, school principals of MOE and CL staff who work over-time were not remunerated for the extra time they put in and were not reimbursed for expenses they incur on their own account, like transport and phone calls related to the CL program.

The lack of flexibility in financial management of the CP budget and the long time it took to effect financial procedures were reported in the workshop as well as in several interviews. The IPEC NPM and the finance assistant both explained that shifting of line items was possible but that it had to be done through the proper ILO procedures: by an official request to be approved with an addendum. Such two examples are the addenda of MOE and MOL, IPEC management helped in that regard. Nevertheless procedures of financial management (with HQs and ROAS) would still often take longer time than desired by the implementing agencies.

Human Resource

Although extensive training was provided to the various implementers of the CL project, there still seemed to be a lack of adequately trained staff especially for monitoring purposes and for extensive delivery coverage of the program. The problem was stated in the workshop as: the low competence in the knowledge of ECL methodologies. Furthermore, some staff members were not properly qualified for the positions they held.

In the training report for labor inspectors on child labor in Jordan that took place in February 2005, the trainer's assessment was that most inspectors' knowledge on occupational health and safety issues could be further improved. Hence he recommended that further training be conducted for the labor inspectors and occupational safety personnel to improve their observation and data collection skills, as well as approaches of dealing with violating employers and working children.

As reported in the stakeholder's workshop, the pedagogic methods were seen as traditional and not conducive to learning, which constitute a cause to student school drop-out; FPs and educational facilitators still seem to revert to traditional teaching methods. Another problem was the high turnover of non-formal education staff and volunteers. Furthermore there is a shortage of female teachers for girls DOE program in Sahab (a conservative society that will not allow their daughters to attend classes conducted by male teachers). MOE seems to have limited resources to mobilize trained teachers from Zarqa to cover Sahab. Also the lack of accredited teachers for girls education in Sahab

* Mentioned in the ILO Decent Work Programme document, August 2006; p. 4.

is depriving the girls from acquiring official certification from MOE; this accreditation will improve the girls' prospects for re-enlisting in formal schooling and finding suitable work later on.

The salary scale of the civil service is deemed low especially in light of the increasing cost of living. To attract proficient and properly qualified and experienced personnel to tackle the complex problem of CL needs to be addressed at a higher civil service level.

Vocational training

It was reported in the workshop that there is reluctance by some VTC supervisors to accept working children and mainstream them in the VT programs. Also, the VTC that operates in Sahab will not accept to send children to centers in other locations, let alone that the vocational training options are limited to e.g. mechanic assistance work in car maintenance and carpentry for boys, and beauty (salons) and sewing training for girls.

The meeting with the VTC coordinator (specifically in Sahab SSC) was not scheduled during the final evaluation interviews. So the chance to capture the problems faced by the vocational training programming was missed. Nevertheless, the problems associated with vocational training are more a function of a larger institutional issue, e.g. capacity of VTC to accommodate the working children; the absence of an organizational structure expanded enough for that purpose, the lack of flexibility in accepting withdrawn/rehabilitated children beyond the Sahab area for the time being, as well as the problems already associated with VTC which are the limited choices of vocations and their incompatibility with modern job market demand (an issue discussed at length in the ILO Social Dialogue document).

Monitoring and evaluation

The weak monitoring and evaluation mechanisms of AP implementation results, hinders, or at best limits, follow up of the rehabilitated children and their families. The database at the MOL CLU has not been updated due to a shift of staff from CLU back to MOL. Monitoring systems of the targeted children are in place and operational mainly by MOE, MOSD and the Sahab SSC. However as these systems are relatively nascent they lack the consistency and accuracy in the reporting which could lead to questioning the figures in the final TPR (as the tables above demonstrate). Furthermore those are three separate systems, a situation which hinders the opportunity of mainstreaming and reporting the interventions concurrently. This signifies the importance of having one centralized system of monitoring, where the unit of analysis is the "child" - to allow the opportunity to assess the interventions provided to the working or withdrawn child and his/her family. Furthermore, the current monitoring systems at SSC, MOE and MOSD do not seem to collect data on the retention levels of return (rehabilitated drop-out) students.

Coordination and networking

There is poor networking and limited coordination between the concerned line ministries and implementing agencies, as well as with and within NGOs and CSOs to address and follow up CL issues. The important role of the NSC, although understood by the members themselves and recognized by the implementing facilitators, is still incoherent and has more to be desired.

In the project document, the services provided to children and their families were of two types: (1) educational, training and rehabilitative services, and (2) non-educational services, which include financial alternatives. An alternative strategy for poor families with working children is the financial assistance that is provided by referral to NAF through the MOSD screening. The amounts of cash assistance to families who withdraw their children from work are deemed as very little especially in light of the cost of living. Moreover, the procedures and conditions for eligibility are very complex and lengthy. Hence, parents are not convinced to withdraw their children from labor if they are not offered reasonable alternatives. This was cited by the mothers interviewed at both the Zarka girls' school and the Sahab SSC; it was also cited by many interviewees and the FP at Sahab SSC. The interventions seem to focus on children while it is important that services go together for both child and family.

During implementation, the financial alternatives were not well identified, scrutinized or utilized. This could have been addressed early on during implementation through NSC recommendation for referral to financial services. However in hind-sight it becomes clear that, on the one hand, the service providers lacked the technical capacity to deal with financial services and did not fill enough of the gap in referral to financial services, apart from referral to NAF at a relatively limited scale. On the other hand, the system of financial alternatives to the poor in Jordan at large is still weak and not fully utilized.

Awareness-Raising

The role of the media is limited in raising the awareness in CL issues. The media workshop that did not materialize would have enhanced the understanding by media specialists on CL issues and geared their technical capacities to depict and report CL issues as well as enhance public awareness and understanding.

Legislation

A special concern is the gap in labor inspection whereby the breadth of existing labor legislation is insufficient to encompass all sectors in which children are employed. Excluded children include those working in agriculture, the informal sector and in small enterprises employing less than five workers; also the status and life conditions of home-bound girls (school attendance, work situations, safety conditions and decent life prospects) is unexamined. Labor inspectors only cover areas that are defined within the current labor laws, leaving the numerous children working in other areas not covered by these laws beyond the reach of the Inspectorate, especially that the list of the WFCL has not been officially endorsed toward penalizing employer violators.

The *Ethics of Conduct* manual produced by JCI reflects the moral commitment of the employer sector to the issue of child labor, in safeguarding child rights by avoiding employing children below the legal age put forth by international conventions and the Jordanian Labor law. However the *Ethics of Conduct* manual, on the one hand, has no legal power of enforcement. On the other hand, it is unrealistic to expect change in the behavior of micro-enterprise owners who for business survival reasons cannot afford to abide by the moral and ethical obligation of safeguarding - and not hiring, children.

Moreover, the lack of enforcement is, in part, due to the informal structure of most workplaces that utilise child labor and the lack of knowledge of health and safety issues. Another contributing factor is the lack of available financial and human resources to small enterprises/employers which constitute their reliance on traditional work patterns whereby children constitute an alternative cheap labor force. This indicates the importance of supporting the small business sector in training, technical assistance and technical upgrading, financial lending and tax breaks to improve their productivity and competitiveness. Until a coherent policy framework is in place to support greater competitiveness to the Jordanian small enterprise sector, additional and parallel measures of social protection are needed. Nevertheless, the National Agenda addresses these problems and will seek to fight poverty and unemployment.

Furthermore, the current legislative and penal mechanisms are not enough deterrents to parents of working and school drop-out children. Until there are enough financial (and work alternatives) for families of working children, there is a need for extensive and broad-based awareness programs to local communities with the support of community-based NGOs and civil society organizations (CSOs). Parents need to be informed of alternative sources of income through their involvement in employment information and referral systems for job placement, career opportunities and vocational training courses.

Child Abuse

In cases of sexual abuse (domestic as well as work-based), there seems to be under-reporting as children are powerless and do not know their rights. Such cases get revealed at a very direct level, i.e. through the close contact and follow-up of social workers with children and their parents in the Sahab

SSC. Such a case of sexual abuse was revealed during the evaluator's visit to the SSC by a mother whose daughter attends the literacy class. A few other cases were reported by the social workers at the social support center and the girls school in Zarqa. However it is a well known fact that such situations need a time to build bridges of trust between the social service providers, teachers and the parents or guardians of abused children. It also takes further specialized training of service providers to address such taboo and complex situations. Furthermore protection mechanisms are not yet adequately institutionalized or properly advertised.

Targeting and gender concerns

Because of the high visibility of boy's labor, and to the short life of the CP especially in the case of the Sahab SSC, child labor issues have not been adequately addressed with regard to the working or school-drop out girl child or to home-bound girls. Although the CP progress reports cover the services provided to the indirect beneficiaries (teacher, counselors and other service providers) and directly to working children and their families, the numbers of targeted girls is relatively low and lower for girls than boys (Table 1; section 4.2).

Cultural attitudes

Besides poverty and families being forced to supplement household income through their children's work, parents' low education levels were associated with child labor. Consequently, parents' low level of awareness regarding child rights and child labor hazards is another cause for child labor.

Additionally, environmental factors at the family level represented mainly by the parents' limited awareness of the hazards of early work for their children and of the importance of education for their children, whereby *street* and working children will not commit to Drop-out Education programs. Recurring drop-out constitutes a bigger challenge to reinstate these children back in the school system and for the congruent vocational training options available through the DOE program. However, interestingly, the mothers interviewed expressed their appreciation for the Program and the opportunity it provides their children (especially girls) to return to school and resume their education. A girl interviewed by the evaluator who was withdrawn from child labor and enlisted in the literacy class at the SCC, reflected her father's joy that she can read and write "My father is exhilarated that I can now write my name and read the newspaper". Another young girl (11 years old) who was interviewed at the Zarka school, expressed her dream of becoming a math and computer teacher – "to become a good and compassionate teacher like my teacher at this school".

In the workshop, several participants mentioned cultural attitudes such that society seems to turn their back on the CL problem. Furthermore, employers' lack of interest in CL problem (they contend they have to address more important problems) and the difficulty of changing their mind-set, makes it a big challenge to convince them not to hire children. The attitudes of employers are confounded by economic conditions, i.e. small establishments try to cut their overheads by employing children who will accept lower wages – as mentioned earlier.

Institutional Service Delivery

NAF is an independent institution that serves needy Jordanian families or persons. It has an independent budget and its board is chaired by the Minister of Social Development. The Director of NAF said during the interview that NAF is an important organization with regard to combating child labor, and that it should have been included as a member of the NSC as CL is very much an issue that is related to poverty, whereby direct coordination with other implementing partners is essential.

4.6 Special Concerns

The highest employer of children in Jordan is the small establishment sector (hiring 5 or less workers) and it comprises as much as 94% of the private sector*. This sector is fraught with many problems and

* ILO Decent Work Country Programme. Hashemite Kingdom of Jordan; August 2006. p. 4.

constraints such as its limited capacity to modernize hence it consequently falls prey to competitive pressures. Additionally it has limited access to training and career development and a large number of workers therein are not covered by social security.

The need for an exit strategy was suggested in the MTE (December 2005), the purpose of which was to start the discussion of the partners and stakeholders on how to continue with the initiatives that were started and well in place and to ensure sustainability of the Country Program beyond its completion date set for July 2007. However as the exit strategy was deficient, there was no such planning, which represented a major impediment to identifying the practical steps for continuation for the next phase.

Two programmatic concerns with regard to literacy classes provided to girls at the Sahab SCC were the shortage of literacy teachers to cover the demand as well as MOE refusal to grant graduates of the literacy classes with official certification.

5. CONCLUSIONS

The design of the Country Program suggests the assumption that national key players would take on the lead in building and adding the role of other important national actors whose inputs would complement the programmatic interventions necessary for a comprehensive integrated design. This phase of the Country Program was seen as setting up the ground work through capacitating the related staff and defining the roles of the key players, raising the public awareness on the issue of CL, and defining the legislative framework that would protect children from early and exploitative child labor. Political will and national endorsement and ownership are key elements in handling a program of this magnitude and complexity whereby coordination and complementarity are essential ingredients for its success and effectiveness.

The CP, although suffering certain delays and inconsistencies throughout its life, managed to successfully lay a solid foundation to address the problem of child labor and build the national capacity and technical mechanisms towards the elimination of child labor. The CP provided the opportunity of an experiential phase that would give room for further capacity building of the various implementers to improve their programming and draw better plans for the continuation of the program after its completion by support of IPEC. The numbers of children reached was relatively small compared to the real magnitude of the CL problem at the national level which will unfold when the DOS study on child labor is completed in 2008. Nevertheless, IPEC support was very instrumental in laying that foundation for progressive and eventual elimination of child labour in Jordan.

5.1 Sustainability

Despite the need for ongoing institutional strengthening and capacity development, the Country Program was a learning experience that in a relatively short time yielded an institutional infrastructure and a human asset base. And despite the operational obstacles and constraints, the thematic knowledge of CL issues is indispensable and will form the basis for future and further CL programming. Moreover time is critical when dealing with complex issues of behavioral change for both the working children and their families, and those small industries employing children. As indicated by the NPM it takes time to build bridges of confidence with the targeted children (and their parents) – to be able to rehabilitate them and mainstream them into the different service programs; also to achieve and show concrete results of well-established services.

The National Steering Committee (NSC) meetings were limited and its up-streaming and down-streaming role was negligible. Realizing the importance of the linkages of the tripartite approach, and of the multi-sectoral integrated approach, will strengthen the mechanisms to foster more and higher visibility achievements, build on past successes, as well as achieve more effectiveness.

An effective mechanism that functions well to consolidate the integrated community-based approach is the *judiciary panel*. Public security personnel of Ministry of Interior have executive powers; they work in coordination with the local governors and labor inspectors who identify a working child, work closely with social workers (MOSD), teachers (MOE) and researchers, to screen and refer the child to the appropriate service or rehabilitative intervention according to child labor laws (mainly his or her age); also screen and refer the child's family for the relevant services.

A major opportunity as presented by the JCI NSC member was that the current privatization impetus of the GoJ through the National Agenda as well as the ILO Social Dialogue program is to change the management authority and structure of vocational training. Until recently the VTC was autonomous and its director general was the deputy in the VTC Board of Directors. However the new direction is to give more weight and power to the private sector whereby the membership in the VTC Board of Directors will be 60% representation by the private sector versus 40% of VTC, the director of VTC will be a regular member, while both the Chairman and Deputy of the VT Board of Directors will be private-sector representatives. In the meantime however, MOL is planning to support VTC in rehabilitating its centers to enable it to accommodate more withdrawn children and children less than 16 years of age in vocational training programs.

Monitoring and evaluation of direct and indirect services to working and withdrawn children and their families are in place by MOE as well as Sahab SSC. Three implementing agencies have monitoring mechanisms, MOE, MOSD, and SSC.

These monitoring systems have more to be desired however the importance of monitoring and following up those targeted children is duly recognized by all implementers.

In regard to policy and institutional decision making, it was noted in the interviews that line ministries make decisions at different organizational levels; cases in point are the funds earmarked by MOSD in its 2007 budget of JD 15,000 for CL activities; another example is MOE mainstreaming the drop-out education (DOE) program nationally, at central and governorate levels. Both are intra-organizational policies, decisions, and directives that are dealt with at ministry-level. However higher level decisions and policies may need to get the approval at the cabinet level, which may include parliamentary intervention. Change in legislation may need to go through parliament and then legislature for final approval at Prime-Ministry's level, to be endorsed officially and to allow for its implementation in the related areas.

Several inputs refer to the commitment of Jordan to continue to combat CL and sustain provided services and interventions:

- The integration of child labor chapter into the National Agenda for the years 2006-2018 entitled "For a Better Jordan", in cooperation with IPEC office in late 2006. This agenda was formulated by a committee of experts assigned by His Majesty the King on the 9th of February 2006. It comprises of representatives from the Government, Private Sector, NGOs, Media and members of the Parliament and other parties. The National Agenda stipulated the inclusion of around \$100,000 within the MOL budget for the years 2007. MOL has also requested additional funding for CL activities for its budget of 2008-2009.

- The National Childhood Plan (2004-2013) which was launched by His Majesty King Abdullah and Her Majesty Queen Rania in late 2004. This document, produced by the National Council for Family Affairs (NCFA), which is headed by HM Queen Rania, included a chapter on child labor with implementation measures, CL indicators, and a related budget.

- The Ministry of Education has integrated "child labor" as a main topic within its continuous training programs for teachers and as a condition to their promotion. It has institutionalized the Drop-out Education program and has earmarked the funds for that in its budget.

- The MOSD has 25 governorate-level offices in the country indicating its outreach capacity to address CL issues at different levels nationally. As a recommendation made by the Core Group, the MOSD has included a component on child labor issues into the Ministry's budget of about JD 15,000 which the Ministry took into effect for the year 2007.

- JOHUD's new pilot project in Sahab, has the capacity through its 50 CDCs nation-wide to replicate this model project, in coordination with all partners, utilizing the institutional infrastructure of government agencies as well as JCI and GFTU governorate-level representation. JOHUD has long experience in carrying out community-based developmental projects supported by its sound management as well as the support and commitment of HRH Princess Basma to human development. JOHUD has already presented a proposal to MOL for another SSC (Mabarrat Um el Hussein) in Marka, Amman, to expand the services needed to address child labor.

- The results of the survey carried out by DOS with technical support from ILO/SIMPOC will provide the database required to continue to monitor child labor incidences at the macro national level and draw the related policies for its control and eventual elimination. Furthermore, this survey will include variables to cover domestic work, which will be used to identify and address drop-out and/or home-bound girls.

- The Agriculture survey is underway and will be finalized in May 2008; its results will be published on the DOS website. This should facilitate the identification of CL in the agriculture sector and mainstream working or school drop-out children into the various educational and rehabilitative services.

- MOSD is in the process of embarking on a project entitled "Social Collaboration for Community Empowerment" with a substantial budget over three years, starting in 2008. One of its four components, that is of direct relevance to the ECL project, addresses credit funds and lending schemes.

- The Greater Amman Municipality contributed to the direct action program of JOHUD an amount of approximately US\$60,000.

- The Ethics of Conduct manual produced by JCI reflects the moral commitment of the employment sector to the issue of child labor. Furthermore, the newly established JCI's task group with FPs at the regional level will continue to monitor CL incidences and issues.
- The Council of Youth in collaboration with UNICEF contributed around \$6000 to the raising awareness programs of MOL.
- The MOL is a member in the steering committees of various organizations that address the issue of CL, poverty alleviation and social protection. MOL is also a member in the proposed Economic and Social Council which observes the tripartite approach and uses social dialogue as a tool for labor market governance and the promotion of fundamental rights and principles.

The above programs, interventions and budgets emphasize Jordan's commitment and capacity to address CL programs domestically, i.e. with its own resources. Nevertheless, the ILO is already in the process of discussing a follow-up phase of the CL program in Jordan; consultant was commissioned by ILO Beirut to prepare work on this in August-September, 2007.

5.2 Lessons Learnt

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. Hence, there is recognition and deeper understanding now to 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.

A complaint that came up often was the lack of stipends (allowances) for the accountants of the CP IAs, while some FPs received remuneration. An implementing agency did not have a stipend for its FP, which may have undermined his commitment although the outputs were carried out and well, but not in the sense of further institutionalization of activities or continuation for sustainability. Hence, at an operational level, the implementing agencies need to thoroughly review agreements before signing them. Along those lines it is also important to review financial incentives (remuneration and benefit package) of the employees/service providers, to guarantee a minimum satisfaction level to gain their focus and full commitment in addressing such a complex and demanding undertaking. This issue is beyond the scope of the CP and within the focus of reforms the GOJ is addressing within its development plans namely the National Agenda.

Operationally too, 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.

5.3 Good Practices

The Training Manual that was prepared by a national consultant was very instrumental in providing the knowledge and methodologies of addressing child labor and enhancing the capabilities of the social workers on how to address and combat child labor. A component of the SCREAM* modules was integrated into this training manual which also included a model of income generation activities for families of targeted children. At the end of the CP the training manual was still in translation into English which may be utilized in other countries, in addition to the Arab region.

The SCREAM program that the CLU launched on behalf of the Arab Region, would serve as a tool that can be used into the various cultural programs at schools and in the various awareness raising activities and campaigns.

The *judiciary panel* which comprises representative members of the various implementing agencies that deal with CL, such as the MOL inspectors, counselors, the area governor and police/security authorities (MOI) work together to inspect violating employers and identify cases of child labor. They then streamline their activities to withdraw children from labor by referring them to the appropriate services of education and/or vocational training and/or financial services to the families. This judiciary panel has proven its effectiveness in the Sahab Social Support Center through operationalizing and reinforcing the tripartite approach in an integrated service delivery system that addresses the array of needs of children and their families.

A major activity conducted as part of the Referral and Follow-up system was securing access to formal education for withdrawn child workers in close cooperation with the Ministry of Education. Additionally the Drop-out Education program that was designed with eight pedagogic topics (including the recently added computer and English subjects) and provided to drop-out students over a two-year period is an excellent opportunity to provide them with the needed basic education as well as

* SCREAM: Support Child's Rights through Education, Arts and Media; (a training of trainers (TOT) package that consists of 14 modules).

non-formal education programs of basic life skills and counseling services for the working children and their parents, and recreational services including drawing and drama. This rehabilitative educational program would allow children the alternative to withdraw them from early labor and the skills to enhance their future employability. Illiteracy classes provided to home-bound girls (in Sahab SSC) is another good example of providing girls with basic literacy and life skills.

The prerequisite that the MOE applied toward teacher promotion by integrating the training hours they spend within the context of the training program is an excellent opportunity to keep child labor-related issues in focus and to institutionalize it within the Ministry's mandate.

The Ministry of Education's focus on diagnostic and preventive measures through a child-to-child identification and recruitment system of working and/or school dropout children through their siblings, as well as through community-based mechanisms is another good practice that will concentrate more efforts on preventing and combating child labor. It could serve well as a model for replication in other countries in the Arab region and beyond.

NAF's intervention of positively influencing poor families' attitudes: Previously NAF demanded proof of income- poverty or lack of income earners, whereby families would show that a child or children is/are obliged to work; while now NAF changed the eligibility condition to withdrawing working and school drop-out children from hazardous and exploitative work and return them to school.

6. RECOMMENDATIONS

6.1 At the program level

Capacity building:

- Further capacity building programs are needed in terms of refresher training and advanced training for the focal points of the various implementing agencies as well as implementing social workers, volunteers, facilitators, inspectors and other working members of the partner organizations. The newly appointed CL inspectors at MOL need to have orientation training, the previous ones follow-up training that cover Conventions 182 and 138 as well as the Jordanian labour laws. Inspectors/FPs need to be re-assigned to the 12 directorate-level offices nationwide.
- On-going training is needed for school teachers in 'modern' teaching methods which will positively influence students' acceptance of school and curtail drop-out.
- Retention of CL trained staff is important for sustainable implementation of ECL activities, progressive and eventual elimination of CL.
- 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.
- Gender training needs to be carried out at all levels. FPs, teachers, social workers and SSC facilitators need training in the conceptual and analytical tools of gender mainstreaming and programming. Gender training is also required for all personnel dealing with CL issues, such as employer and worker organizations, as well as NGOs and CSOs, to strengthen their gender awareness and mainstreaming capacity. NAF and MOSD gender training would enable them to also work with withdrawn and/or home-bound girls, mothers and sisters and family members to empower them to (1) defend their rights and avoid abuse and exploitation, and (2) elevate their status at the strategic level, i.e. actively seek employment, credit and HH decisions relating to children's (ethical) upbringing, importance of schooling, and family savings, expenditures and investments. The gender coordinator at DOS may be consulted in the design and training of gender-disaggregated data collection and reporting. TOT should also address gender analysis and mainstreaming of activities.

Legislation

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 labor inspectors, and disseminated at all concerned parties.

TOT: 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 labor laws.

Financial Alternatives

- Financial alternatives to families need to be pursued within the National Agenda toward enhancing employment and small loans to unemployed and poor families.
- Furthermore, the 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. Mapping of poor households and the potential drop-out/working children may be obtained through the National Poverty Assessment, and the upcoming DOS CL survey, in coordination with MOE.
- The GOJ 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 to discuss the possibilities of systemic utilization of the Zakat Fund in relation to the CL problem.

6.2. CP recommendations

At the end of the IPEC-supported country program, the national program of eliminating child labor 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 Labor 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.

The upgrading gives this administrative entity more authority and leverage to address the various partners, more responsibility to tackle the complex inter-related issues of CL, and monitor the overall progress of the various activities and interventions with line ministries and stakeholders; also more authority to coordinate with top MOL level. The CLD will furthermore provide coordination and linkages, as well as oversee up-steaming and down-steaming functions, between the implementing level, the National Steering Committee, and other future stakeholders (NGOs and CSOs). It will also centrally manage the CLMS. (See attached diagram).

The National Steering Committee needs to be re-established formally with clearly stated terms of reference, defined objectives, roles and responsibilities. It needs to ensure commitment and continuity by the nominated members, regularity of meetings and documentation of programmatic and policy recommendations. Nomination of members should be done at a higher institutional level (as well as Prime-Minister’s endorsement) to ensure consistency of membership. NSC members may need to be at the level of secretary general to ensure policy effectiveness and follow-up at the level of the various implementing ministries and partners; however this needs to be deliberated in a national ECL high-

level forum that needs to take place at the onset of the upcoming “interim phase” under the patronage of the MOL. The NSC needs to be divided into thematic task groups such as “policy/legislation”; “financial/resource mobilization”; “education/ rehabilitation”; and “advocacy and awareness-raising”. These sub-divisions would allow more focus and technical follow up on each of the thematic areas. Annex 6 presents the suggested diagram of institutional program management.

6.3 The next phase

A holistic framework of implementation needs to be drawn in a national workshop, whereby each IA will draw its own program plan. The NPPF (or the National Strategy of the Elimination of CL) will form the basis for drawing an implementation Logical framework with objectives, activities and outputs. Reference will also be made to the National Childhood Plan as it entails CL-related log-frame and indicators that will complement the CL program planning and monitoring. The plans will have a time-line of implementation for each of the IAs.

The section on sustainability in this report covers the array of budgets already allocated by the GoJ to the CL project as well as resources available and earmarked to CL interventions by other organizations. The higher level planning workshop will organize the resources and the financial management of the next ‘interim phase’ of the national child labor program toward observing and enforcing conventions 138 and 182 and gradually and consistently eliminating child labor.

ANNEXES

ANNEX 1: Action Programmes

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
1 Ministry of Labour	-CLU staff Labour Inspection Unit -NSC		-Stipulated in the attached Final Assessment Form (attached).	-Management capacity (CLU) very low with implications to country program progress: incomplete outputs like media workshop and list of WFCL not updated and unspent budget. -Labor inspectors well capacitated to follow up CL monitoring at JOHUD/ Sahab SSC. Database un-updated and ineffective for CL monitoring, specifically through MOL Labor Inspectorate; need to design CLMS.	MOL decision to upgrade the CLU to a Child Labor DIRECTORATE (or Department at least) "CLD" to be staffed with properly qualified and experienced Head and members so as to give it authority and credibility to supervise CL issues nationally - with line ministries and stakeholders. A competent CLD will carry out the up-streaming and down-streaming functions between implementing partners and the NSC, and manage the CLMS. Earmark funds from MOL budget to pay salaries for CLD and labor, especially (and in an interim phase) those working with the Sahab SSC / pilot project. Update WFCL and disseminate for use and enforcement. DOS CL survey designed with

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
					<p>support from SIMPOC to start in March 2008.</p> <p>The DOS survey is different from the suggested CLMS whereby a partners meeting is needed to contribute technical inputs of CL issues into design of CLMS; request ILO assistance and earmark national fund for CLMS..</p> <p>Once the CLMS is operational, training is required for FPs of the organizations that provide services for working children (and their families) namely MOE, MOSD, VTC, labor inspectors for the regular use and updating of targeted child inputs into the CLMS to monitor the progress of interventions on working children and their families.</p> <p>The CLD will have a full a full-time CLMS coordinator.</p>
2 Ministry of Education	- A core group of 20 staff members (teachers, counselors & principles) representing the	The core group within the MOE managed to train about 1440 (teachers, counselors and	- The prevention of around 268 students from early drop out from school by the core group created within MOE that participated actively in creating sub task groups in the	MOE has institutionalized CL issues within its programs and interventions and earmarked funds for	MOE Teacher training in CL issues need to be built into the MOE regular programming:- - orientation of new teachers and refresher training for

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
	<p>governorates where drop out rate is high.-</p> <p>-8 teachers, counselors in 2 identified areas (Sahab and Zarka) were trained on the Education-drop-Out Program.</p> <p>-National Trainer for the Education-Drop-Out.</p> <p>-1 FP within MOE.</p> <p>Notary</p>	<p>principles) in the selected schools were drop out rates are very high.</p> <p>- A total of about 300 parents of at risk children had their awareness raised on the problem of early dropping out of school.</p>	<p>targeted schools. This preventive measures was achieved through the newly developed manual within MOE to help school councilors teachers and directors on prevention of school dropout students was developed in cooperation with parents of at risk and working children and school personnel Also making specific recommendations on: systematic integration of the critical issues of child labour into ongoing and future MOE programmes; needed policy and programme changes; and modalities for implementation of these changes to ensure that provisions are made to meet the educational needs of working children.</p> <p>- The upgrading of the Education drop Out program through adding the 2 courses (English & Computer) to the 6 courses added new value to it and consolidated the educational background of the working/drop out children. The 8 reading materials are being used by the 12 centers</p>	<p>that.</p> <p>The TOT SCREAM manuals used to train teachers, counselors, facilitators and principals is well in place, however there is a need for re-orientation and regular refresher training, as well as orientation for more teachers (at the national level).</p> <p>The Drop-out education program is institutionalized:</p> <p>In the 8 courses and in 12 schools at this stage; two of which are in cooperation with IPEC, Sahab (boys) and Zarka (girls).</p> <p>Integrated (educational and non-educational) services are provided to working children in Sahab (JOHUD) and their families including the MOE Meal Briefcase and Medical Screening / Health benefit.</p>	<p>already trained ones.</p> <p>Non-educational services (such as medical check-ups by MOH centers) are provided for all DOE students. However MOE's request to provide the meal/ school briefcase to DOE students was not accepted. MOE needs a budget for that and needs to institutionalize it.</p> <p>Once the CLMS is operational, the monitoring and evaluation of targeted and serviced children and their families needs to be reported in coordination with other service providers (MOSD, MOL, MOI, VTC, NAF, etc.) to avoid overlap and yield a sound system of service provision.</p> <p>Gender differentiation will be built into the CLMS.</p>

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
			<p>created within MOE (10 by MOE and Questscope +2 by the ILO/IPEC program). The total number of beneficiaries within this service is around 230 children that are withdrawn through the provision of this education service.</p> <p>- The two centers established within the MOE AP for the implementation of the "Drop Out Program" are fully operational and had provided drop out students in Sahab(boys) and Zarka(girls) with the requirements of phase 1 of this program. The phase 2 of this program that had started early September 07 is fully supported by MOE budget. This reflects sustainability to the ILO/IPEC program and national commitment.</p>	<p>It is important to consider the gender differentiation of the targeted children. The output indicator in the Final TPR has that breakdown.</p> <p>The same gender differentiation needs to be reported for the indirect beneficiaries, teachers, facilitators, etc.</p> <p>The proposed CLMS will readily provide the gender breakdown in future.</p>	
3 Ministry of Social Development	<p>- The FP within MOSD</p> <p>- 20 core group were trained and capacitated on this issue.</p> <p>- A task group of 80</p>		<p>The capacity building for the social workers' will ensure that the core group created will systematically make recommendations on policy and program level to ensure that child labour issues are integrated into the ongoing</p>	<p>Indeed, the commitment of MOSD is manifested by earmarking funds to the ECL program. MOSD also institutionalized the CL-related services into its programs within</p>	<p>Monitoring of services provided to children (and their families) need to be orchestrated with MOE, VTC, MOI, labor inspectors, NAF and other agencies; the future project should facilitate this programmatic coordination</p>

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
	SWs were fully capacitated by the core group on how to address child labour issues.		and future MOSD programs. That was clearly reflected into the recommendations made by this group to include a component on child labour issues into the Ministry's budget for the year 2007 about JD 15,000 - The training manual for SW was integrated into the on-going training programs within MOSD, basically for the newly recruited Social workers.	and beyond the ongoing training programs. MOSD's close collaboration with the Sahab SSC is commendable. It's important to note though that the need may arise for more staffing to address the needs of the working and at-risk children when more cases are identified and more data are available.	and follow-up. The JOHUD (Sahab SSC) pilot project needs to be evaluated in the short-term to study the experience and mechanisms of operation and derive lessons from this pilot 'model' project toward replication into other communities.
4. General Federation of Trade Union	-45 GTUF Action Committee members, GTUF staff administrators in Amman, Irbid and Zarka. - 1 FP within GTFU	- The main component of this AP is awareness raising activities among trade unionists and local administration in three cities: Amman, Zarka and Irbid where the problem of working children is prominent.	Stipulated in the Final Assessment Form (attached).	The AP was short -for one year only, during which time the FP was trained into CL issues and some 100 union members attended CL-related awareness raising workshops. GFTU also produced and distributed CL-related publications toward awareness raising. A clear problem was that the FP was not paid a stipend during the AP like the other IA FPs which seems to have	As a partner with a key role in representing and addressing worker organizations and raising their awareness through advocacy programs, and due to its ubiquity nationally, commitment of GFTU is important to ensure that it continues with its role of public awareness-raising. In that way it is important that GFTU earmark or raise funds for a full time FP as well as assign a member to the NSC meetings, either the same member or another. To enhance its commitment, the already capacitated FP, the 45

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
		-Preparation and distribution of publications which inform and raise awareness on the issue of child labour in the 3 governorates. The total number of trade union members that benefited from these workshops reached around 100.		created some resentment and lack of motivation (as reflected by the FP), which may have affected further continuation of awareness raising beyond what was stipulated in the AP. As such the impression by its FP seems to be that GFTU considers its role completed and done by the end of the AP / CP. At the end of the AP it is unclear whether the 45 action committee members are engaged in any activities regarding ECL or have a clear mandate by the organization to continue with awareness raising activities.	action committee members, and the 100 trade union members in the three governorates need to be trained further in CL issues through the refresher training workshops.
5. Chamber of Industry	-The FP within JCI plus 2 supporting staff in Zarka and Irbid. - A core group of 18 Trainers were capacitated	A group of about 180 members representing the different chambers of industries have been	-Nine awareness raising workshops were carried out in Amman, Irbid and Zarka, 2 of them were carried out in Sahab industrial Zone for the Garage workshop owners that employ working children as revealed in the data collection	The FP for the ECL program within JCI has retired. However JCI has extended his contract for another year.	The JCI contributed a positive role to the CP. He sometimes attended NSC meetings. His knowledge and insight is valuable to the project and to JCI's involvement. Hence it is important to involve him further in any new

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
	within the Jordan Chambers of Industry on the issue of child labour.	capacitated on the different issues of child labour. Together with the main partners who are directly involved with this issue as - MOL, MOE, MOSD, NGO's, human rights activists, physiologists and the family protection unit..	process carried out by JOHUD in collaboration with MOL in Sahab area. - The circulation of the Ethics of Conduct manual among the different chambers of industry and follow up on this issue will be under- taken in the coming couple of months.		phase especially in the suggested national CL Task Group that JCI is suggesting to capture his knowledge and experience. Furthermore, the FP managed to make a dossier of all newspaper items (clippings) on CL. That needs to be documented with regard to the progress (or problems) CL issues in Jordan and can form the basis for a CL NEWSLETTER.
6 JOHUD	-1500 working children under the age of 16 removed from labour and provided with alternative social and economic opportunities - 500 siblings of working children under the age of 16 were prevented from the risk of	- 1Project Manager for the centre. -Head of Councilors. 3/reaserchers/c ouncilors. - Four teachers with different specializations seconded from the Ministry of Education. - Liaison officer to	- Data collection is an ongoing process since the early implementation of this program it is regularly fed into the data base recently established within the SSC the number of children that were covered and provided with a pamphlet about the services that the social Support Centre is providing reached more that 1328 working children as a first step to withdraw them completely. - Networking with local	The JOHUD pilot project in Sahab is in its infant stage; it will serve as a pilot/model for replication in other pockets of poverty and communities where CL is prominent. The life of the project was relatively short however the coordination between the SSC and CDC staff as well as other contributing partners is	As mentioned in the MOSD section, the Sahab pilot project needs to be analyzed and evaluated in the short term to define the operational components of a "pilot model" project for replication into other communities. The database of the Sahab pilot project needs to form a major component of analysis toward the design of the CLM system.

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
	<p>becoming child labourers.</p> <p>- 200 young workers (16 – 18) retrained and protected at work 1000 members of families of working children / children at risk; (mostly mothers) provided with enhanced livelihood opportunities (economic and social).</p> <p>-80 mothers with small children provided with access to affordable KG</p>	<p>follow up on program development, monitoring, evaluation and are responsible of the centre's referral system.</p> <p>- Assigning three specialized labour inspectors to carry out monitoring and referral system.</p>	<p>NGO's that provide similar services was enhanced during this reporting period namely the Woman's coalition Committee and Sahab Local Society for Development were 3 classes were opened within this society for the homebound girls that were drawn out of school at an early age due to the conservative mentalities of the parents, or to help the family as caregivers of younger siblings. The courses consisted of the following:</p> <p>a. Illiteracy classes</p> <p>b. Vocational basic skills in Beauty Salon services- based on a needs assessment survey carried out prior to opening these facilities</p> <p>-c. Tailoring and basic information in sewing</p> <p>The total number of the girls who benefited from these services reached around 89.</p> <p>-Needs assessment research about the financial status of families is carried out regularly on weekly basis in cooperation with the National Aid Fund that operates within the MOSD. During which</p>	<p>professional and commendable.</p> <p>The FP at the SSC has been well invested in and gained knowledge and experience in handling the project and that needs to be capitalized on.</p> <p>She is a staff member at ZENID and the SSC needs to ensure that she stays at SSC.</p> <p>Operationally the types of vocations provided by the VTC programs to children (mostly boys) are limited. Furthermore, the handicraft and vocational training provided to girls is 'traditional' and does not necessarily equip them with marketable skills (for girls over 16, assuming they are allowed to work under their socio-cultural conservative conditions).</p>	<p>In cooperation with VTC and JCI, and policy directive and support of NSC, the types of vocations provided by VTC needs to be expanded and designed according to labor market demand.</p> <p>The literacy program provided to long-term drop-out girls needs to be expanded through a "child-to-child" information campaign with certain "in-kind" incentives to student girls to recruit more drop-out and home-bound girls and working girls.</p> <p>Girls need to be encouraged to venture into and get training in new types of vocations (apart from the traditional non-saleable items like artificial flowers). VTC need to provide (and upgrade) the available sewing classes to industrial sewing options for girls.</p> <p>An agreement with MOL is in process to continue the funding for the SSC beyond the life of the CP.</p>

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
			<p>families are targeted in their households to find about their economical status so far 27 families started to get financial aid and another 15 families were linked to the Princess Basma 'Welfare Campaign' and will be provided with small funds to start small projects as an alternative to the child work.</p> <p>- Continue to carry out counseling services to the children- group and individual counseling for abused cases; some of which were reported the Family Protection Unit within the Police Department. Follow up on such cases is carried out by the counselors at the SSC.</p> <p>- Recreational services included visits;</p> <p>a) To cultural centers were children are exposed to using libraries and see some cultural events. b) Visits to some well known geographical locations in Karak, Alghor and Madaba. c) Camping in Aqaba for 3 days in cooperation with Prince Hassan's Award- An international Award - that</p>	<p>Sahab SSC enjoys the attention and support of JOHUD with its management capacity and credibility at the national level. Moreover JOHUD has outreach capacity (50 centers nationally) which could be served gradually to expand ECL services at a wider scale.</p> <p>GAM's contribution to the rehabilitation of the Sahab SSC addresses a healthy environment which is both a good recreational ground for the children, as well as a model to instill the values of respecting nature and protecting the environment.</p> <p>The SSC model observes the gender composition of targeted children in as much as is possible within this "conservative"</p>	

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
			<p>aims at building capacities of youth to address different social issues and enhance their self-esteem and sense of belonging. During the camp children were trained by national trainers on different topics; My Ethics, Self Esteem, Positive attitudes to solve problems, healthy styles...During this camp children went on a marine journey to discover the bottom of the Red Sea; this activity was completely covered by the Governorate of Aqaba. Children were provided with participation certificates duly signed by JOHUD and the ILO/IPEC; in a small ceremony attended by the Mayor of Aqaba. The number of children into these services reached around 290 participants.</p> <p>-Coordination and cooperation between main stakeholders is enhanced through regular meetings of The National steering and Local Steering Committees.</p> <p>- Carry out several raising awareness workshops to the</p>	community – observing the prevalent cultural norms.	<p>The CLMS should have gender desegregations built into it so monitoring can report the targeting for boy and girls to keep track of the gender composition and ensure that girls are always targeted. Similarly for the parents and siblings of the targeted children.</p>

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
			<p>working children and their families regarding the hazards of dropping out of school to labour market at an early age, SCREAM modules and Basic life Skills were incorporated into it. Information on hygiene, nutrition, family health, child care and family planning services were also provided to 1000 of the families, including around 55 families through the CDC in Sahab with pre-school services that will ensure protective measures against early drop out from school.</p> <p>-Providing Vocational services for males through the Vocational Training Centre in 2 streams: a) for those children between the age of (13-16) for about 50 children were In house training and vocational training services were provided. b) Around 135 male children between the ages (16-18) were mainstreamed into the on-going training programs according to their needs and capabilities.</p> <p>-Providing Educational support to children through 2</p>		

Action Programme	Achievements as per I/A report or statements made by I/A		Achievements as per project management (Comments, additions)	Comments/observations by evaluation consultant	Proposed follow-up/Next steps
	Target Groups	Other Qualitative			
			<p>programs:</p> <p>a) Illiteracy program the total number that benefited so far from this service is approximately 170</p> <p>b)The Educating Drop out Program in cooperation with MOE to around 50 beneficiaries.</p>		



International Programme on the Elimination of Child Labour
ILO/IPEC

Final version

Terms of Reference
For

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

ILO Project Code	JOR/02/P50/USA
ILO Project Number	P.340.025.14.050
ILO Iris Code	10995
Country	Jordan
Duration	60 months
Starting Date	September 2002
Ending Date	August 2007
Project Locations	National level and selected districts
Project Language	English and Arabic
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$1,000,000

I. 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. The 1990's witnessed increasing awareness of and attention to the child labour situation in Jordan. Although there has been considerable concern about the scale and nature of the problem and significant efforts to fight it, child labour is still a growing problem facing Jordan today. The contributing causes of child labour are generally attributable to interrelated social, cultural and economic issues in the country. IPEC began working in Jordan in 1997 in an effort to help the Government of Jordan gather information on the scope and nature of child labour through the National Study on Child Labour. Based on a series of workshops and seminars organized by the ILO and the National Task Force for Children (NTFC), Jordan ratified Convention No. 182. An agreement between the Government of Jordan and the ILO/IPEC was signed in October 2000 for the implementation of an Action Programme entitled 'Towards the Elimination of the Worst Forms of Child Labour Through the Development of a National Policy and Programme Framework and Enhancing the Capacity of the Government of Jordan. The Ministry of Labour initiated the programme in January 2001. Although previous IPEC support has allowed the Child Labour Unit (CLU) to develop the experience and infrastructure necessary to co-ordinate child labour activities in Jordan at the national level and to support the development of a National Programme and Policy Framework (NPPF or TBP), key stakeholders concluded that further assistance was needed to further strengthen the capacities of the social partners and to revise and to update the TBP/NPPF framework.
3. **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.⁴
4. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. IPEC has worked in various

⁴ More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

countries implementing projects of support to the national TBP. Although the present programme in Jordan was not designed as such it does share similar characteristics in terms of preparation and initial phases in setting up the NPPC and especially IPECs support of the NPPF and its efforts to further elaborate on child labour issues through the NPPF.⁵

5. The present national programme was developed in consultation with governmental and nongovernmental organizations and the United Nations in Jordan. The programme is based on national priorities and needs as outlined in the stakeholders' meeting. The development objective of the programme is to contribute to the elimination and prevention of child labour in Jordan. IPEC assistance was originally scheduled to be provided for a period of three years due to project revisions the project will now run for 52 months. (Start date September 2002 to January 2007). To contribute to the achievement of the development objective the programme will address key upstream issues (policy development and management of change) and provide downstream support, demonstration of projects and capacity development of high-leverage areas. The three immediate objectives that support the development objective are:

Immediate Objective 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 Programme Framework.

Immediate Objective 2: At the end of the programme, the key institutions will have the capacity to address child labour in their programmes and monitor child labour incidences.

Immediate Objective 3: At the end of the programme, replicable models for prevention of child labour and for withdrawal and rehabilitation of working children in Jordan developed and implemented.

Project activities focus on the following components:

- A) Capacity Building
 - B) Advocacy and awareness raising
 - C) Building a knowledge base on child labour
 - D) Direct targeted action with working children and their environment
6. 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 fulfilment 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 project should be analyzed.
 7. ILO Decent Work Country Programmes (DWCPs) are being introduced in 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>

⁵ The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

8. 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 to gradually be introduced in various countries. The draft version of the DWCP document for Jordan has recently become available and is currently being appraised by ILO colleagues before finalisation. <http://www.ilo.org/intranet/english/bureau/program/dwcp/country/arab/jordan.htm>

Background to Final Evaluation

9. 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.
10. Action Programmes implemented by local partners are subject to a regular self-evaluation process depending on duration and size. Action Programmes supply regular progress reports to the project. A quarterly progress report is prepared by the project as a whole.
11. A mid-term evaluation conducted by an independent evaluation team took place in November 2005. The mid-term evaluation recommended that the project be extended to ensure project activities would have the necessary period for implementation. The recommendations of the mid-term evaluation which ranged from recommendations on the focus of the Programme and definition of the approach, coordination and definition of roles and responsibilities, information and knowledge of child labour issues, monitoring, and consolidation of actions to progressively eliminate child labour in Jordan were taken into consideration in the planning of the rest of the project.
12. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. 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.

II. Scope and Purpose

Scope

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

Purpose

14. 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 Jordan, including for future ILO/IPEC support in Jordan. 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

15. 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*.
16. 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 analysing 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.
17. 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.**

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 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 (e.g. Ministry of Labour's Child Labour Unit, Ministry of Education, Science and Technology, trade unions, employers' organizations etc.) 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.
- How effective has the project been at stimulated 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 APs.
- Assess the effectiveness of the action programmes implemented and their contribution to the immediate objectives of the project. Assess the lessons learned from these APs 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 Jordan 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??
- 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.

- Examine how the ILO/IPEC project have interacted and possibly influenced national level policies, debates and institutions working on child labour. How did the project support the government in developing a list of hazardous occupations?
- 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.

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 programme 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 programmes 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 Jordan 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

18. The expected outputs to be delivered by the evaluation consultant are:
 - A desk review
 - An evaluation instrument prepared by the evaluation team
 - Field visits to project sites
 - Stakeholder workshops facilitated by the evaluation team
 - 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
19. 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.
 20. 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.
 21. 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

22. The following is the proposed evaluation methodology. While the evaluation team 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.
23. 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.
24. The evaluation will be carried out using a desk review, field visits to project sites and Amman 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 team will be made up of one international external consultant and one national consultant.

25. The evaluation team 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:

26. The evaluation team will consist of an international evaluation consultant and a national evaluation consultant that previously have not been involved in the project. The international consultant will be the team leader.
27. 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 Jordan
 - ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are 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 and knowledge of Arabic would be appreciated
 - ✓ Experience facilitating workshops for evaluation findings
28. The background of the **national 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
 - ✓ Technical knowledge of child labour in Jordan
 - ✓ Fluency in Arabic and English
 - ✓ Experience facilitating workshops for evaluation findings

Profile	Responsibilities
Team leader/International Consultant	<ul style="list-style-type: none">• Desk review of project documents• Develop evaluation instrument• Briefing with ILO/IPEC-DED• Telephone Interviews with IPEC HQ desk officer, donor• Undertake field visits in Jordan for two week period• Facilitate stakeholder workshop• Draft evaluation report• Finalize evaluation report
Profile	Responsibilities
National Consultant	<ul style="list-style-type: none">• Desk review of project documents• Prepare background note based on desk review• Undertake field visits in Jordan for two week period with team leader• Support and Facilitate stakeholder workshop (incl. report of workshop in consultation with team leader)• Provide input to the draft report in consultation with the team leader

29. 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 Amman and the regional office in Beirut. DED will be responsible for consolidating the comments of stakeholders and submitting it to the international consultants.

Timetable and Workshop schedule:

30. 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.
31. The team will be engaged for *5 work weeks of which two weeks will be in-country in Jordan*. The timetable and schedule is as follows:

Phase	Responsible Person	Tasks
I	Evaluation Consultant	<ul style="list-style-type: none"> ○ Telephone briefing with IPEC DED or in IPEC HQ ○ Interview IPEC HQ and donor ○ Desk Review of project related documents ○ Evaluation instrument based on desk review
II	Evaluation consultant with national consultant and logistical support by project	<ul style="list-style-type: none"> ○ In-country to Jordan for consultations with project staff ○ Field visits to project sites ○ Consultations with project staff ○ Consultations with project partners ○ Consultations with girls and boys, parents and other beneficiaries ○ Workshop with key stakeholders (1 day workshop)
III	Evaluation consultant	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review
IV	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader
V	Evaluation consultant	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included

Phase	Duration	Dates
I	5 work days	August 20-24
II	10 days	August 27-Sep. 7
III	5 days	Sep. 8-17
IV	10 days	Sep. 24-Oct. 5
V	5 work days	Oct. 8-12

Sources of Information and Consultations/Meetings

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

Consultations with:

- Project management and staff
- ILO regional staff
- USDOL
- Partner agencies
- 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

32. 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:

33. The resources required for this evaluation are:

- Fees for 25 days for an independent consultant
- Fees for travel to Jordan and DSA in Amman and field sites 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 Amman 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.

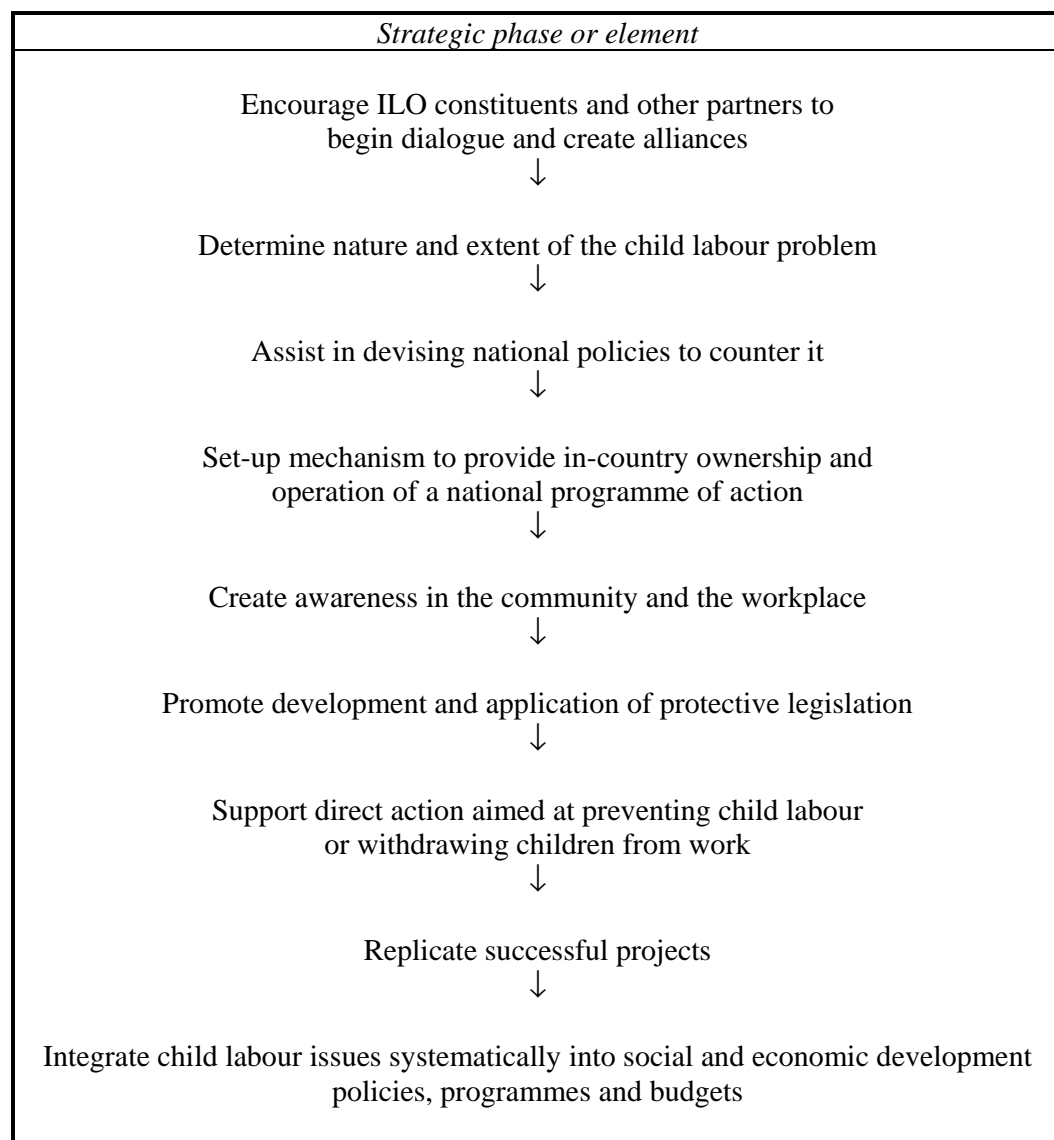
Management:

34. 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 Jordan and ILO regional office in Beirut will provide administrative and logistical support during the evaluation mission.

ANNEX 1 of TOR

ILO/IPEC COUNTRY PROGRAMME APPROACH

Phased, multi-sectoral Strategy



Ongoing Action Programmes

Approved Action Programmes						
Serial No.	Action Programme number (P340.92.235.051 or P340.02.900.050 BL21 Pos 003)	Title of AP and name of Implementing Agency	Amount in US \$	Number of monitoring visits undertaken this year	Start date	Expected completion date
1.	Jordan Chamber of Industry (JCI)	Awareness raising of employers on child labour in particular its worst forms	19,950.65	10	17 th July 2004®	15 th July 2007
2.	Ministry of Education (MOE)	Increasing the attendance, retention and rates of working children in the primary education system	62,158.76	30	14 th Oct 2004®	30 July 2007
3.	Ministry of Labour (MOL)	Enhancing the MOL to combat the worst forms of child labour in Jordan	112.159	180	1st Sept. 2004®	15 Feb 2007
4.	The Jordanian Hashemite Fund for Human Development/JOHUD	<i>An Integrated Area-Based Approach for the Elimination of WFCL</i>	200,000	120	1 st March 2006	30 July 2007

ANNEX 3



INTERNATIONAL LABOUR ORGANIZATION

International Program on Elimination of Child Labour IPEC



Final Evaluation Mission - Agenda *
Aug. 27th – 6 Sept. 2007

Int'l Expert:- Dr. Taghrid Khuri

Time	Organization	Contact Number	
Tuesday, Aug. 21st 07			
9:00	Meeting with Eman Al-Ajam - FP Ministry of Education	+962 6 5607 181 Ext. 334	IPEC Premises
11:00	Meeting with Khalid Habahbeh / FP General Federation of Jordan Trade Union	+962 6 567 55 33 +962 7960 91915	IPEC Premises
Wednesday, Aug. 22nd 07			
12:00	Meeting with Dr Ameen Wereidat Ministry of Labour	+ 962 5802 666 +962 795 634 772	MOL Premises
Thursday, Aug. 23rd 07			
	DESK REVIEW		
Saturday Aug. 25th 2007			

This list is incomplete.. More people were interviewed and the interviews extended to the 9th of September, 2007, with an additional meeting with JOHUD even after that date.

National Programme for the Prevention and Elimination of Child Labour in Jordan
Final Evaluation – September 2007

Time	Organization	Contact Number	
11:00	Meeting with Sec. General Ministry of Labour Meeting with Aseel Medanat / FP Ministry of Labour	+962 6 5802 666	MOL Premises
1:00	Meeting with Moh'd Shahateet Consultant		IPEC Premises
Sunday, Aug. 26th 07			
	DESK REVIEW		
Monday, Aug. 27th 07			
9:00am	Meeting with Rula Bisharat – FP Ministry of Education	+962 6 5607 181	MOE Premises
1:00 – 2:00	Meeting with Abdullah Odeh (FP) & Dr. Zaki Al-Ayoubi Jordan Chamber of Industry	+962 6 4643 001	JCI Premises
Tuesday, Aug. 28th 07 Field Visit - SAHAB			
Wednesday, Aug. 29th 07			
9:30	Meeting with Lara Hussein / NSCA	+962 6 4623490	NSCA Premises
11:00	Meeting with Mr. Mazen Ma'aitah General Federation of Jordan Trade Union	+962 6 567 5533	GFJTU Premises
12:30	Meeting with Tagreed Fakhoury Greater Amman Municipality	+962 6 4636111	GAM / CPI premises

Time	Organization	Contact Number	
2:00	Meeting with Majdi Abu Sa'an Ministry of Labour CANCELED	+962 6 5802 666	MOL premises

Thursday, 30th 2007 , WORKSHOP 9:00 – 3:00pm, Kempinski Hotel

FRIDAY 31st & 1st Sept. SATURDAY WEEKEND

Sunday 2nd Sept. 07			
9:30	Meeting with Dr. Moh'd Al-Kour Ministry of Education	+962 6 5607 181 Ext. 335	MOE Premises
11:00	Meeting with Abed Baset Kabariti Ministry of Interior	+962 777 391 020	MOI Premises
12:00-12:30	Meeting with Khaled Rawashdeh & Moh'd Kharabseh / FP Ministry of Social Development	+962 7965 29909	IPEC Premises

Monday 3rd Sept. 07 Field Visit - ZARQA

Tuesday 4th Sept. 07			
11:00	Meeting with Fahmi Abed Aziz Donor Mapping Consultant	+962 796 486 170	IPEC premises
12:30	Meeting with Moh'd Kharabseh & Khalil Hellalat	+962 777 321 608	IPEC Premises

Time	Organization	Contact Number	
Wednesday 5th Sept. 07			
9:30	Meeting with Maha Homsy / UNCIEF	+962 5502400	UNCIEF Premises
12:00	Meeting with Moh'd Aloush/Khalid Subeh / Department of Statistics	+962 6 5300 700	IPEC Premises
Thursday 6th Sept. 07			
9:30 (to be confirmed)	Meeting with Ibrahim SAIF Consultant	+962 5355 666	Jordan Uni. Premises
11:00	Meeting with H.E. Basem Salem Minister of Labour	+962 6 5817 762 Direct	MOL Premises
12:30	Meeting with Omar Kafaween National Aid Fund	+962 6 5635 430	NAF Premises
	Abu Nijmeh and Rehab Qaddoumi Legal advisors		JOHUD
	Iman Nimri		JOHUD
September 17, 2007	Debriefing meeting with SG MOL; Lara Hussein, NCFA; Mohammad Khawasnet, MOPIC		

ANNEX 4: **Stakeholder Workshop**

This annex provides the proceedings of the stakeholder workshop as well as the list of participants who attended it.

The stakeholder workshop took place on the 30th of August and was attended by 25 participants representing the various implementing agencies (IAs), National Steering Committee members, consultants and researchers. The IPEC Desk Officer and the consultant working on the follow up phase attended as observers. A few participants left after the first introductory session, and some invited members had apologized or missed to attend the workshop. The list at the end of this annex has the names of the participants.

The objective of the workshop was to add to the information gathering and assess impressions of IA staff regarding project achievements, obstacles and constraints to project implementation as well as their views regarding sustainability of the project.

The workshop took place very early on during both the desk review and interview phases, the implications of which are iterated in the latter part of Annex 4.

The workshop started with a welcome and an introductory remark by the IPEC-J National Program Manager (NPM) who explained the purpose of the workshop. The Secretary General of MOL, who also chairs the National Steering Committee, presented his remarks on the CP, its progress, status and the problems it encountered. He explained that more could have been achieved, however he emphasized the importance of the learning and experience gained during the life of CP and the commitment of Jordan to address and eliminate child labor. He thanked ILO/IPEC for supporting Jordan in its pursuit to combat child labor.

The evaluator facilitated the workshop; she explained the process and objectives of the final evaluation exercise. She designed the workshop into three parts, whereby the first part collected information on the achievements of the CP by the participating IAs and partners; the second part identified the problems and obstacles faced during implementation (internal factors); and the third part addressed the challenges faced during the life of the CP (external factors).

The methodology of the workshop was participatory whereby the participants were divided into working groups to address each of the areas. They deliberated in the small groups and presented their answers and findings on cards that were shared with the whole group of participants. Discussions followed at the end of each part: achievements, obstacles, and challenges. A final open discussion ensued that also addressed the elements of continuity and sustainability of the project.

The participants seemed content with the organization of the workshop; many commented that they were enthused by its participatory methodology of mutual learning.

Below is a list of the problems and constraints as identified by the workshop participants (organization acronyms are between brackets of those who quoted the related obstacles), and are subdivided into topical areas. These findings are elaborated in the main evaluation report under thematic areas. Moreover, other sections of achievements and elements of sustainability as provided by the workshop participants are also mainstreamed in the main report in addition to the evaluator's assessment and analysis.

Human Resource (staffing and remuneration):

The MOL/CLU claimed the CLU staff is not enough (in numbers) (MOL).
Inadequate funds for remuneration of CL workers/staff (MOE, JCI, MOSD, GAM, GFTU).
Teachers, principals of MOE (and CL staff) are not paid over-time for extra over-time work (MOE, JCI) or reimbursed for expenses related to the project.
Lack of properly qualified and adequately trained ECL staff / human resource (MOSD, GAM).
Insufficient staff to address and monitor CL; lack of training and low competence in the knowledge of ECL methodologies (MOSD)
Not enough inspectors to monitor incidences of child labor (GFTU, JCI, MOE).

Financial Management:

Lack of flexibility within CP budget (MOL/CLU)
Delays in disbursement of AP funds; and
low responsiveness and cooperation from IPEC-ROAS (MOL, GFTU, MOE).

Programmatic/Operational:

No national statistical study to assess the size of CL in Jordan (JCI).
Lack of understanding and research into the "root causes" of CL (social, economic family conditions, educational) (JCI).

(Traditional) teaching methods not conducive to learning (GFTU).
FPs and educational facilitators revert to traditional teaching methods (MOE).

Lack of government programs for child PROTECTION (GFTU).
Inadequate legislative enforcement mechanisms for parents to return their drop-out (or 'street') children back to school (MOL, MOE, JCI, GAM).
No financial alternatives for families of working children (MOE, JCI).
No M&E of implemented APs (GFTU).

Poor networking and coordination between the line ministries and CSOs and lack of coordination among CSOs. (MOE, JCI).
Lack of coordination between MOL, MOE and NAF and MOH; need for task forces to address CL issues (JCI, GAM).
Lack of monitoring and evaluation mechanisms for AP implementation results (GFTU).

Absence of follow-up and monitoring mechanisms for rehabilitated children and their families (GAM).

Higher GAM authorities' limited cooperation in CL issues.

Street children's non-committal to Drop-out Education program (GAM), and repeat drop-out.

High turnover of non-formal education staff and volunteers (GAM).

Poor role of implementing agencies in the (networking and) exchange of other ECL experiences (MOE).

Inadequate media coverage to raise awareness on CL; negative role of Media (GFTU).

Celebrations and functions (e.g. school plays, World Day against CL) take place during school days or examinations (MOE).

Attitudes toward CL:

Society turns the eye to the CL problem (GFTU)

CSOs and NGOs absent role in 'education: *life skills*' for children and in instilling good values (GFTU).

Passive role of the Educational institution to instill the positive values of 'work' and negative values of 'child work' in the curriculum (MOL).

Parents' low levels of awareness regarding child rights and child labor (MOE).

Employers' lack of interest in CL problem (they contend they have to address more important problems) and difficulty of changing their mind-set (JCI).

Difficulty of convincing employers not to hire children (JCI, GFTU).

Economic Factors:

Economic factors of not relating HH income to inflation rate (cost of living):

"Poverty leads to CL" (GFTU).

Problems cited by JOHUD:

The time allowed for JOHUD AP is too short; and signing the agreement with Govt took a very long time.

VTC supervisors refuse to work with, and mainstream, working children.

VTC does not provide a variety of occupational training options to withdrawn and rehabilitated children.

Inability of children to attend other VTC centers (only those available in Sahab);

And VTC supervisors would not accept working children in VTC programs.

Employers did not commit to attending awareness-raising workshops designed for them.

No Drop-out Education classes for girls in Sahab (very conservative society) and MOE has limited resources to mobilize trained teachers from Zarqa to cover Sahab (suggest: move funds from National Agenda: proposal by MOL) (MOE).

Lack of accredited teachers for girls education in Sahab for girls to get official certification (MOE).

LIST OF WORKSHOP PARTICIPANTS

Name	Organization
1. Aseel Medanat	Ministry of Labour / Focal Point
2. Majdi Abu Sa'an	Ministry of Labour / Focal Point
3. Ameen Wereidat	National Steering Committee (did not attend)
4. Eman Al – Ajam	Ministry of Education / Focal Point
5. Rula Bisharat	Ministry of Education / Focal Point
6. Khaled Hababbeh	General Federation of Trade Union / FP
7. Abdullah Odeh	Jordan Chamber of Industry / Focal Point
8. Abeer Breem	Jordanian Hashemite Fund for Hum. Dev. / FP
9. Moh'd Shahateet	National Consultant
10. Khalid Rawashdeh	National Steering Committee MOSD
11. Moh'd Kharabseh	Ministry of Social Development / Focal Point
12. Fahmi Abed Aziz	Donor Mapping Consultant
13. Abed Baset Kabariti	National Steering Committee MOInterior
14. Tagreed Fakhoury	National Steering Committee GAM (did not attend)
15. Lara Hussein	National Steering Committee NCFA (attended first part)
16. Moh'd Aloush	Department of Statistics
17. Adnan Abu Ragheb	National steering Committee JCI
18. Lubna Shadeh	Jordan Chamber of Industry / core group
19. Dr. Huseein Shafa Amr	Jordan Chamber of Industry / Core group
20. Majed Habashneh	Ministry of Labour SG – Chair of NSC
21. Researcher	Department of Statistics (DOS)
22. Researcher	National CL Survey (DOS)

ILO Staff

- | | |
|--------------------|---|
| 1. Taghrid Khuri | Final Evaluation consultant /
workshop facilitator |
| 2. Hayat Osseyran | Design Consultant |
| 3. Laurence Dubois | IPEC-HQs Desk Officer |
| 4. Lana Ma'ayeh | IPEC-J finance Assistant |
| 5. Nihayat Dabdub | IPEC-J NPM |

Apologies

- | | |
|------------------------|----------------------------------|
| 1. Dr. Moh'd Al- Okour | Ministry of Education NSC member |
| 2. Maha Homs | UNICEF NSC member |

