



International Programme on the Elimination of Child Labour (IPEC)



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Towards a Child Labour- Free Philippines: Supporting the “Philippine Program Against Child Labour” in Building on Past Gains and Addressing Challenges

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**An independent mid-term evaluation by a team of external
consultants**

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants¹. The field mission took place in June and July 2012. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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List of acronyms

4 Ps	<i>Pantawid Pamilyang Pilipino Program</i> (A conditional cash transfer program)
ABK2	Combating Child Labour Through Education in the Philippines: The ABK Initiative Phase 2
AP	Action Programme
ALS	Alternative Learning System
BCA	<i>Barangay</i> Children's Association
BCPC	<i>Barangay</i> Council for the Protection of Children
BHW	<i>Barangay</i> Health Worker
Brgy	<i>Barangay</i> : The smallest administrative unit in the Philippines. Usually a village or ward
BWSC	Bureau of Workers with Special Concerns
CCPC	City Council for the Protection of Children
CCT	Conditional Cash Transfer
CDW	Child Domestic Work
CLKSS	Child Labour Knowledge Sharing System
CSEC	Commercial Sexual Exploitation of Children
DBMR	Direct Beneficiary Monitoring and Reporting
DepEd	Department of Education
DILG	Department of the Interior and Local Government
DOH	Department of Health
DOLE	Department of Labor and Employment
DSWD	Department of Social Welfare and Development
ECOP	Employers' Confederation of the Philippines
EFA	Education for All
EIA	Evaluation and Impact Assessment section ILO-IPEC
FFW	Federation of Free Workers
GPRA	Government Performance and Results Act
IA	Implementing Agency
ILO	International Labour Organization
ILO-IPEC	International Labour Organization's International Programme on the Elimination of Child Labour
KaSaMa	<i>Kabuhayan para sa Magulang ng Batang Manggagawa</i> (Livelihood for the Parents of Child Laborers)
LCPC	Local Council for the Protection of Children
LGU	Local Government Unit

M&E	Monitoring and Evaluation
MCPC	Municipal Council for the Protection of Children
MOA	Memorandum of Agreement
MOU	Memorandum of Understanding
MTE	Midterm Evaluation
NCLC	National Child Labour Committee
NEDA	National Economic and Development Authority
NGO	Nongovernmental Organization
NHTS	National Household Targeting Survey
NPACL	National Program Against Child Labour (predecessor to the PPACL)
NSO	National Statistics Office
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OSH	Occupational Safety and Health
PC	Provincial Coordinator
PCLC	Provincial Child Labour Committee
PCPC	Provincial Council for the Protection of Children
Php	Philippine Peso
PMP	Project Monitoring Plan
PPACL	Philippine Program Against Child Labour
PTBP	Philippine Time-Bound Program
RA	Republic Act
RCLC	Regional Child Labour Committee
RSCWC	Regional Sub-Committee for the Welfare of Children
SBM-QAT	<i>Sagip Batang Manggagawa</i> -Quick Action Team (Inter-agency child labour rescue team)
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SK	<i>Sangguniang Kabataan</i> (Youth Council)
SOC	Survey on Children
SPIF	Strategic Programme Impact Framework
TBP	Time-Bound Program
TESDA	Technical Education and Skills Development Authority
TUCP	Trade Union Congress of the Philippines
TOR	Terms of Reference
TPR	Technical Progress Report
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor

Executive Summary

The mid-term evaluation of the project “Towards a Child Labour-Free Philippines: Supporting the ‘Philippine Program Against Child Labour’ in Building on Past Gains and Addressing Challenges” implemented by the ILO International Programme on the Elimination of Child Labour (ILO-IPEC) was carried out by an independent consultant team in June and July 2012. The project duration is from September 30, 2009 to September 30, 2013 and is funded by the United States Department of Labor (USDOL) with a grant of US\$4,750,000.

The project’s development objective is to contribute to the Philippine Program Against Child Labour’s (PPACL) goal to reduce by 75 % the worst forms of child labour by 2015 through the prevention, protection, and reintegration of child workers into a caring society.

The project seeks to achieve this objective through the immediate objectives:

1. By the end of the project, information on child labour will feed into national and local child labour policy and programme design, implementation and evaluation.
2. By the end of the project, the national and local child labour committees and social partners have clearer mandates and responsibilities and improved capacities for policy development, enforcement and child labour monitoring.
3. By the end of the Project, models to withdraw and prevent children at-risk from working are developed, piloted and documented.
4. By the end of the Project, the child labour agenda is made an integral part of national development frameworks and local development programming; with local governments supported in coordinating resource allocations for child labour actions.

The project operates at national level and in the provinces of Bukidnon, Masbate, Northern Samar and Quezon. Under its area-based component, the project targets a total of 9,350 children for withdrawal and prevention from child labour through the provision of education and non-educational services. This number includes 6,000 children targeted for withdrawal (through removal and protection) and 3,350 children for prevention from engagement in child labour.

The mid-term evaluation addresses the relevance of the design, achievement of the objectives, management efficiency, and sustainability; and provides recommendations for the current project and future projects. The scope of the evaluation encompasses all project activities from its start to the time of the evaluation.

Evaluation Findings

Relevance of the design

The project design responds to a national context in which efforts to combat child labour have reached a level of maturity over the past two decades, especially in terms of legal frameworks and national machinery to address the issue. Child labour continues to be widespread, however, fuelled by persistent poverty and underemployment. The project represents the second ILO-IPEC support to the national time-bound program for the elimination of child labour in the Philippines. As such, it builds on the achievements of the first IPEC Project of Support to the Philippines Time-Bound Program (2002-2007),

which included wider public acknowledgement of the existence of child labour, private sector interest in combating child labour and the development of a new strategic framework for national action represented in the Philippine Program Against Child Labour (PPACL). The design of this project is linked directly to the strategic directions of the PPACL. Its four objectives each support one or more of the five PPACL strategic directions: 1) Establishing a multi-level information system; 2) Intensifying strategic partnerships, advocacy and action at all levels; 3) Improving access to quality and integrated services; 4) Mainstreaming the child labour agenda in development policies and programs at all levels, and 5) Strengthening enforcement and compliance with relevant laws and policies.

In support of the strategic goal of mainstreaming child labour into development planning, the project designed a sustainability component as a cross-cutting objective, which addresses institutional and resource sustainability for child labour concerns, and also combines outputs on enforcement and awareness raising. This is considered by the evaluation as a relevant approach to ensure that the project is closely aligned with the PPACL, especially in relation to strengthening the capacity of the duty bearers at national and local levels to work in a more coordinated way to address the issue; and the provision of a sound knowledge base to help guide policy decisions on combating child labour. However, from a project design perspective the inclusion of the sustainability component has led to some lack of clarity between activities under the effective partnerships and sustainability immediate objectives.

One flaw in the design noted in the evaluation relates to the area-based service delivery component. The immediate objective proposes to develop, document and pilot models of child labour monitoring and integrated service delivery. However, the design does not elaborate how the piloting process should be carried out, the extent to which models should be guided or locally developed and “organic”, and the intended process for assessing and disseminating models. A further observation of the evaluation is that while the project document expands upon low incomes and insecure livelihoods, especially among agricultural families, in explaining the situation contributing to child labour, support to livelihoods does not take a sufficiently central place in the design of the area-based interventions.

Progress towards achievement of objectives

The project was delayed by eight months in commencing, due in particular to the slow process of recruiting the Project Manager and Senior Programme Officer, who commenced in April 2010. The full complement of Manila-based and provincial staff was not in place until July 2010. This has reduced the implementation time available to the project, and has put the project management staff under considerable pressure to catch-up with planned outputs and activities. The team have managed to catch-up with the schedule for most of the outputs under the knowledge management and effective partnerships components, according to the workplan revised upon the project inception. However, the area-based direct actions aimed at withdrawing and preventing children from engagement in child labour have only been underway for an average of six months, and beneficiary children have only been reported as receiving services and withdrawn or prevented from child labour since March 2012. This also means that the time for the implementing partners – provincial and municipal government agencies, non-government agencies, private sector organisations and academic institutions - to see their models developed in full is less than intended in the design.

Improving knowledge management: The project has made tangible and valued contributions to the national state of knowledge and tools for managing knowledge on child labour. It has provided technical support and funding to the creation of an interactive and user-friendly website portal known as the Child Labour Knowledge Sharing System (CLKSS), which is managed by the Department of Labour and Employment (DOLE) through the Knowledge Management Sub-Committee under the National Child Labour Committee (NCLC). The multiple purposes of this system are to inform policy makers, serve communities of practice and the general public, and provide a facility for reporting child labour incidents.

Some of the facilities are still under development, but site visit data indicate a growing usage. Further enhancements of the site are planned through its on-going evaluation. The project also provided funding and technical support to the updated national Survey on Children by the Philippine National Statistics Office. The preliminary results of the survey released to coincide with the World Day Against Child Labour in June 2012, fill a critical gap in knowledge about the incidence of child labour in the country. The dissemination of these results has also generated renewed and heightened concern about the issue.

Strengthening partnerships: The project has been steadily contributing towards the more effective functioning of the NCLC. The organizational set-up of the NCLC was assessed through consultancy engagements, producing guidance that resulted in a re-organization and rationalization of the thematic sub-committees, under oversight of the Program Management Coordinating Committee, which functions as a technical working group. The project has also helped to crystallize the realization by members of the NCLC that a Presidential Executive Order is needed to give the NCLC a legal mandate and a more clearly defined guidance authority in relation to the provincial and city/municipal child labour committees. A request for the Executive Order is now with the DOLE Undersecretary for Workers' Protection. Through consultancy studies commissioned by the project, an organizational diagnosis was completed and an associated institutional development strategy is about to be rolled out. The project has also strengthened horizontal coordination at the provincial level and assisted in the formal establishment of Provincial Child Labour Committees (PCLCs) in the four target provinces. There remain challenges on the ground, however, to the realization of strong coordination on child labour between agencies at the provincial level, due to the lack of dedicated human resources to focus on the issue.

Through the Employers' Confederation of the Philippines (ECOP) initiative supported by the project, the contribution of employers' groups to direct corporate social responsibility initiatives to communities where child labour is prevalent and provide assistance to children at-risk in the form of scholarships has seen substantial progress. ECOP has promoted voluntary Codes of Conduct on child labour among its members and has carried out a series of trainings to promote action and awareness among business groups.

The project has recently signed an action programme with the Federation of Free Workers (FFW), and an action programme with the Trade Union Congress of the Philippines (TUCP) is under development to strengthen the role of the unions in child labour advocacy and workplace monitoring. The commitment of representatives of these organisations to addressing the issue was evident in the stakeholder consultations but it was too early for the evaluation to assess the effectiveness of the action programmes.

Area-based services for children and their families: The area-based service delivery strategy is endorsed by the evaluation as an effective approach to identify and serve children found in any sector of child labour. The coordination of education, health, counselling and other relevant services is also considered a potentially effective strategy, linked with child-labour monitoring and individual needs-based assessments. In terms of progress, the baseline survey was completed in February 2011, identifying a master list of child beneficiaries. The verification of this list is nearing completion. Education and parental counselling services are beginning to be provided in each of the provinces. However, in two provinces, progress in developing models and assisting children to access education and other services is lagging behind the workplan. The evaluation found that the frameworks of the child-labour monitoring and service delivery coordination were well articulated, but the experience in implementation is yet to be proven effective in serving the needs of the children. The evaluation noted however, that there is a strong sense of will and support for the initiatives among participating agencies at provincial, municipal and barangay levels in most of the sites visited. There is also a strong sense of ownership exhibited by the government implementing agencies, which augurs well for sustainability. However, project staff funded through the project have not always been selected with due care to the requirements of the positions, and there are early signs that the performance of some action programmes may suffer as a result. The evaluation observed that the child labour monitoring and service delivery pilot models deserve systematic

documentation as they progress, especially providing comparative analysis of child labour monitoring systems, and that a process for assessing the effectiveness of models as implemented differently in different locations should be established, against an agreed set of criteria. A number of highly motivated community leaders, barangay captains and school principals and teachers were met, who were for example, developing their own local approaches for gaining private support for children to go to school, and involving youth in child labour advocacy. Other tangible outcomes to date are the Sugar Farm Management Curriculum in Central Mindanao University in Bukidnon, serving the children of plantation workers.

The project has embarked on a Value Chain Assessment approach to promote sustainable livelihoods for families of the child beneficiaries in each province. This is an innovative direction in the Philippines. It remains for the project to expedite these initiatives to see the benefits materialise for the families and the children withdrawn from child labour.

Sustainability through mainstreaming and legal frameworks: To date the project has succeeded in introducing some new approaches and program analysis skills to local government units to help them identify where and how child labour concerns can be addressed in their regular programs. This is critical in a complex and devolved local planning environment, where local government is expected to make multiple program plans under the Local Government Code. The studies by the Community Based Monitoring System (CBMS) network and associated training and seminars in using the CBMS survey tool have provided a rich source of information. It is yet to be seen as the project evolves, how many municipality and city and barangay local government offices will include child labour in their budgets for children, but a number have made plans to do so already.

The outputs on legal framework development, in particular, the work by the Institute of Labour Studies to study child labour in agriculture and revise the DOLE Department Order No. 4 listing of hazardous work for children aged 15-17 years, has just recently commenced.

Also intended to be implemented under this objective are communications and advocacy campaigns in the project sites. An action programme has commenced for one communications strategy to be implemented in Northern Samar. However, the plans for the other three provinces were not clear to the evaluation, and there appeared to be some doubt over the available budget to roll-out these campaigns.

Management arrangements and efficiency

The project is considered by the evaluation to have a strong and efficient management structure. The balance of national staff and local provincial coordinators is considered effective. The use of the budget is considered efficient compared with other child labour elimination projects, in terms of the achievements of the project, which encompass major national and local institutional outputs as well as direct service delivery to 9,350 child beneficiaries.

Sustainability and Replication

A strength of the project design as a whole is that strategies for sustainability are embedded within each objective. However, the project document lacks a formal exit strategy and a detailed strategy is not yet in evidence. The current workplan allows time for phase-out activities following the closure of action programmes, but it is considered critical by the evaluators that a fully-fledged exit strategy be developed, including the process for documenting and disseminating lessons learned from the area-based service models and other interventions. The evaluation notes that there are key opportunities to share the good practices of the project in tackling child labour in the sugarcane industry with the ABK3 LEAP (Livelihoods, Education, Advocacy and Protection to Reduce Child Labour in Sugarcane) project, led by

World Vision, which has recently commenced under USDOL funding. The management staff of both projects expressed willingness to cooperate but in-depth discussion has not yet taken place.

Recommendations

The evaluation puts forward the following recommendations that are considered critical for the project to meet its objectives. Further recommendations relating to each of the Immediate Objectives and to future child labour projects are provided in chapter VII:

1. Given the overall delays in the project start-up, and the slow progress of the action programmes in Bukidnon and Northern Samar, the project faces serious challenges in meeting its quantitative and qualitative targets under Immediate Objective 3 within the project timeframe. The project should consider requesting a no-cost extension of at least six months, depending on budget available, to enable the full roll-out of the action programmes, and to enable the assessment and dissemination of the models implemented. To support a request for a no-cost extension, the project needs to undertake a close review of the work plan and current state of progress.

In the event that a no-cost extension is not possible, the project should revise the implementation strategies per province, prioritising support to the value chain work for livelihoods development; and in Bukidnon and Northern Samar in particular, consider ways that the Provincial Coordinators can take a more proactive role to expedite progress of the action programmes that are delayed.

2. The project management staff, with the support of the HQ Desk Officer, should review the workplans and progress of the action programmes that are falling behind schedule, especially those in Bukidnon and Northern Samar, and if a no-cost extension is granted, no-cost extensions should be provided to those action programmes and others that are deemed to require more time for their benefits to be demonstrated.
3. Following the mid-term evaluation, it is recommended that priority be given to developing a detailed exit-strategy to be implemented during the final six months of the project, including plans for phasing out technical support to the action programmes.
4. The project management team should revise the outputs of Immediate Objective 3 to enable the systematic documentation and assessment of the models of child labour monitoring and integrated service delivery piloted, identifying the key elements of successful models; and should allocate resources for exchange workshops to discuss and disseminate those models deemed successful as part of the exit strategy.

Specifically, in determining the models that are to be recommended for continuation beyond the project, adaptation and national replication, the project needs to conduct a comparative analysis and documentation of the models and how they were implemented.

5. As part of the planning for the remainder of the project following the MTE, the project team should take stock of the communications strategies implemented against those originally planned, explore cost-efficient strategies to enhance communications and awareness raising efforts across all target provinces, and in the provinces where resources are not yet allocated, together with partners look at options to raise alternative resources for communications campaigns.

6. In the case of the Bukidnon provincial government action programme, the project management staff should closely monitor the handling of performance management of the recruited staff, and provide support to the implementing agency to take action if the performance of the staff member does not meet the requirements of the position terms of reference within an agreed timeframe.
7. It is suggested that the Project Manager provide an update to USDOL in the TPR following the MTE on any revisions in strategy, including specific information on plans for catching up in the two provinces that are behind in terms of child beneficiary withdrawal and prevention.

1. Evaluation objectives and methodology

1.1 Objectives and Scope

1. The mid-term evaluation of the ILO-IPEC project Towards a Child Labour-Free Philippines: Supporting the ‘Philippines Program Against Child Labour in Building on Past Gains and Addressing Challenges’ was commissioned by the Evaluation and Impact Assessment (EIA) Section of ILO-IPEC. A mid-term evaluation is specified as a requirement under the cooperative agreement between the U.S. Department of Labor (USDOL) and the International Labour Organization’s International Programme on the Elimination of Child labour (ILO-IPEC) and is also a requirement under ILO evaluation policy. The project commenced on September 30, 2009 and is due for completion on September 30, 2013. The mid-term evaluation was originally planned for May 2012 but was conducted in June and July 2012, to fit with key project activities taking place, including the World Day Against Child Labour celebrations in June 2012.
2. The mid-term evaluation is intended to provide all stakeholders with information to assess and revise, as needed, work plans, strategies, objectives, partnership arrangements and resources to enhance performance in the remainder of the project.
3. As provided by the Terms of Reference, (Annex A), the evaluation is intended to address the achievements of the project and its contribution to the overall national efforts to achieve the elimination of the Worst Forms of Child Labour.
4. The objectives of the mid-term evaluation are the following:
 1. To review the on-going progress and performance of the project (the extent to which immediate objectives have been achieved and outputs delivered);
 2. To examine the likelihood of the project achieving its objectives;
 3. To provide recommendations for the remaining period of the project that will improve delivery and sustainability of outputs and objectives;
 4. To identify emerging potential good practices.
5. The evaluation considers the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for the current project and future programmes. Its scope includes all the activities that have been implemented since the start of the project to the time of the field visit in July 2012.
6. As guided by the Terms of Reference, the evaluation assesses the project under the themes of relevance– including the relevance of the design and implemented strategies; effectiveness– implementation and achievements of objectives; efficiency; and sustainability.
7. The evaluation TOR suggested a list of specific questions to be considered within these themes. These questions are addressed in Sections III to VII of the report. Annex B (Evaluation Instrument) provides a matrix of the questions, showing the sources of information to be used and the main stakeholders involved.²

² The adjustments to the questions made by the team leader were presented in the Inception Report July 3, 2012 and reflected in the Evaluation Instrument.

1.2 Methodology

1.2.1 Process

8. The evaluation was carried out through the following main steps:
 1. Review of project documents and reports and other related literature; development of the methodology; development of a draft field itinerary in consultation with the project management staff, and briefings with IPEC HQ and regional staff, and USDOL (18 June to 3 July, 2012).
 2. Consultations, interviews and field visits with key stakeholders in the Philippines (5 -20 July 2012).
 3. National Stakeholders' Workshop (20 July 2012).
 4. Preparation of a draft report and circulation to key stakeholders (8 August 2012)
 5. Preparation of the final evaluation report, responding to comments from the key stakeholders (24 September 2012).

1.2.2 Approach

9. The evaluation was carried out by an external team comprising a Team Leader and a National Consultant. The team was independent of any organizations directly related to the project and the evaluation was conducted through an independent process – members of the project staff were not involved in interviews with other stakeholders and beneficiaries.
10. The evaluation is focused on an assessment of the project's achievements as documented by the project, the effectiveness of interventions as judged from a variety of stakeholder perspectives, and the outcomes for beneficiaries and other stakeholders. The data used are primarily qualitative; however, the evaluation also draws on quantitative project monitoring data in reviewing the project's outcomes.
11. The evaluation team used participatory methods to the greatest extent possible. Efforts were made to include the voices of parents and children and the general participation of beneficiaries. The team also used child-friendly and child-sensitive approaches when children were interviewed or met.³ Gender responsiveness and sensitivity were integrated in the evaluation approach—for example, through enabling girls, boys, men, and women to participate actively and equally in focus group discussions, as well as through attention to gender in the data analysis.⁴
12. Interpreting between English and Filipino language was provided by the National Consultant, except in Bukidnon province, where Cebuano is the common dialect, where the project provided an interpreter to join the team. The evaluation also took care to respect cultural diversity, diversity in religious faiths and in sexual preference. High standards of confidentiality were observed related to sensitive information and opinions elicited during individual and group interviews.

³ Reference was made to the following ILO-IPEC guideline: "Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour." This can be found at <http://www.ilo.org/ipecinfo/product.do?productid=3026>. For example, children were met in small groups rather than individually; questions were formulated in age-appropriate language; and participatory methods were included, such as inviting the children to draw pictures to express their current involvement in work and school and their future aspirations, a simplified version of the "Johari window" technique.

⁴ The evaluation team observed the requirements of ILO Guidance Note 4 on gender concerns in evaluations.

13. A broadly consistent approach was followed across project sites visited, with adjustments made for the different actors involved, activities conducted, and progress of implementation in each locality.

1.2.3 Preparation and desk review

14. A desk review was undertaken by the evaluation team prior to the field visit of material including the project documents, technical progress reports (TPRs), action programme (AP) documents, monitoring and evaluation plans as well as relevant materials from secondary sources. The list of documents reviewed is provided in Annex C. The preparation also included briefings with USDOL, IPEC officers in Geneva HQ and the regional ILO office in Bangkok, as well as planning discussions with the project management staff.

1.2.4 In-Country schedule and consultations

15. The TOR established that the evaluation would visit two of the four focus provinces, given the time frame, in addition to conducting national level consultations. The specific sites to be visited and representation of stakeholders in the consultations were then agreed by the Team Leader, Project Manager and the Evaluation and Impact Assessment (EIA) section's Evaluation Manager according to a set of criteria. The following selection criteria for localities visited were applied at the level of provinces and municipalities:
 - Locations with successful and unsuccessful results in terms of achievement of targets to date for children reported as withdrawn or prevented from child labour.
 - Locations with examples of good practices as identified by initial discussions with the project staff.
 - Representation of a range of sectors of child labour in areas covered by the project.
 - Consideration of travel time within the constraints of the field visit duration.
16. Quezon and Bukidnon provinces were selected at the province level. Two municipalities or cities were selected per province and two barangays per municipality/city. In Quezon the team visited Lucena City and Calauag Municipality, and in Bukidnon, Valencia City and Quezon Municipality, as well as the Provincial Capital, Malaybalay City. The detailed in-country itinerary is included at Annex D.
17. In the Philippines, the evaluation team held orientation meetings with the Manila-based project staff, and individual and group meetings with national and local stakeholders including the NCLC members, line agencies, provincial implementing agencies, child beneficiaries and community members. Exit meetings were held in each province with the respective Provincial Child labour Committees including project implementing agencies. The list of persons met is included at Annex E.
18. A National Stakeholder Workshop was held on 20 July in Manila to present the initial findings of the evaluation, receive feedback and recommendations from stakeholders from national to local levels. The workshop program and outputs of the group discussions are contained in Annex F.

1.2.5 Strengths and limitations

19. The evaluation methodology enabled a wide range of stakeholder perceptions to be canvassed and permitted in-depth discussions with all project staff and a large number of beneficiaries, community and government partners. The national stakeholder workshop provided a wealth of perceptions to

further inform the evaluation and also served to inform the project team of the reflections and recommendations of the stakeholders as well as an opportunity for shared reflection of the project's progress and contributions to the national effort to combat/eliminate child labour.

20. Regarding the methodology, the participatory group meetings with parents and community members elicited good levels of participation. The use of interactive methods with children proved to be successful in engaging their interest and enjoyment of the process.
21. The number of sites selected proved to be manageable within the timeframe. The selection of two of four project provinces for the site visits - Quezon and Bukidnon, necessarily meant that more in-depth information was available to the evaluation regarding the project experiences in these provinces. The information obtained regarding progress in Northern Samar and Masbate was limited to the review of documentation, interviews with project staff and the contributions of representatives of these provinces at the stakeholder workshop. It is suggested that visits to Northern Samar and Masbate may be included in the final external evaluation, especially as there are variations in the way the service delivery models are implemented in these provinces, with municipal-level and non-government implementing agencies in Masbate and non-government agencies in Northern Samar.

2. Overview of the project

2.1 Context

22. The project is built on an extensive history of work against child labour in the Philippines over the past two decades. As early as 1998, the Philippines was the first country that joined the grass-roots Global March against Child Labour in January of that year. As noted in the project document, the fight against child labour is anchored in key international conventions and commitments as well as a host of national and local legislation and policies that contribute to the ILO Global Action Plan (2006) for eliminating all worst forms of child labour by 2016, and the global goal of Education for All by 2015.
23. The Philippines is a ratifying country of the International Labour Organization (ILO) Convention 182 on the worst forms of child labour (1999) and ILO Convention 138 on the minimum age of employment (1973).⁵ The August 2012 ratification by the Philippines of ILO Convention 189 on domestic workers, though not addressing child labour exclusively, is a significant step towards addressing the situation of the many child domestic workers in the Philippines. The country has passed legislation that defines the legal framework for addressing child labour in the Philippines through Republic Act 9231 (2003).⁶ It adopted the Philippine Time-Bound Program (PTBP) on the Elimination of the Worst Forms of Child Labour under the (then) National Program Against Child Labour (NPACL) in 2002. The NPACL was reviewed and replaced by the Philippine Program Against Child Labour (PPACL) in 2007. The PPACL is implemented through a multi-sectoral and multi-level coordinating body, with the Department of Labour and Employment (DOLE) as the lead agency. The Government has also launched the Philippine National Strategic Framework for Plan Development for Children 2000–2025 (also known as “Child 21”), which addresses children’s

⁵ The Philippines ratified the Worst Forms of Child Labour Convention 182 in 2000 and the Minimum Age Convention. 138 in 1998.

⁶ Republic Act 9231 (2003) ‘An Act Providing for the Elimination of the Worst Forms of Child Labour and Affording Stronger Protection for the Working Child, Amending for this Purpose Republic Act No 7610, as Amended, otherwise Known as the Special Protection of Children Against Child Abuse, Exploitation and Discrimination Act.

issues in general and also provides a key policy platform for the prevention and elimination of child labour.

24. ILO-IPEC has supported numerous initiatives in the Philippines, a significant number of which have been funded by the US Department of Labor (USDOL). In 2001 ILO-IPEC provided technical support to the National Survey on Children undertaken by the National Statistics Office (NSO), with USDOL funding. The USDOL-funded ILO-IPEC Project of Support to the Philippines Timebound Programme [PoS to the TBB (2002-2007)] contributed to establishing the current policy and legal frameworks as well as strengthening institutional capacity for dealing with child labour nationwide. Among its major achievements were:
 - Public acknowledgement of the existence of child labour and the need for it to be stopped;
 - Private sector (e.g. industry, employers' associations, corporations) interest and capacity to combat child labour;
 - The current framework for national action - the PPACL, with a national-to-local structure of child labour committees.
25. Support to the Time Bound Programme (TBP) was also provided by the USDOL-funded ABK Initiative Phase 1 (2003-2007) implemented by World Vision and partners in parallel to the IPEC PoS to the TBP; followed by the ABK initiative Phase 2 (2007 – 2011) implemented by World Vision and associate agencies. Both of these projects had a primary focus on education initiatives to tackle child labour.
26. Despite these efforts, child labour remains a persistent problem in the Philippines. In 2007 an estimated 2.3 million children from ages 5–17 were working (8% of the population in that age group), as estimated by the Labour Force Survey of 2007. In a context of high rates of poverty, poorly paid jobs, and population pressures, many poor families see child labour as a way to cope with very low family incomes. An assessment of the progress of the NAPCL, undertaken by the DOLE in June 2007 with ILO-IPEC support, identified a range of institutional gaps and barriers to addressing child labour.⁷

2.2 Project Summary

27. The project Towards a Child Labour-Free Philippines: Supporting the 'Philippines Program Against Child Labour in Building on Past Gains and Addressing Challenges (referred to in this report as 'the project') is implemented by ILO-IPEC and funded by USDOL with a budget of US\$ 4,750,000. The project duration is 48 months, from September 30, 2009 to September 30, 2013.

2.2.1 Project objectives and strategy

28. The Development Objective of the project is "To contribute to the Philippine Program Against Child Labour's goal to reduce by 75% the worst forms of child labour by 2015 through the prevention, protection, and reintegration of child workers into a caring society".

⁷ Tigalo-Torres, Amaryllis et al. (August 2007). Nurturing Children for a Better Future: gains and Prospects from the National Program Against Child labour. Performance Assessment of the NPACL undertaken by the Bureau of Women and Young Workers, DOLE.

29. The project seeks to contribute to the Development Objective through interventions under four strategic components, translating into the Immediate Objectives:

I/O 1 Knowledge management component: By the end of the Project, information on child labour will feed into national and local child labour policy and programme design, implementation and evaluation.

I/O 2 Effective partnerships component: By the end of the Project, national and local child labour committees and social partners have clearer mandates and responsibilities and improved capacities for policy development, enforcement and child labour monitoring.

I/O 3 Area-based services component: By the end of the Project, models to withdraw working children and prevent children at-risk from working are developed, piloted and documented.

I/O 4 Sustainability component: By the end of the Project, the child labour agenda is made an integral part of national development frameworks and local development programming with local governments supported in coordinating resource allocations to child labour action.

30. Under Immediate Objective 3 the project seeks to target a total of 9,350 children from four provinces for withdrawal (including removal through protection) or prevention from child labour. Of these 6,000 are targeted for withdrawal and 3,350 are targeted for prevention, through the provision of educational and non-educational services.

2.2.2 Project operational areas

31. The project operates at the national level through activities directed towards capacity building and enhancing the enabling environment. At provincial level it operates in four selected provinces located in regions with the highest incidence of child labour according to the 2007 Labour Force Survey, and prioritising provinces with high poverty incidence in each region. The provinces are Quezon in Region IV-A, Masbate in Region V, Northern Samar in Region VIII and Bukidnon in Region X.
32. Various sectors of child labour exist in these provinces as verified by the Baseline Survey completed in February 2011. In Bukidnon, children are mostly found working in sugar plantations and agriculture; in Quezon children work in fishing, informal sales, scavenging, domestic work and farming; in Northern Samar in farming, informal sales, domestic work and transport; and in Masbate in fishing, scavenging, informal sales, mining and domestic work.
33. In each province the project direct action interventions operate in three or four municipalities or cities and in a total of 59 barangays across all areas. The selection of these local areas is discussed in Section 4.4.

2.2.3 Project implementing partners

34. At national level the project operates principally through engagement with the NCLC including its tri-partite and civil society members. It also collaborates individually with key government partners including the DOLE, especially the Bureau of Workers with Special Concerns (BWSC), Department of Education (DepEd), National Economic Development Authority (NEDA), and the Department of Social Welfare and Development (DSWD).

35. At provincial level the project is implemented through ILO-IPEC's Action Programme modality, through implementing agencies including provincial government partners, municipal government partners, the business sector and through NGOs. There are currently 19 action programmes in operation (listed in Annex G). In addition, service contracts have been made with a number of organizations for baseline and research studies, capacity building activities, and development of materials.

3. Relevance of the design

3.1 Relevance of the Design to the Child Labour Situation

36. The rationale of the project presented in the Project Document clearly places child labour in the context of poverty in the Philippines, citing that in 2007, 29.5% of the Philippine population lived below the Asian Poverty Line. Poverty is in turn linked with rapid population growth, dependency burdens in terms of large families, and attitudes that view children as economic assets. The dimensions of poverty are well-documented in the design, including rural dimensions to poverty and continuing challenges to full employment and decent work. Child labour is described as one of the ways that many poor families try to cope with meagre family incomes.
37. The project document provides an analysis of the incidence and nature of child labour drawing on the results of the Labour Force Survey (LFS) of 2007 and the National Survey on Children (SOC) of 2001. The LFS represented the most recent data on working children, but the earlier SOC, was the most recent data available on the extent of child labour, defined according to ILO Conventions 138 and 182. This analysis is considered satisfactory given the data available.
38. Having described poverty and its related dimensions as the underlying causal factors in child labour, the project rationale draws extensively on the analysis of gains and gaps in the national effort to address child labour provided by the performance assessment of the (former) National Program Against Child Labour (NPACL) undertaken by consultants to the DOLE's Bureau of Women and Young Workers.^{8 9} This was a comprehensive analysis that pinpointed and elaborated the critical gaps in the fight against child labour in terms of weak links in information systems, weaknesses in institutional structures and mechanisms for enforcement, poor quality and lack of integration of service delivery, and insufficient conditions for sustainability in terms of local government buy-in and resource allocation. In particular, with regard to sustainability, the decentralised structures for child protection mandated by the Department of the Interior and Local Government (DILG) – the provincial, municipal city and barangay councils for the protection of children were found to be frequently non-existent or not functional.
39. The new PPACL in 2007 was developed in response to the analysis and also aims to address some of the gaps and barriers to eliminating child labour. As such, the project focus on the strategic directions of the PPACL, especially those strategies geared towards sustainably improving the coordination and integration of actions by the relevant partners (government, social partners and civil society) at all levels, are considered well suited to addressing the complex challenges of contributing to the elimination of child labour in the country.

⁸ Tigalo-Torres, Amaryllis et al. (August 2007). Nurturing Children for a Better Future: gains and Prospects from the National Program Against Child Labour. Performance Assessment of the NPACL undertaken by the Bureau of Women and Young Workers, Department of Labour and Employment.

⁹ The Bureau of Women and Young Workers was merged with the Bureau of Agricultural Workers to become the Bureau of Workers with Special Concerns in 2010

3.2 Fit with Existing Programs and Policies

3.2.1 National programs on child labour and the wider development framework

40. The national effort to combat child labour is coordinated under the PPACL for 2007–2015, which was finalized under the leadership of the National Child Labour Committee (NCLC) in August 2007, with DOLE as the lead agency. The vision of the PPACL is a child labour-free Philippines, with the goal to prevent and eliminate child labour pursued progressively through protection, withdrawal, healing, and reintegration of child workers.
41. The PPACL Strategic Framework has five strategic goals and directions:
 1. Establishing a multilevel information system
 2. Intensifying strategic partnerships, advocacy, and action at all levels
 3. Improving access to quality and integrated services
 4. Mainstreaming the child labour agenda in development policies and programs at all levels
 5. Strengthening enforcement and compliance with relevant laws and policies
42. In the Philippines, as in other countries that have ratified Convention 182, ILO-IPEC takes a key role in supporting the Philippine Government to develop a PTBP for the elimination of the worst forms of child labour. Under USDOL funding, ILO-IPEC provided support to the national development of the child labour program through the Program of Support to the Time-bound Program (2002–2007). Following this project there was a gap in externally funded ILO-IPEC support to the national program until 2009, when the current ILO-IPEC project was initiated.
43. Under the PPACL, the National Committee on Child Labour (NCLC) with multi-sectoral membership is responsible for implementing the program, and child labour committees to coordinate and lead on the issue are intended to be established from regional down to provincial and municipal levels.
44. As noted in the project document, the policy and program environment in the Philippines is well developed and conducive to the effort to combat child labour. There are national policies and legislation relating to children's education and welfare under the Philippine National Strategic Framework Development Plan for Children (2000-2025) or 'Child 21'. Child labour concerns are also mainstreamed in the national development agenda through the Medium Term Philippine Development Plan (MTPDP) 2004 - 2010. The project design builds on the education reform agenda in the Philippines that has gone through a series of "seasons of education reform" over several decades. Among the reform projects, the Education For All (2015) Plan is described as the most far-reaching, providing for alternative delivery systems and improvement of teaching practices. The project approach on the ground is to build on the more flexible delivery of education services associated with these reforms, to assist those at risk of dropping out of school, including the Child-Friendly Schools agenda and flexible delivery modes.
45. In terms of the existing structures for child protection, particularly those initiated under UNICEF's country program, there are structures for the protection of children that are mandated by the DILG at province, city/municipality and barangay level – the local councils for the protection of children (LCPCs). The project design and its implementation support the integration of child labour committees (CLCs) at the respective levels within these mandated structures.

46. The design acknowledges the existing source of support to poor families under the DSWD conditional cash transfer (CCT) program, *Pantawid Pamilyang Pilipino Program*, known as the '4Ps'. Under its implementation the project has monitored project beneficiaries receiving CCT grants and the Project has broached the issue of including conditionality regarding families removing child labour with DSWD, but as yet the department has not agreed to include this as one of the criteria.
47. Since the project was designed, the Philippine Labour and Employment Plan 2011-2016 has been introduced by DOLE, which provides the broader policy and programme context for inclusive employment creation.

3.2.2 Fit with other development programs

48. There are several other initiatives addressing child labour and children's protection concerns in the Philippines alongside those of ILO-IPEC.
49. During the implementation of the project two other USDOL-funded child labour projects have been underway. The ABK Initiative Phase 2 (2007-2011) commenced two years prior to the IPEC project; and in September 2011, the ABK3 LEAP project (Livelihoods, Education, Advocacy and Protection to Reduce Child Labour in Sugarcane) commenced, both implemented by a consortium of NGOs led by World Vision. The project document notes that the lessons of ABK Initiative Phase 2 including the approach to training of teachers would be integrated in the IPEC project. However, the evaluation has not found tangible evidence of direct consultation between the IPEC project and the former ABK2 project, other than joint participation in activities of the NCLC. The Educational Research and Development Assistance Foundation (ERDA), one of the World Vision partners, has acted as co-chair of the Education Sub-committee (now Service Delivery sub-committee). While the extensive teacher training modules of ABK2 may not have been appropriate to adopt, given the resources available to the IPEC project, it is considered by the evaluators that more of the ABK2 strategies regarding teachers' role as advocates for child labour could have been integrated in the design of the education initiatives under the IPEC project. The ABK2 partners have, however, uploaded the good practices toolkit of ABK2 as well as project statistics and accomplishments onto the DOLE Child Labour Knowledge Sharing System website supported by the IPEC project. In addition, ILO-IPEC and the World Vision associates both participate actively in the national World Day Against Child Labour campaigns and in the NCLC activities and sub-committee meetings.
50. Now that the ABK 3 LEAP sugarcane industry project is underway, there is considerable scope for collaboration at the level of strategies and at the level of coordination in Bukidnon province where both projects operate. The ABK3 LEAP project has selected municipalities where the IPEC project does not work to avoid duplication, and their field staff work with the Provincial Child Labour Committee (PCLC) structure initiated and strengthened by IPEC. However, neither project has yet reached out to the other at the national or provincial level to any substantial extent, based on the interviews with ILO country staff, the IPEC Project Manager and the World Vision Project Director. It appears that this is mostly due to the pressure of on-going work schedules. World Vision was invited to attend the MTE National Stakeholder Workshop but had other commitments. Such cooperation is encouraged by the evaluators, and also USDOL itself could take an active role in ensuring cross-fertilization of approaches and lessons between the projects it funds in the Philippines. Towards this end USDOL might require periodical meetings between the two project teams.
51. NGOs such as the Visayan Forum and the Laura Vicuna Foundation are also very active on the child labour issue. The IPEC project collaborates with the Visayan Forum which is a leading

advocate on decent conditions for domestic workers and child labour in domestic work, through its membership of the NCLC. The project has also directly supported Laura Vicuna in hosting a conference on child labour in the sugarcane industry, “Children of the Canes”, in 2011.

52. UNICEF, through its 6th Country Program for Children (which ended in 2009) supported the DOLE in implementing *Project Angel Tree*, which provides educational packages (school supplies, clothes, food and livelihood assistance) to child labourers. The IPEC project is complementing this program, and building on existing local government structures for the protection of children supported by UNICEF.

3.3 The Project Design Logic

3.3.1 Design process

53. According to the Project Document and interviews with ILO Manila and IPEC HQ staff, the project strategy was designed through a consultative process with national and regional stakeholders, under guidance of the NCLC. The process used as its base the Strategic Framework of the PPACL 2007-2015. The stakeholders prepared outcome trees for the project based on the IPEC Strategic Programme Impact Framework process (SPIF). This approach has helped to build ownership of the project among the key stakeholders. The project document was then elaborated by ILO staff in Manila in consultation with IPEC HQ staff.

3.3.2 The framework of objectives and indicators

54. The central logic of the project is to support the national effort under the PPACL. The project Development Objective is to contribute to the PPACL goal, and its immediate objectives are closely related to the five strategic directions of the PPACL as follows:

PPACL Strategic Directions	Related Project Component Objectives
a) To establish a functional multi-level information system	Component 1 Knowledge Management Also supported by the effective partnerships and sustainability components
b) To institutionalize strategic partnership and intensify advocacy and action at all levels	Component 2 Effective Partnerships
c) To improve access to quality and integrated services	Component 3: Area Based Services Support also contributed through the effective partnerships component
d) To mainstream the child labour agenda in development policies and programs at all levels	Component 4: Sustainability Also supported by the knowledge management and effective partnerships components
e) To strengthen enforcement and compliance with relevant laws and policies	Component 4: Sustainability (legal development) Also supported by the knowledge management, effective partnerships (including capacity for law enforcement) and area-based services components.

55. While the rationale for the clear linkage of the Immediate Objectives with the strategic goals of the PPACL is well-founded; from a project design point of view this approach has led to a lack of mutual exclusivity between some of the Immediate Objectives and their respective outputs. For example, the Immediate Objective for Sustainability cuts across the three other Immediate Objectives to some extent, particularly the Effective Partnerships component objective, but also Area-based Services and Knowledge Management. This is not considered by the evaluators as a

major flaw; however, it has led to some confusion in project reporting against outputs and activities. For example, development of work on the DOLE Department Order No. 4 on Hazardous Work for Children is reported against both Outputs 2.5 and 4.3 in the April 2012 Technical Progress Report (TPR). The sustainability objective could have been integrated across the other three; or represented within a combined institutional strengthening objective, for a clearer design. Advocacy and awareness raising might have been better placed under the area-based component objective, (rather than under sustainability), as these relate particularly to enhancing awareness of child labour laws among families and communities in project sites, and there is a risk that outputs in these areas may be neglected.

56. With regard to contributing to the legal framework for child labour and law enforcement, the design appropriately places the *capacity* for enforcement under the partnerships and capacity building component, and *legal framework development* is placed under sustainability, which represents a logical management of outputs. However the project sometimes reports legal framework development outputs against the partnerships component, suggesting that this element of the design has proven somewhat confusing in practice.
57. The relationship between the Immediate Objectives and their respective outputs is logical and coherent for the most part. However, there are two weaknesses in the design to which the evaluation would draw attention. These points relate to Immediate Objective 3, which seeks to develop, pilot and document models to withdraw working children and children at-risk from working. The first of these relates to the process of piloting models. The focus on piloting appears to be justified as the project introduces some new approaches, or at least approaches that have not been fully implemented in the Philippines, through its area-based strategy and integrated service delivery approach. However, the process of piloting these models is not sufficiently articulated in the design in the opinion of the evaluation team. There is no provision for a process of judging models as successful or otherwise, including the development of success criteria which would commonly be associated with a piloting approach in development projects. Thus one output is missing, which would enable and result in the comparative assessment of models, as well as their documentation and processes for disseminating models for wider replication beyond the project sites. It is recommended by the MTE that such an assessment process be included in the workplan and the logical framework adjusted as necessary. This point is elaborated under the assessment of achievement of this objective under Section 4.4.
58. Secondly, with respect to supporting livelihood development of families with child labourers, the relevant output (Output 4.3) is limited to older children and their families, although the activities within the output are more inclusive of all beneficiary families. This reflects a lack of emphasis on livelihood strategies in the design which would underpin and sustainably support the ability of families to pay for their children's education costs, and keep them in school, even though poverty is identified as an underlying factor in child labour. As a result, the activities to support livelihoods through research and training for beneficiary families are reported by members of the project staff to be under-funded, in comparison with other service delivery supports. While the USDOL guidelines for projects prior to 2010 prohibited the use of funds for direct lending or in-kind supports for livelihood schemes, training and access to existing support programs were permitted, and it is considered that livelihoods could have been integrated with other services delivered to children and their families. Such an approach is supported by several evaluations of child labour prevention projects in the Philippines and elsewhere.¹⁰

¹⁰ For example, ICF Macro. (2011) Final Evaluation of the ABK Initiative Phase 2.

59. According to the results-oriented planning approach, indicators for measurement of the achievement of project outcomes should be specific and clearly defined; and where possible linked to time-bound targets.¹¹ The project document formulates indicators of performance at the level of the four Immediate Objectives. Most of the indicators are expressed in specific terms, and some in quantitative terms. However, one indicator against Immediate Objective 2 is not considered appropriate or realistic in the Philippines context: “Number of negligent government agencies called to task for not fulfilling their commitments under the law”. The project reporting is not using this indicator and instead refers to the degree of engagement of government agencies in the Provincial Child Labour Committees as a more positive approach (TPR April, 2012), but has not reported substantially against this indicator.

3.3.3 Feasibility of timelines and accuracy of project assumptions

60. As a whole the project timelines represented in the Implementation Plan were logical in sequence, but the plan did not sufficiently account for staff recruitment time. The staff were scheduled to commence in October 2009, almost immediately after the project launching, even though the posts had not been drawn up and advertised when the document was submitted and approved at the end of September. This has had an impact on the project management staff in terms of unrealistic expectations of progress against the timeline. The progress of the start-up is reviewed further under Section 4.1. Furthermore, the plan did not realistically account for the process of formulating and approving action programmes, which in practice took several months to accomplish.
61. The analysis of assumptions in the design is well thought through. However, it was assumed that there would be political will and capacity to undertake projects on the part of the social partners including workers’ organisations. The unanticipated rift within the Trade Union Congress of the Philippines (TUCP), has meant that planned activities with this organisation have been delayed and the project is looking at ways to engage with the trade union movement more effectively in the meantime.

3.4 Gender Concerns

62. The National Statistics Office Survey on Children (2001) found that boys are engaged in child labour to a greater extent than girls, and that the sectors of work are gendered. More girls are found in domestic work and CSEC, and more boys found in sectors such as agriculture and fishing. Girls and boys also face different physical and psychological risks. A gender disparity is noted in the Philippines education literature, with boys being at a disadvantage and two to three times more likely to repeat or drop out of school.¹² Gender issues are noted and described in the project document, including the fact that boys tend to be more frequently employed in agriculture and fishing. The project beneficiary targets take this trend into account, and more boys than girls are targeted for withdrawal and prevention from child labour. While the project targets boys and girls in different numbers, it is suggested that the project staff support the implementing partners in monitoring girls’ and boys’ different vulnerabilities, including girls’ vulnerability to domestic work and child sexual exploitation.

¹¹ ILO Guide Book V. Time-Bound Programme Manual for Action Planning. Overview of Strategic Planning, Monitoring and Evaluation of Time-Bound Programmes.

¹² The Philippine Development Forum Working Group on Millennium Development Goals and Social Progress. (2006, March). *Annex 1: Basic education—A progress report*. Retrieved from http://pdf.ph/downloads/Annex_1_FINAL__PDF_Education_v%5B1%5D.24Mar06.pdf.

4. Effectiveness in achieving objectives

4.1 Progress of Implementation

63. This section reviews the overall progress of implementation and the factors which have hindered achievement of the project objectives.

4.1.1 Chronology of key events

64. The following timeline of key events was compiled by the evaluators with the assistance of the Project Manager to provide an overview of implementation progress.

October 2010	Project start
April 2010	Project Manager and Senior Programme Officer hired
June 2010	Manila staff and provincial coordinators hired
September 2010	Baseline Survey consultant hired Planning workshops of PCLCs in 4 areas
November 2010	CLKSS contract start Baseline surveys start
January 2011	NCLC reorganization planning workshop
February 2011	Baseline survey completed; Contract end Coordinator Northern Samar
April 2011	CLKSS system launched, Local Economic Development Planning workshops
May 2011	Action programme (AP) formulation workshops in 4 areas New Provincial Coordinator in Northern Samar
June 2011	First AP signed – SIFI sugar curriculum development
August 2011	Provincial Coordinator Bukidnon passed away Several APs signed
September 2011	ECOP AP signed
October 2011	Survey on Children started, new Provincial Coordinator in Bukidnon
January 2012	Organizational diagnosis of NCLC conducted
February 2012	AP signed for service delivery Northern Samar (EVPRD) SDC-Asia Value Chain Analysis work started
June 2012	SOC results released; WDACL <i>Batang Malaya</i> campaign launched; value chain results released; sugar farm management course launched; AP with Federation of Free Workers signed
July 2012	Mid-Term Evaluation

65. The project started on September 30, 2009 as approved under the USDOL Project Authorization. Funds were available (entered in the IPEC administration system IRIS) on October 12, 2009. Following formal approval there was a delay in advertising and recruiting staff of several months. The Project Manager and Senior Programme Officer positions were advertised in December 2010 but the staff were not recruited until April 2010. The other Manila-based staff were on board by June 2010. The delay in hiring the key staff was explained by HQ former desk officer and staff involved in the design as due to the time taken by the country office to draw up and advertise the posts and administrative procedures between HQ and the ILO Philippines office for approval of position descriptions; and also slowed in part due to flooding in Manila in November 2009.
66. In effect, eight months was taken to start the project. In contrast, the project document implementation plan shows staff recruited by October 2009, and only three months were allocated for start-up activities. On one hand, the original implementation plan was unrealistic as it would

have been virtually impossible to approve position descriptions, advertise and recruit staff by October 2009 unless the positions had been advertised prior to commencement as subject to funding during the project design period. On the other hand, the ILO Philippines office took longer than would be reasonably expected to recruit the key staff. This has had serious implications for the progress and effectiveness of the project as a whole, particularly the direct action component, and has also put pressure on the senior project staff to deliver outputs as quickly as possible to catch up.

67. The senior project staff took steps to hire provincial staff as quickly as possible, and soon after actual activities commenced with the revision of the workplan and activities commencing June 2010. National activities commenced in the first six months, and in general are on track to be completed within the expected timeframe.
68. The provincial level activities required lengthy lead times to develop. The project lost some time in initiating the baseline survey for identifying beneficiaries as initial negotiations were held with the NSO, but were unsuccessful, and a consultant to coordinate the surveys and local research institutions were hired instead. Planning workshops were held to orient the provincial Child Labour Committees from July to September 2010. The baseline survey was completed by February 2011, followed by action programme formulation workshops (May 2011). Once partners were identified, development of proposals took from May to September 2011. In addition, the process of procurement through government agencies delayed start-up. For example, Bukidnon Provincial Government Action Programme was signed in September 2011, but did not receive funds through government procurement till January 2012. This means that the action programmes have between 18 months to 24 months to complete their work, all scheduled for completion by June 2013.
69. Progress in two provinces has been interrupted by breaks in IPEC staffing. The Bukidnon Provincial Coordinator passed away in August 2011. A replacement Provincial Coordinator came on board in October 2011. This gap in oversight and coordination may have contributed to slower progress in Bukidnon. Staffing was also interrupted in Northern Samar with the resignation of the Provincial Coordinator in February 2011, and replacement in May 2011. Some of the action programmes in Northern Samar and Bukidnon are considerably behind schedule, and there is a risk that they will not meet their targets for children withdrawn and prevented from child labour through the provision of education services, let alone qualitative targets for establishing the integrated service delivery models. The quality of staff hired by the government implementing agencies – as discussed further under Section 4.4, has also affected progress and quality of the models being implemented.
70. Two IPEC HQ staff have been responsible for backstopping the project to date. The current Asia Desk Officer for Asia took over the responsibility in May 2012. Both the present and previous Desk Officer are well informed about the progress of the project, based on the evaluation consultations, and the desk officers are generally available to provide guidance to the project team as needed. The former desk officer visited the Philippines to provide training to staff on IPEC's DBMR system, and timely communication flows were reported between the team and the desk officer. However, the delays in achieving some outputs suggests that HQ could be more proactive in monitoring and expediting issues requiring attention, and in the remaining period could provide guidance and support to the project to help ensure that the project is implemented according to the design strategy presented in the project document.

4.1.2 Learning for future projects

71. Three to six months is frequently required for hiring ILO project staff. This suggests that in future, project designers should allocate six months for start-up processes; and whenever possible

commence advertising before funding arrives, to maximize project time, with a ‘subject to funding’ proviso. The present ILO Philippines Country Director follows this approach.

72. In hindsight, the evaluators considered that greater efficiency could have been achieved by scheduling more of the preparatory research studies in parallel with the baseline surveys and action programme development – for example, the Value Chain Analysis studies and the gaps analysis study of local services and local development planning as related to child labour. These types of planning efficiencies could be considered in future projects.

4.2 Achievement of Objective 1: Knowledge Management

73. By the end of the project, information on child labour will feed into national and local child labour policy and programme design, implementation and evaluation

4.2.1 Overview

74. The aim of this objective is to establish a national information platform for the creation of better child labour programmes and policies. This is to be achieved through the creation of an interactive internet based information resource on child labour, a database on national and local and legal instruments, policies and good practices to be integrated in the information system and the conduct of national surveys to make updated information on child labour available to policy makers. Progress under this objective has been strong in terms of accomplishment of the outputs and activities. The planned activities are nearing full completion at the time of the evaluation. On-going monitoring and improvement of the internet site will continue for the duration of the project, managed by the NCLC sub-committee on knowledge sharing with the support of IPEC.
75. The project has also encouraged local government units to take up the survey system designed for local government planning known as the Community-Based Monitoring System, developed by the CBMS Network, a non-government research group. The tool has the capacity to gather census type data down to barangay and household level, and child labour items can readily be added to the survey instrument. Some local governments across the country already use this planning tool, and as a result of the project’s advocacy several municipalities under the project, for example project municipalities visited in Quezon province, are planning to use the survey system.

4.2.2 The Child Labour Knowledge Sharing System

76. The website portal for sharing child labour information, known as CLKSS, has been running since February 2011. It contains a wide range of information ranging from laws and policy updates, news on anti-child labour events in the Philippines and internationally to reports on cases of incidence of child labour. There is no separate database on child labour as originally described in the project document, but the database is embedded in the system, and policies and good practice information are uploaded manually. The creation of the system has been achieved with technical consultancy to the NCLC funded by the project as well as on-going support from the project’s Monitoring and Evaluation (M&E) Programme Officer. The server is installed at the DOLE BWSC office and is administrated by staff of the office. Notably the Federation of Free Workers (FFW) representative on the knowledge management sub-committee of the NCLC provides technical contribution to moderating the system. The sub-committee has actively promoted CLKSS among the NCLC members and PPACL partners and conducted several rounds of orientation for them. The launching of CLKSS in April 2011 was also publicised by the media.

77. The system includes a facility for monitoring usage. As reported in the October 2011 TPR, the website had around 258 'communities of practice' members and registered users actively sharing updates and resources on child labour. The site had 12,479 visits and 72,159 page views between April 2011 and February 2012. This equates with an average of 1,134 visits and 6,560 page views per month, indicating that the portal is substantially used (TPR April 2012). Continuing analysis of the use of the site is monitored by the M&E Programme Officer and she noted the increasing trend in usage over time. Formal evaluation of the system is carried out periodically by the sub-committee to serve as the basis for on-going improvement of the site. The most recent evaluation was in February 2012.
78. There was active discussion of the CLKSS at the MTE National Stakeholder Workshop. Some participants noted the need to popularize CLKSS among the child labour partners at national and local levels as well as the general public. Even among the implementing agencies in the project areas, a number have not visited or used the site. For example, in both Bukidnon and Quezon many partners have not really used the site yet. However, the PSWDO Quezon purposively uses CLKSS and the provincial DOLE project coordinator hired under the Action Programme contributes and uploads information. It is not known how many children and young people are accessing the site, but the issue of child-friendliness is being considered by the project staff and a page or pages with a more child-friendly interface are under consideration. Access to the internet is available throughout the Philippines, but in the project areas there are limitations in connectivity at the barangay level.
79. The evaluation noted the need to upload more good practices, especially those gathered from the experiences on the ground and the child labour monitoring and service delivery models being developed under the project. It was also suggested by the evaluation team that provincial portals on child labour could eventually be set up, that could be hyperlinked through CLKSS.
80. With regard to the reporting of child labour cases, further work appears needed on the ethical guidelines and access levels, and ensuring that the names of children are not available. Currently the system allows only selected officials to access this individual case data and only aggregate data on child labour incidence is posted for public access. This requires on-going consideration.
81. The evaluation does not have sufficient information to assess the extent to which the information available on the system as a whole is being used to inform policy and programme development, although stakeholders at the evaluation workshop recognized the need for greater use by the policy makers. This should be monitored by the project and included as an issue in the final evaluation. There are signs that the system is generating new interactions with the media – specifically the ANC TV channel visited the site and followed up with a TV interview with DOLE.

4.2.3 Updated national information on child labour

82. The national Survey on Children (SOC) was conducted by the National Statistics Office (NSO) in 2011 with funding provided by the project and technical guidance from IPEC's Statistical Information and Monitoring Programme on Child Labour (SIMPOC) staff. The preliminary results were released on 26 June 2012 during the national celebration of the World Day Against Child Labour. The study was presented by the NSO Director General. This study has been long awaited to fill the gap in knowledge on the incidence of child labour in the country. The NCLC members met were very appreciative of the assistance provided by IPEC Geneva's technical advisors.
83. The survey definitions of child labour and child work, in line with C138 and C182, distinguished between children who reported permissible work, and children who were classified as working in child labour, including children involved in hazardous occupations and those working long hours or

at night in non-hazardous occupations. The preliminary results reported that an estimated 5.5 million children had worked at least one hour in the past year. Among these, 3.03 million were estimated to be engaged in child labour, including 2.99 million in hazardous occupations and tasks and 35,000 in long hours or at night in non-hazardous occupations.

84. Although some media reports interpreted the results as an alarming increase in child labour since the 2001 survey, the National Statistics Office and the NCLC explained that the definitions of child labour employed were different between the two surveys and the population has also grown since 2001, therefore it cannot be concluded that the rate has increased.¹³ Nevertheless, the numbers of children in child labour are considerable, and have surprised many government observers according to the evaluation consultations.
85. The full report of the survey is expected to be released in the near future. The statistics will be used to develop better action plans towards pursuit of the goal of reduction of Worst Forms of Child Labour (WFCL) by 75% in 2015, and will give an empirical basis to the measurement of attainment of the goal. Given the survey findings on the higher percentage of boys than girls engaged in hazardous occupations, and the indicative findings on the age distribution of child labour, the evaluators suggest that the project, together with the NCLC make plans for further analysis and discussion of the issues arising including the gender issues in child labour and the implications for school to work transition programmes for 15 to 17 year olds.

4.3 Achievement of Objective 2: Partnerships and Capacity Development

86. By the end of the Project, the national and local child labour committees and social partners have clearer mandates and responsibilities and improved capacities for policy development, enforcement and child labour monitoring.

4.3.1 Overview of progress

87. The strategies under this objective are focused upon institutional strengthening of the NCLC and governance structures on child labour including the child labour committees at regional, provincial and municipal level; as well as strengthening partnerships and capacities of the 'tripartite plus' partners to address child labour in their spheres.
88. There are six outputs contributing to this objective. The first three outputs address respectively, the capacity for strategic leadership of the NCLC (2.1); issues of national and local governance on child labour focused on the functioning of child labour committees (2.2); and inter-agency coordination on child labour (2.3). Three deal with capacity of workers' organizations (2.4), employers' organizations (2.5), and of law enforcers and social partners for effective law enforcement (2.6).
89. The project team began working on this component early in implementation during mid-2010. While some significant achievements have been made in supporting the machinery of child labour action at national and local levels, progress of implementation has been slow relative to the workplan and only 45 % of the project activities have been completed as per the project's internal Project Monitoring Plan. For example, delays occurred in conducting the Organizational Diagnosis of the NCLC which has in turn slowed the subsequent planned capacity development activities. The project needs to accomplish significant catching up during the remaining period to achieve all the intended outputs. Activities with the Trade Unions have not substantively commenced and work under the law enforcement output is negligible to date. It should be noted here that the development

¹³ Business Mirror. 27 June, 2012. *PHL Labor Market Weak, Employs 5.5m children*.

of a Department Order on the hazardous work list for children is reported twice in the TPR of April 2012, against Immediate Objective 2, Output 2.6 and against Objective 4, Output 4.1. Clearly this activity contributes to both capacity building of law enforcers as well as sustainability, but it should only be reported in one place, as considered most appropriate. This report will reflect on contributions to the legal framework and capacity development of law enforcers under Objective 4 as presented in the project document logical framework.

4.3.2 Strengthening the NCLC and local CLC framework

90. There have been a number of notable achievements towards strengthening the NCLC that have been brought about through the project's support. Firstly, the Project commissioned an evaluation study of the PPACL in July 2010 which identified a number of barriers to comprehensive progress towards the national goals associated with the status and capacity of the NCLC. These included the lack of an official mandate of the NCLC which constrains its exercise of leadership over the local level child labour structures; irregular convening of the body, lack of dedicated personnel to ensure strategic as well as implementation targets, multi-tasking of members of the NCLC Secretariat. It also found that operational planning and monitoring systems carried out by the stakeholders are largely based on their respective programs, rather than under the strategic guidance of the PPACL.
91. The IPEC project has helped to address some of these gaps:
 1. The project supported workshops for the re-organization of the NCLC sub-committees. This was completed in late 2010, and according to members of the NCLC consulted has improved clarity of responsibilities and strategic planning, under the overall guidance of the Program Management Coordinating Committee, composed of the chairs/vice-chairs of each sub-committee.
 2. In addition, with the Project's support, the NCLC and its sub-committees have been convening regular meetings, usually once a month. Although meetings were convened prior to the project, these tended to be irregular, according to the members met by the evaluation. As examples of improved coordination, the Access to Services Sub-Committee which deals with issues of service delivery to withdraw children from child labour, is discussing with the DSWD how to integrate anti-child labour initiatives with the Department's Conditional Cash Transfer (CCT) Program. The Project Manager noted, however, that the DSWD is not yet willing to make withdrawal of children from child labour a condition of the cash transfer. The Mainstreaming and Advocacy Sub-Committee meanwhile, is designing a Communications Roadmap for the child labour movement in the Philippines.
 3. As a follow up to the evaluation study of the PPACL, an "Organizational Diagnosis" of the NCLC commenced in 2011, under a consultancy by the Ateneo Graduate School of Business, but it was only just completed in June 2012. This report contains an Institutional Development Strategy, which is intended to lead to formulation of operational rules and guidelines of the NCLC. The need for an Executive Order issued by the President, to give the NCLC a legal mandate, budget and dedicated secretariat was confirmed by the report. The timeframe for its passing was slated for June 2012 in the report has proven a little ambitious, but in late June the BSWC provided the draft EO to the DOLE Undersecretary. The next step to expedite the EO is for the BWSO to provide an operational plan of action to support the request to present to the Cabinet, which will in turn endorse it to the President for signing. It is suggested that the Project could support the BWSO, as Secretariat, in preparing this operational plan and budget.
92. The intended follow-up to the organizational diagnosis is the formulation of an institutional development strategy for the NCLC. The Organizational Diagnosis report (final 12 June 2012)

defines the roadmap for NCLC development in terms of institutionalization, strategic focus, and operational planning.

93. Regarding the leadership of the PPACL, some NCLC members conveyed the perception that the substantive and strategic aspects of its mission have been overshadowed by the management of events such as the WDACL. They felt a loss of momentum and need to re-energize the child labour movement. If this is the case, there is a need for the project to help direct the NCLC attention to strategic issues. The evaluators observed that the institutional capacity of the NCLC is constrained by the many on-going tasks of the DOLE BSWC which serves as the Secretariat. There is an observed need for the project to enhance the competency of the NCLC for analysis in order to provide strategic direction to the PPACL. DOLE leads the NCLC and appears to be committed to the task, but it is burdened by multiple functions, which dilute the focus on child labour. The Undersecretary in charge of Workers' Protection and the Director of the BWSC fully support the program, and the Secretary of the DOLE appears supportive as attested by her recent announcement in early 2012 to achieve 80 child labour-free barangays in 2012. Also, at a July 2012 meeting, the Social Protection Cluster within the Cabinet of President Aquino stated their concern and intention to focus their attention on eliminating child labour. These developments were highlighted at the MTE National Stakeholder Workshop.
94. However, challenges remain during the upcoming period of the project; for example, there are expected turnovers at DOLE as the Undersecretary with responsibility for child labour, and the Director of BWSC are due to retire this year. This means there will be a need for a new round of orientation for the new leaders in the coming months. The implementation of the institutional development strategy and the operational rules need to await the approval of an Executive Order.
95. The evaluation team observed that it would be timely for the project and the NCLC to reflect on how to make the most mileage from both the 2011 Survey of Children and the child labour-free barangays initiative, towards mobilising more resources for services and assistance to families with child labourers.¹⁴ The impetus for the initiatives for child labour-free barangays and the Cabinet announcements are not clear, however they are indicators of greater attention to the issue and the project can use them to leverage greater commitment at the local level. Additionally, there appears to be an opportunity for the project and the NCLC to dovetail efforts with the child labour-free barangays campaign, especially as some of the targeted barangays are IPEC project barangays.
96. At the regional and provincial level the project has spearheaded signing of Memoranda of Agreement with relevant government agencies and other partners in the four project provinces for support to the operation of PCLCs. These were signed in September 2011 in Quezon and Northern Samar, in November 2011 in Masbate and in January 2012 in Bukidnon. From the observations made by the evaluation in attending two PCLC meetings, these bodies appear to be functioning well, sometimes under the umbrella of the Provincial Child Welfare Committees and sometimes independently. A challenge for the project at the provincial level are that the coordinating staff recruited by the implementing agencies do not always have the background in child labour to build the capacity of the member agencies. However, in one of the provinces visited, the project staff member recruited by DOLE, as implementing agency, is highly proactive and observed to be competent in leading departmental and inter-agency coordination on the child labour agenda.

¹⁴ At the time of finalizing this report, CLKSS (6 September 2012) published a pledge by Masbate City mayor to actively support DOLE's campaign by making sure children in the five city barangays are in school.

4.3.3 *Strengthening horizontal and vertical coordination on child labour*

97. The NCLC is intended as the venue for coordination among the member agencies to harmonize policy formulation and service delivery for child labourers and their families. Inter-departmental coordination is reportedly happening to some degree between DOLE, DepEd and DSWD. For example, DOLE and DSWD are coordinating at national level to rationalize the intersection between the IPEC project of support and the '4 Ps' Conditional Cash Transfer poverty alleviation program of DSWD, as the two programs have overlapping target households. Another area for interdepartmental coordination is related to the wide range of livelihood training and assistance programs offered to a broad base of clients. These same services are needed by families whose children engage in child labour, and the challenge is for the various agencies to harmonize and rationalize livelihood assistance and how to coordinate so that a whole of government or 'convergent' approach is followed.
98. The evaluation team observed that coordination with other agencies such as the Department of Health, Department of Agriculture, Department of the Environment and Natural Resources, and other relevant agencies may require stepping-up especially in relation to malnutrition, and sustainable livelihoods for families vulnerable to child labour. To date, these concerns have not featured strongly in the work of the NCLC. It is worth noting that at the provincial level, there are serious attempts to improve the coordination among agencies, described as horizontal convergence. For example, this was noted in the case of Bukidnon which convenes the PCLC once a month plus special meetings as deemed necessary by the members. In the case of Quezon, at the national stakeholders' workshop, the IPEC Provincial Coordinator reported the strengthening of the PCLC/MCLC and the BCPC as one of their achievements. In addition, they have set up a Project Steering Committee and convening of the Implementing Agencies' Forum. Further, a Memorandum of Agreement (MOA) among national line agencies at the provincial level, particularly DOLE, DSWD and DepEd have been signed to formalize their collaboration in providing livelihood services to families of child labourers and older children in child labour.
99. Evidence of the interaction between NCLC and the local PCLCs was not apparent to the Evaluation Team. The evaluators' queries on such linkages revealed the lack of substantive connections between NCLC and the provincial and barangay committees. The absence of the legal mandate which should be forthcoming with the EO, may explain why the interaction or "vertical convergence" is not yet in sight.

4.3.4 *Capacity building of employers' groups*

100. Under the action programme implemented by ECOP, the organization is advancing its contribution to the anti-child labour cause. ECOP is making significant efforts to strengthen the capacity of local business groups in the project areas towards self-regulation on child labour. This implies development of guidelines, corporate codes of conduct and supply chain management that is child-labour free. The action programme commenced in September 2011. As of May 2012, ECOP had completed training of its staff – in the Industrial Relations Committee and CSR program and the ECOP secretariat and other partners in the four provinces on the negative impact of child labour and the role of the business sector in eliminating it. It is also in the process of identifying employers to whom they could refer withdrawn and rescued children and their families for decent work opportunities.
101. ECOP plans to mobilize the assistance of health care professionals, social workers and other professionals to help in their outreach activities. For example, it plans to provide help in school feeding, medical aid and school supplies in Northern Samar to child labourers and their families.

102. Under their project initiative, ECOP has produced an advocacy tool in the form of presentations entitled, “Making Sure there is no child labour in your business operations” and “What’s in it for Business to be Involved in the Fight Against Child Labour”.
103. ECOP expressed to the evaluation team that it needs assistance from the project and partners in the four provinces to coordinate efforts – including knowledge of the schools with child beneficiaries enrolled as recipients of services and the activities of stakeholders; information on the existing programs and activities for child labourers which can support collaboration in the project areas; assistance for the local business groups in the identification of recipients for their CSR programs. This clearly presents an opportunity to strengthen the contributions of the action programmes in the four provincial sites.

4.3.5 Trade unions

104. The trade unions are represented on the NCLC through the TUCP and the FFW. FFW in particular, is active in the Knowledge Management Sub-committee and the administration of the CLKSS. According to FFW, the trade union’s strength in advocacy is being put to the service of the project objectives through consistent release of print and online media articles on child labour, TV and radio guest spots and school-based communications. An action programme was signed with FFW in June 2012, just prior to the MTE, with a focus on Bukidnon, Quezon and the National Capital Region, with the aims of training members in monitoring child labour, occupational safety and health monitoring for those of working age and including child labour in collective bargaining agreements and in various forms of social dialogue. Another action programme has been developed with TUCP and is due to be signed in September 2012. However, the capacity development of workers’ organizations planned under the project has been hampered by the organizational split within the TUCP, according to project staff. The representative at the National Stakeholder Workshop confirmed the TUCP is willing to collaborate in support of the child labour issue. It remains for the Project senior staff to explore ways to progress this activity, potentially through working with workers groups at regional and provincial level as well as at national level.

4.3.6 Support to capacity of law enforcers and social partners

105. Capacity building for law enforcement officers including the labour inspectorate is described under the output (2.3) for inter-departmental coordination, through links between the labour inspectorate and the SBM-QAT (multi-stakeholder quick response mechanism) and child labour monitoring, but this aspect in turn is actually carried out through the action programmes under Objective 4. Thus, it is somewhat unclear in the project design structure as to how and where law enforcement capacity is intended to be addressed, and this has led to a lack of clarity in project reporting on the output.
106. Apart from training in child labour monitoring for DOLE and social partners following baseline survey validation sessions in 2011, little appears to have been done under this output. Trade Union observers comment that law enforcement of child labour regulations is weak in the Philippines, especially given the small ratio of labour inspectors to workplaces, and that the project is also weak in this regard.
107. Moreover, as pointed out by one of the international agency stakeholders met by the evaluation team, the SBM-QAT for the most part is not operational in practice, and child labour cases are generally tried as child trafficking or child protection cases given that the Republic Act 9231 on child labour is weak with respect to penalties. The evaluation therefore suggests that the project management should review the priorities to be achieved under this output within the remaining period.

108. It would also be useful to clarify whether the Institute of Labour Studies activity on amending the Hazardous Work List for 15-17 year olds comes under Immediate Objective 2 or Immediate Objective 4. It is reported under Section 4.5 on Sustainability in this report following the logical framework structure.

4.4 Achievement of Objective 3: Area-based Services

109. By the end of the project, models to withdraw working children and prevent children at risk from working are developed, piloted and documented.

4.4.1 Review of the strategy

110. The intended strategy for eliminating and preventing child labour at the local level is to develop, pilot and document models for identifying and withdrawing children from child labour, and provide packages of services (including education, parent effectiveness counselling, health and livelihood training) tailored to the needs of the child and their family. These models are implemented through an area-based approach including the monitoring of a defined geographical area to identify children engaged in child labour and coordinating individual needs assessments and integrated service delivery among government and some non-government service providers. This area-based approach is endorsed by the evaluators as it is supported by IPEC lessons in the Philippines and elsewhere, as well as from the evaluation of the ABK Initiative Phase 2, that prevention of child labour should include all work sectors, rather than neglecting children outside of certain work sectors, which can occur in a sector-based approach.¹⁵ The approach also aims to reach those children who transfer from one work sector to another. On-going identification and monitoring of children in child labour is to be institutionalised through child labour monitoring systems. The project has taken a localized approach to developing these models as will be discussed below.
111. A second positive feature is that the project approach firmly anchors the identification of children engaged in child labour and the delivery of services to remove them from hazardous work or child labour as defined under the law within existing structures and services. These existing programmes include the DepEd's tutorials for children at risk of dropping out, and the parent effectiveness training conducted by the city and municipal Social Welfare and Development Offices.
112. While the overarching strategies of the project are area-based, rather than sector-specific, the project also includes some sectoral strategies, especially in agriculture, which represents a significant proportion of child labour in the country. The project is supporting initiatives in the sugar plantation areas in particular to monitor and respond to child labour through plantation-based inspection and a voluntary Code of Conduct for the sugar industry in Bukidnon province. However, occupational safety and health measures for older children engaged in agriculture do not appear to feature significantly in the project's package of intervention models. This suggests that there is an opportunity for the project to strengthen the intervention models offered, by introducing protective practices for young people working in agriculture, especially once hazardous work regulations for 15-17 year olds under Component 4 have been rolled out.
113. The issue of developing, piloting and documenting models is considered by the evaluation as a critical issue in the implementation strategy. In the view of the evaluators, the project could have been more intentional in guiding the formulation of the models in each locality, defining some minimum criteria for example, of what constitutes a good area-based child labour monitoring

¹⁵ ICF Macro (2011) Independent Final Evaluation of Combating Child Labour through Education in the Philippines: The ABK Initiative Phase 2.

model. Rather, the CLM-integrated service delivery models have been mostly developed by the implementing agencies, within some parameters as provided in the training on child labour monitoring. The approach has tended towards letting the models evolve, and extracting the lessons and good practices later, rather than to shape them based on ILO-IPEC or other experience. This approach is considered to be strong on ownership and local relevance, but weaker on technical input. The second aspect of the piloting process which deserves greater attention as the models develop is to assess the models that have been implemented against criteria for success.

114. Given the intention for the project to take this pilot modelling approach, it is suggested that the project needs to expedite the process of documentation of the integrated child-labour monitoring and service delivery models across the project, and establish a framework of comparison and assessment. Ideally this would involve IPEC expertise combined with a participatory process with the implementing agencies. The exit strategy then needs to allow sufficient time and opportunity for sharing the findings regarding the models among stakeholders in participating provinces, with stakeholders in other provinces and at national level, and promoting the expansion of successful approaches.

4.4.2 Effectiveness of direct beneficiary targeting

115. As required under USDOL-funded child labour projects, the project undertook a direct beneficiary targeting approach. This was achieved through a purposive sampling baseline survey designed to obtain a master list of children to be withdrawn or prevented. The number of child direct beneficiaries was pre-determined as 9,350 children engaged or at risk, and approximately 2,000 to 2,500 children per province. In order to identify the required number of beneficiary children, the project made a judicious decision to use the Department of Social Welfare and Development's National Household Targeting System's (NHTS) list of poor households as the basis of the sampling frame, which proved to be time and cost-efficient.
116. Negotiations were originally held with the NSO to conduct the survey in July 2010, but it transpired that the NSO is not permitted to do beneficiary selection activities; therefore the project identified a consultant as baseline survey coordinator, and concluded this agreement in September 2010. Research institutions were selected in each province to conduct the baseline surveys. The selection of municipalities for the survey per province was done by ILO-IPEC based on three or four of those considered to have a high prevalence of child labour, and within these, three to five barangays where the concentration of child labour was reported to be high.
117. A total of 11,223 households were surveyed. The baseline survey reports were completed in February 2011. The identification of the master list of beneficiaries proceeded once the implementing partners were identified through a consultative process and the action programmes were underway. In each province, the relevant agencies recruited teams of enumerators, usually day care workers or barangay health workers, who carried out profiling of the listed children, verifying their age, school and child labour status, to establish the final list of beneficiaries. This process has been on-going since the action programmes started, and profiling of the total number of children is nearing completion. Definitions of children engaged in child labour were consistent across the sites, but varying definitions of "at risk" were used. This was usually defined as being the sibling of a child engaged in child labour, or residing in an area where the prevalence of child labour is high.
118. Some criticisms have been raised by community members and enumerators that some of the households included in the NHTS list were not those most disadvantaged and were included as a result of bias on the part of *barangay* officials. Such problems would be likely to occur with any

large scale, but purposive sampling for poor households. The profiling status as of May 2012 is as follows:

Table 1. Profiled Beneficiaries as of May 2012

	Total	Bukidnon	Masbate	Northern Samar	Quezon
Total	8,770	1,973	2,502	2,374	1,921
For removal	5,204	1,397	1,505	1,344	958
For prevention	3,566	576	997	1,030	963
Targets	9,350	2,500	2,500	2,500	2,500

Note: The project beneficiary targeting actually targets a total of 10,000 children, in order to have a buffer in the case that it is not possible to remove some of the identified children from child labour.

119. Of the total profiled, 5,212 are boys and 3,558 are girls. Challenges encountered in the profiling process were that some children had transferred to other areas or had reached age 18 by the time of profiling, and so a process of replacement from the master list has been undertaken. In Bukidnon, there was some hesitation on the part of the project implementing partner regarding delivering services while the list is not complete, but the evaluation team suggest that the Bukidnon Provincial Coordinator and the staff of the Provincial Government Action Programme, should ensure that service delivery commences for children who are already identified.

4.4.3 Delivery arrangements and progress

Delivery arrangements

120. The area based child labour monitoring and service delivery component is delivered through a group of implementing agencies in each of the four provinces. In most cases, these are provincial or municipal agencies, including the Provincial government, the provincial DOLE, DepEd Province Division, and provincial and city Social Welfare and Development offices. In Masbate, Municipal Social Welfare Offices and one NGO (Caritas Masbate Foundation) were selected, primarily for reasons of political tensions between provincial and municipal level. In Northern Samar, two NGOs are responsible for implementing the CLM and service delivery models, due to lack of capacity or political will at the provincial government level. As the action programmes progress, it will be valuable for the project management to monitor the comparative advantages of implementing child labour interventions at Municipal or Provincial level.
121. The selection of government institutions wherever possible has the strong advantage of promoting sustainability, once the seeds of the initiatives take root, and are supported by the government actors. However, reports from the IPEC staff and the coordinators hired by the implementing agencies suggest various challenges in this strategy. For example, there are challenges in timely procurement, a dilution of focus on child labour due to the lack of dedicated staff to handle child labour, and issues with the selection of staff hired under project funding to coordinate the project. Some staff recruited seemed highly appropriate and committed to the work. However, in several instances, as reported by IPEC staff and confirmed by the evaluators, the staff do not have relevant backgrounds for the work. The selection of staff under the action programmes is the responsibility of the implementing agencies themselves. In the case of one action programme at least, this seems to be leading to poor performance of that action programme, although it is early in implementation to make a sound judgment. The IPEC Province Coordinator, the Project Manager and the head of the provincial implementing agency are monitoring the situation. It is suggested that IPEC project management includes guidelines for position descriptions and advertising of posts for any future staff hired by implementing agencies under the project.

Progress of implementation

122. In all of the selected provinces the process of developing the action programmes took considerable time – the initial workshops for introducing the project, selecting partners and identifying the province action programmes were held almost in parallel in May 2011. However, the process of developing the action programme summary outlines (APSOs), which represent their own design documents, took up to six months, as in the case of Bukidnon. This process was relatively slow because several rounds of fine-tuning and revision were required with the assistance of the Project staff, and between the field and IPEC HQ, before the APSOs were finalized. The fact that the implementing agencies were active in preparing the APSOs is commended in the interests of ownership, but given the late start of the project as whole, the length of time required has reduced the time available to the action programmes for implementation, especially when the implementation plan originally mapped a 3-year duration for the service delivery initiatives.
123. Once action programmes were prepared and approved, it took a further two or three months to deliver funds – this is due to local government systems for funding transfer. As a result, the majority of the action programmes were signed in August and September 2011, but in one of the provinces visited, Bukidnon, the Project Coordinator for the provincial government action programme reported receiving the funds locally only in January 2012. The real implementation for this action programme is therefore only 17 months. It should be noted that the evaluation of the previous Project of Support to the Time-Bound Program in 2007, recommended that at least two years should be given to education and livelihoods support interventions to be able to demonstrate an impact on children and their families.¹⁶
124. Once the action programmes were approved and funding delivered the working systems had first to be established before service delivery could commence. Based on the evaluation consultations the service delivery frameworks have been set up clearly in Quezon and Bukidnon, the two provinces visited by the MTE.

4.4.4 Effectiveness of models for withdrawing and preventing targeted children from child labour

Outcomes for children withdrawn and prevented against targets

125. The Monitoring and Evaluation Officer has provided training to the implementing agencies and the selected enumerators to carry out the Direct Beneficiary Monitoring and Reporting (DBMR) according to ILO-IPEC Guidelines. The data gathered by the enumerators are provided to officers within the implementing agencies, who submit the data on children reported as receiving education services under the project. The DBMR forms were translated into Filipino to aid the enumerators. The enumerators met by the evaluation team were enthusiastic about their role, although the requirement to interview three persons, the child, parent, and a teacher or neighbour was felt to be somewhat onerous. In Bukidnon, it was reported that families are not yet aware of what services will be offered under the project, and the enumerators have not been permitted to provide further information. It was felt by the evaluation team that this situation should be reviewed and it would be empowering for the enumerators if they could provide some indications of the services under the project. The enumerators do not themselves make an assessment of children's needs or referral. This is done by the Barangay Council for the Protection of Children (BCPC) in Quezon, who refer the child and family to relevant education, health and social services. In Bukidnon an individual needs assessment for each beneficiary does not appear to be made, and the DBMR focal person

¹⁶ ILO-IPEC. Krijnen, J. and Resurrecion, Angelita. (2007) Final Expanded Evaluation. Supporting the Time-Bound Programme on the Elimination of the Worst Forms of Child Labour in the Philippines.

allocates children to education services based on aggregate figures. The evaluation proposed that a clearer needs assessment be made for each child where this is not being done. The approaches in Northern Samar and Masbate were not reviewed in depth, but as described by the Provincial Coordinators for these two provinces and in the APSOs, there seem to be clearly developed models for needs assessment and referral under the linked child labour monitoring and service delivery models of Caritas in Masbate and Eastern Visayas Partnership for Rural Development in Northern Samar.

126. Many of the targeted children are already enrolled in formal education when encountered by the project, but others have dropped out and are referred to the formal system or the Alternative Learning System.
127. Table 2. presents the results for withdrawal and prevention of children, as of March 2012 DBMR reporting.
128. The MTE noted that project document provides for withdrawal and prevention of children in child labour through both educational and non-educational services - specifically 8,500 through educational services and 850 through other services; but the project DBMR system requires the provision of education services only as a condition for reporting the child as withdrawn or prevented.
129. As indicated in the data on withdrawal and prevention, the project is behind target by 700 children in March 2012. Part of the reason for this however, is that while children were receiving education services already, they had not been monitored for long enough, with two monitoring visits required, to be counted as withdrawn from child labour. As indicated in the table, 5,346 children are reported as receiving educational services. The project expects that it will be on target in the next reporting period in September 2012.
130. Table 3. shows that Masbate and Quezon have contributed most to children withdrawn and prevented, followed by Bukidnon, as of March 2012. Northern Samar has not provided services long enough for children to be counted and had only conducted one monitoring visit at that time.
131. In terms of the distribution of children supported by level of education, figures from March 2012 show that 4,854 children are receiving formal education, 534 are enrolled in the Alternative Learning System (ALS) and one child is enrolled in vocational education. The pattern of educational enrolment is similar for girls and boys.

Table 2. Numbers of Children Reported as Withdrawn and Prevented as of March 2012

All Pilot Areas	Children Removed			Children Protected			Children Prevented			Grand Total
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total	
Target end of project	3600	1900	5500	330	170	500	2211	1139	3350	9350
Target at this date – March 2012	655	345	1000	132	68	200	442	228	670	1870
No. Profiled June 2012	2647	1978	4625	330	250	580	1921	1645	3566	8771
No. receiving education services as of March 2012	1431	979	2410	330	182	555	1279	1145	2424	5346
Reported as withdrawn/protected/prevented as of March 2012	184	147	331	17	21	38	402	401	803	1172

Source: Project M & E Officer, DBMR reporting as of March 2012.

Table 3. Children Reported as Withdrawn or Prevented by Province, March 2102

	Quezon			Masbate			Bukidnon			TOTAL		
	M	F	Total	M	F	Total	M	F	Total	M	F	Total
Withdrawn	37	28	65	119	97	216	28	22	50	184	147	331
Prevented	276	266	542	106	123	229	20	12	32	402	401	803
Protected	5	8	13	1	4	5	11	9	20	17	21	38
TOTAL	318	302	620	226	224	450	59	43	102	603	569	1172

Source: Project M & E Officer, DBMR reporting as of March 2012.

Qualitative assessment of service delivery

132. Under the provincial and city action programmes across the four provinces child labour monitoring and integrated service delivery models for child labourers are being established. Comparison of the models of needs assessment and service delivery to targeted children across the four provinces is complex because of the variety of packages of assistance under the action programmes. The common elements are parent effectiveness training delivered to some or all of the parents of targeted children, referral of out of school children to formal education, ALS or vocational education, provision of school supplies in some localities; and provision of health services. The comments made here refer mainly to Bukidnon and Quezon as the provinces visited by the MTE.
133. In terms of integrated services, Quezon DOLE is coordinating the provision of services to child labourers through the DepEd and PSWDO (Lucena city and Provincial SWDO), as well as taking action to strengthen the BCPCs in 18 focus barangays. The DOLE convenes an implementing agencies forum as a harmonising mechanism for the actions of each. The 18 barangays have reactivated their BCPCs and workshops have been held to build the capacity of the BCPCs and following this, seminars were held on the child labour monitoring-integrated service delivery model. The 18 barangays have agreed to utilize the 1% children's budget for child labour. In Bukidnon, the Provincial Government has set up a coordination framework between the DepEd, PSWDO and the Department of Health.
134. These frameworks appear to be well established in both Quezon and Bukidnon, but in practice, the service delivery is being rolled out at different paces. In Quezon, parent effectiveness courses have been held in 18 project barangays, and school supplies have been delivered to identified

beneficiaries. Parents will also become recipients of the local government 'blue card' in Lucena city that provides access to livelihood supplies and capital. In Bukidnon, only education services have been delivered so far, and in one barangay met by the team there appeared to be a lack of knowledge of the project's role among officials. However, in other barangays there is a clear understanding of the role of the project.

135. The process of needs assessment and referral is a critical element of responding to the needs of children found engaged in child labour. In some models, such as that of Quezon DOLE, and the Caritas Action Programme in Masbate province, a child-centred needs assessment is carefully built into the process. However, according to the MTE team's observations, needs assessment seemed to be underemphasised or not yet carried out in the current practice for targeted beneficiaries. In Bukidnon, the DepEd receives the list of identified children and assesses their education needs. The integration with other types of service delivery does not seem to be happening so far, but the action programme is still relatively young. The Valencia City Social Welfare officers do carry out needs based assessments as part of their case-work approach, including children identified in street-based child labour, but this is not part of the targeted beneficiary monitoring, as the CSWDO does not yet have the list of targeted child beneficiaries. There appears to be a potential role for the day care workers or other volunteer enumerators to make an initial assessment during their DBMR monitoring as will be done by the sugar crop inspectors under the sugar industry model being developed by DOLE in Bukidnon.
136. With regard to education services provided across the provinces, again, there is considerable variety. For example, Quezon DepEd is providing educational supplies such as notebooks, pens and school uniforms and learning modules for ALS students. In Bukidnon, planned education services include peer tutorials, community follow-up support and alternative delivery mode (take-home modules) for those in school; hiring of additional ALS tutors, tutorial support for children attending ALS and priority places in the DepEd Summer reading camp. School supplies are not provided through DepEd, but some beneficiary children received supplies raised through a "Walk for a Cause" event in May 2012 organised by the DOLE. Under DepEd Masbate City Division, education services include school feeding, remedial teaching and school supplies.
137. The effectiveness of different forms of assistance in keeping children in school would be worth investigating systematically as the project evolves. Providing school supplies only to children engaged in child labour raised some complaints from parents in one barangay in Bukidnon for example, suggesting that school supplies were a 'reward' to parents who allowed their children to work. While school supplies were appreciated by children and their parents interviewed, it is likely that this serves more of a symbolic value than making a strategic difference to their ability to keep children in school. The parents and children met by the evaluation team spoke of the everyday expenses of transport, meals and school projects as a considerable burden, made heavier when many of the families the team met had six to eight children.
138. Some highlights in providing services to children in child labour and in advocacy initiatives observed by the MTE were as follows:
 - Barangay captains (locally elected leaders) in Barangay Dalahican and Barangay Market View in Lucena City, Quezon are active in support of the issue of child labour. The captain in Market View is active in engaging private sector support for children, through scholarships and feeding programs. The barangay captain of Dalahican has initiated the engagement of the youth council (the Sangguniang Kabataan) in child labour advocacy.
 - In Bukidnon, the late Provincial Coordinator was instrumental in gaining the support of the Coca Cola Foundation for the building the Quezon National High School Apyao Annex in a

remote barangay of Quezon Municipality. The evaluation team visited the school and met with ALS students and their parents who are benefiting from the new school building which houses 400 students, many of whom are indigenous people. This school is in a sugar plantation area, where transport is particularly difficult, and the closest high school was formerly several kilometres away.

- At Valencia National High School, in Valencia Municipality, Bukidnon, the evaluation team encountered a school principal who is highly motivated to monitor and support the children in her school who are engaged in child labour. With minimal support from the project other than initial participation in orientation, she has instituted tutorials for children who are working after class through a group of instructional managers. The group of children met by the evaluation team in this school are still working. One boy for example, gets up at 3am to work in a restaurant every morning before walking to school for an hour at 6am. A girl works in the market selling fish by herself, and another is a mobile vender in the market. It is hoped with the right combination of support they will cease to do so in the near future. Some of these children and their parents explained that they use the money earned to contribute to the family, or to pay for their school costs.

4.4.5 Child labour monitoring models

139. Alongside the direct beneficiary monitoring and provision of services, models for child labour monitoring are under development in each province, that are intended to be institutionalised beyond the project lifetime. These models are at different stages of progress at the time of the MTE.

Quezon community based CLM

140. In Quezon, the provincial DOLE AP has developed a CLM model, linked with integrated service delivery, which is overseen at the barangay level by the BCPC. The monitoring is community-based, carried out by community volunteers who are usually day care workers. The volunteers will visit workplaces and when they find working children will document their situation and report the cases to the BCPC which will then carry out a needs assessment. Regular meetings of the BCPC will be convened where volunteers can share their information on the children. Likewise, parents will be informed of the volunteers' findings through the community assemblies. This model is being piloted in the 18 project barangays. This system will link to the services at barangay level and above, including social welfare and education. At present, volunteers have been trained, some of whom are also monitors for the direct beneficiaries targeted by the project.

Bukidnon sugar industry CLM

141. Under their action programme, DOLE in collaboration with the District Tripartite Council, has developed an industry-led CLM model that will be carried out by crop inspectors. The monitoring guidelines have been completed and the approach is about to be piloted in two barangays. The advantage of this model is that it reaches plantations where the general public and labour inspectors have limited access. In view of its recent development, which was unveiled in June 2012, it was not possible to see the effectiveness of this monitoring approach. The development of this system by DOLE received substantial technical guidance from the IPEC project staff. The evaluation observed that the monitoring forms are comprehensive and consistent with the ILO international convention definition of child labour. The DOLE staff believe the model has good potential for replication to other crop plantations such as banana and pineapple. This system complements and reinforces the effective implementation of the Bukidnon Voluntary Code of Conduct for the Sugar Industry that has been developed by the District Tripartite Council and signed in May 2012. With regard to the Code of Conduct, both the IPEC project and the ABK3 LEAP project helped review its contents.

142. The evaluation suggested that a community-based or school-based model will also be necessary in Bukidnon to identify those children working outside the sugarcane fields, such as children working in markets, street selling and restaurants.

Challenges and lessons on child labour monitoring

143. One of the challenges in implementation noted by the Quezon DOLE partners is to ensure that the community based CLM volunteers are aware of the list of target beneficiaries, so that they do not identify the same children who are targeted by the direct beneficiary monitoring, as the two systems will be working in parallel during the project life. This may be a concern in the other target provinces as well. The implementing partners therefore need to work out a system for avoiding the potential duplication of children identified and services provided.
144. Despite IPEC's wide experience with CLM internationally, the model in Quezon province, for example, appears to be substantially home-grown, albeit taking a thorough and systematic approach. The evaluation observation is that the project team could have harvested more knowledge from experience elsewhere to support the CLM models in each province. The project and partners will need to come up with criteria for assessing the models once they are fully implemented. Some potential criteria for a good community-based child labour monitoring model might be:
- Coverage of the whole community and different work sectors;
 - Practicality and cost-effectiveness;
 - Clear guidelines for the referral of children to services.

4.4.6 Livelihoods assistance

145. The project has commenced delivering training to children aged 15-17 years in entrepreneurial skills using ILO modules Generate Your Business Idea and Start Your Business (GYB/SYB). One such training was being held in Calauag Municipality of Quezon province during the MTE visit.
146. In addition to this form of support to older children and their families, the project is taking a Value Chain Analysis approach as a tool to develop market-oriented livelihood opportunities for the families of a portion of beneficiary families. This approach has been informed by ILO expertise in the region. It identifies products that are favoured by local natural resources and conditions and have strong market potential, and provides an analysis of employment opportunities that can be identified along the production and distribution chain. The consultants to the project have identified green charcoal briquette making, copra, Nipa Palm and rice products in Northern Samar; seaweed products for food and medicine, hogs and beef tapas (processed beef products) in Masbate; and organic vegetable production in Quezon and Bukidnon. At a project-wide level it is not clear yet how many families will be able to take up opportunities in these economic developments, but there will be opportunities in sales as well as in production. In Masbate, for example, there will be a gradual enrolment of families into different processes. Here the project will leverage resources from government or the private sector to support the developments - for example, a municipal mayor will provide inputs for the seaweed products, which have a major international market.
147. This appears to be a promising development, improving on previous trends in livelihood initiatives in the Philippines and elsewhere in the region that failed as they were not suited to market conditions. The choice of products has been validated with local government units and there is strong local support for the approach, however, the actual set-up of production has not begun yet, and provincial and local partners are eagerly awaiting the next step of enrolling families in various

stages of production. When questioned by the evaluation team about the amount of time required to improve participants' incomes, the Project Manager and Senior Programme Officer expressed confidence that the approach can generate 'quick wins'. The decision to follow this approach evolved in response to the development of value chain expertise within ILO and was not part of the original design. This is a positive looking initiative; however, the evaluators remain concerned that insufficient time is available to see the economic status of the families flourish. The evaluation frequently heard from barangay officials and other community members that poverty is the root of child labour, along with parental attitudes, therefore this type of intervention is considered critical to ensure families stay above the poverty line and can afford to send their children to school. From the evaluators' perspective the lesson remains that livelihoods support in the context of child labour interventions should be delivered early in a project's phasing; and beyond an external project context, may best be provided hand-in-hand with the delivery of other support services. This conclusion was supported by the comments of several provincial representatives at the evaluation National Stakeholder Workshop.

4.4.7 Sugar industry management course

148. One of the tangible project achievements in Bukidnon is the Sugar Farm Production and Management Curriculum that has been developed under the management of the Sugar Industry Foundation Inc. (SIFI). The course is a 2-year Associate developed by the Central Mindanao University Agriculture Extension Department. SIFI has organised scholarships for 20 former child labourers under the project. The course represents a 'win-win' situation, as the plantations lack properly training managers, and the children of plantation labourers frequently lack decent work opportunities when they complete school and reach the minimum working age. It also benefits the university to have a new fee-paying course. SIFI will help link the first round of graduates to farm management jobs.

4.5 Achievement of Objective 4: Sustainability

149. By the end of the project, the child labour agenda is made an integral part of national development frameworks and local development programming with local governments supported in coordinating resource allocations to child labour action.
150. This component is designed to *mainstream the child labour agenda* into national and local development planning, with a view to sustained and suitably resourced action on child labour. The outputs operate at the level of national development policy, local government development planning, improvement of legal frameworks on child labour, and communications strategies to raise awareness on child labour in the project areas.

4.5.1 Local development planning and budgeting

151. With regard to national development frameworks, DOLE had already agreed at the time of the project start to prepare a chapter on child labour to be integrated in the Medium Term Philippine Development Plan (2010 – 2015). The project has proceeded to focus most of its efforts to date on strengthening local government development planning and budgeting for child labour. In the Philippines, local government units at the level of the city and municipality have devolved responsibility for provision of basic services to the public, under the Local Government Code, overseen by the DILG. Barangays are also responsible for delivering services, but must have their funds approved by the city or municipality. The project has addressed the need to build capacity for mainstreaming child labour at the city and municipality through a series of LGU consultations, training and research conducted under contract by the CBMS Network. The CBMS project has been

running since August 2011 and extends until August 2012. The consultations and research have culminated in two studies - 1) *Gap Analysis of Child Labour Services and Existing Delivery Mechanisms in Bukidnon, Masbate, Northern Samar and Quezon*, and 2) *A Review of Local Development Plans and Budgets and their Responsiveness to the Problem of Child Labour*. These two documents were completed in final version in June 2012. The latter study indicates that Annual Investment Program budget allocation to some child-labour related issues (legal aid, scholarships, special protection) has actually declined during 2009 – 2011 in some of the focus LGUs. Some insightful conclusions are drawn and recommendations made by the study, which the evaluation team, especially based on the local knowledge of the National Consultant, would endorse. For example:

- That the LGU budget mandatory 5 per cent allocation for gender and development provides a window of opportunity to support initiatives towards child labour, justified through providing sex-disaggregated data on child labour.
- The need for advocacy to use the 1 percent barangay fund for child protection to address child labour.

152. The CBMS Network has trained the focal LGUs in the project areas in the use of the CBMS tool to collect regular data on child labour and as well as to monitor the impact of programs and policies. This tool appears to present an opportunity for close monitoring at barangay level, and has been taken up by a number of municipalities and cities already within the project areas, as well as elsewhere in the country. The meetings the MTE team held with local planners indicated that this work has generated a great deal of interest among the project partners at provincial, municipal and *barangay* levels.
153. In addition, through the project's advocacy with local governments within the four project sites a number of local government ordinances have been passed or drafted at provincial, municipal and barangay level to ensure that tackling the child labour issue has a legal basis and specific funds allocation. For example, in Northern Samar, a provincial Ordinance has been passed to operationalize RA 9231.

4.5.2 National legal frameworks

154. Progress is somewhat delayed under the improvement of national legal frameworks compared to the workplan. Work on the hazardous worklist for 15-17 year olds was planned for completion in 2010. However, the AP with the Institute of Labour Studies, attached to DOLE, to research and revise the DOLE Department Order No. 4 on hazardous work for children in agriculture to make it compliant with ILO Conventions 138 and 182, was just signed in March 2012. This work would appear to have a good chance of completion during the remaining period, with the AP due for completion in July 2013. This is expected to lead to the updating of the hazardous work list which will be used to guide labour inspectors and crop inspectors.
155. There is also a planned study (originally slated for 2010) to review implementation of RA 9231, including how the act is applied at the local level, with the possibility of proposing revision to the act or guidance in its implementation, to give it more strength. The Project Manager has commenced discussions with a prospective partner to conduct this study as of the April TPR.

4.5 3 Communications strategies

156. The implementation of communications strategies is limited to only one province at present, Northern Samar. Since the communications campaigns have a small remaining budget available according to the Project Management staff, it does not seem likely that these strategies will be implemented as expected in the remaining three provinces. Time is also running short, and it may be that the project has to facilitate local government partners, possibly at municipal/city level, to fund their own communications strategies in the project areas.

5. Management effectiveness and efficiency

5.1 Staffing Structure and Technical Support

157. The project staff consists of the Project Manager, Senior Programme Officer, Monitoring and Evaluation Programme Officer, Administration and Finance Officer and Administrative Assistant based in Manila and a Provincial Coordinator in each of the four provinces. The project also has a driver.
158. This is considered an efficient staffing arrangement. Overall responsibility for project management and strategic direction rests with the Project Manager, as well as oversight of national level activities. Technical guidance and oversight of the province-level work is the responsibility of the Senior Programme Officer.
159. The M & E Programme Officer is tasked with a wide range of responsibilities including the documentation of project processes, provision of support to CLKSS, training on DBMR and processing the DBMR statistics, validating the DBMR, and producing monthly internal monitoring reports.
160. The design decision to place an IPEC Provincial Coordinator in each of the project provinces has proven to be sound in implementation. These officers play an important role in providing technical guidance to the implementing agencies, coordinating training activities, and identifying any difficulties in action programme implementation or partnerships.
161. The project has drawn on IPEC technical support as appropriate, for example SIMPOC assisted in supporting the NSO in the design of the 2011 Survey on Children, and Regional Decent Work Team Specialists for ILO staff visited Manila to provide technical support on the value chain analysis. Training on the IPEC DBMR system was also provided to the project staff and to some national and provincial partners by the IPEC HQ DBMR focal point and the HQ Desk Officer.

5.2 Project Monitoring Systems and Reporting

162. The project conducts two major types of monitoring. The first is the child beneficiary monitoring system (DBMR), designed to collect a wide range of information on the education and work status of child beneficiaries. This has been described in Section 4.4. The evaluation would add the comment here that the management of the DBMR database is carried out efficiently by the M & E Programme Officer. The accuracy of the DBMR data recorded by the enumerators is verified by the M & E Officer or the Provincial Coordinators through validation visits to a random sample of a minimum of 15 beneficiary children in each action programme for each TPR reporting of new figures. Where the records are found to be inaccurate, all the figures reported need to be verified by

the agency and refresher training is provided by the M & E Officer to the enumerator involved, with the records of that enumerator monitored following the training.

163. The second type is the project wide Project Monitoring System, which reports against the achievement of outputs as detailed in the workplan and against the logical framework indicators. This information is recorded in the six monthly Technical Progress Reports provided to USDOL. These reports have been timely, and are completed in a thorough manner by the Project Manager, with detailed explanations for delays and variations to plans. Under Output 4.4 of the Sustainability objective, relating to the conduct of communications campaigns, before and after Knowledge, Attitude and Practice (KAP) surveys are intended to be carried out to assess the effectiveness of the campaigns. As discussed earlier, the communication campaign is only underway in Northern Samar and the KAP survey is yet to be conducted.
164. Under the direction of the Country Director, the M & E Programme Officer maintains an internal monthly workplan and delivery rate report using Microsoft Project, which is provided to the Project Manager and the Country Director. The evaluation concluded that the country office is keeping a close watch on the progress of implementation and that the project team is monitoring and responding to bottlenecks in progress as quickly as possible. As noted earlier, the IPEC HQ Desk Officer is responsible for monitoring progress and providing guidance on technical and operational issues. As the project is at a critical phase of getting all the planned direct action interventions underway, it would be valuable for the Desk Officer to be proactive in providing additional guidance if needed.

5.3 Cost-Efficiency

165. The project direct costs are devoted to both national-level outcomes as well as direct beneficiary outcomes, and it is difficult to put a dollar value on the types of capacity building and institutional change that the project aims to create. Consideration of the cost-efficiency in terms of dollars spent per direct beneficiary is somewhat artificial, since it is difficult to separate out costs of capacity building as compared with supports to beneficiaries. However, the total donor investment of US\$4,750,000 for a reach of almost 10,000 beneficiaries compares favourably with other Time Bound Programmes, such the Support to National Action to Combat the Worst Forms of Child labour in Thailand Project (2006-2009), with a budget of US\$3.5 million and a beneficiary number of 7,000. The project's emphasis on sustainable national capacity and local institutional frameworks for the elimination of child labour, as well as models of local intervention, provided these are eventually sustained, will spread the benefits to many more children engaged in, or at risk of child labour in the future.
166. The breakdown of the budget, (Table 6), including an internal budget line realignment approved in April 2011, indicates the relative distribution of direct implementation costs and project support costs, such as salaries, and administrative support and equipment.
167. Direct implementation costs, comprising sub-contracts, seminars, travel and missions, and international experts, total 58 percent. Sub-contracts, representing the action programmes and research and consultancy costs make up the largest proportion of the budget at 36 percent. Staff salaries, administrative and programme support comprise 35.5 percent. Overall, this distribution is considered as an efficient use of development funds.

Table 4. Budget Allocations to Expenditure Categories

BL	Description	Approved Budget (US\$)	Percentage of Budget	Percentage spent at June 2012
11	International experts	366,780	7.7	50.3
13,15, 16	Administration, travel and missions	859,680	25.1	41.2
17	National professional staff	624,684	13.2	34.9
21	Sub-contracts	1,704,431	35.9	58.2
31	Fellowships/staff training	64,343	1.4	85.3
32	Seminars	145,657	3.1	93.1
41,51, 53	Equipment, maintenance, sundries	304,909	6.5	69.2
67/68	Programme support at 13%	481,483	10.1	53.1
71	Cost increase provision	198,033	4.2	0
	Total	4,750,000	100	51

Source: ILO-IPEC Project Finance Officer.

168. The project Finance Officer provided the evaluation with a breakdown of the budget for the action programmes and national level technical support activities (BL 21). The breakdown shows that the largest share, 27 percent goes to education costs, 12 percent to livelihoods, 15 percent to parent counselling, 14 percent to knowledge management, 11.9 percent to child labour monitoring and 2.4 percent to communications and advocacy. Clearly, education support services are receiving the largest proportion of funding, whereas support towards livelihoods for example, receives less financial support. A greater share might have been directed livelihood training in view of the stakeholders' view that poverty and parental attitudes are the key contributing factors in child labour. It was not possible to provide cash or in-kind funds to beneficiaries for economic activities under USDOL funding policy at the time of the project funding.
169. The overall delivery rate was 51% at June 2012. There is a surplus in the area of staff salaries and administration costs, given the delayed start. Therefore there appears to be substantial leeway in the budget to allow for a no-cost extension, although the duration of such an extension if requested, would need to be carefully cost by the project.

6. Prospects for sustainability

6.1 Sustainability Planning

170. Sustainability is a key feature of the design of this project. The sustainability of the project's interventions is embedded within the design, with a consistent strategy integrated throughout the approach to build the capacity of the national and local stakeholders and the machinery for strategic implementation of the PPACL. The knowledge management, effective partnerships and sustainability components are directed towards strengthening the institutional frameworks for child labour and ensuring budget allocations for child labour programming within national and local development plans. The project approach to working with partners has placed a strong emphasis on consultative and participatory processes in all the engagements with partners, from the design through to development of the action programmes. The project document does not contain or refer to an exit strategy, which is something of an omission. However, under implementation, the project workplan allocates time for phase-out activities between the closure of the action programmes and the end of the project. At this point in the project, it is critical and timely to develop a fully-fledged exit plan and strategy, including national and provincial workshops for sharing lessons learned and good practices, and establishing clear plans for sustaining the achievements under each of the component objectives.

6.2 Prospects for Sustainability

171. The project aims to achieve sustained outcomes at the level of national and local institutional frameworks for combating child labour and at the level of locally implemented models for withdrawing and preventing children from child labour. Broadly speaking, the project has made a significant contribution so far to supporting the strategic direction of the PPACL towards its goal. There are a number of specific indicators of sustained achievements at the national level, for example through the NCLC initiative to obtain an Executive Order to give the NCLC a legal mandate. The revised hazardous work list, once completed, will also represent a lasting contribution to tackling child labour among older children once it is completed. At the provincial level, the capacity of local authorities to address the issue has been improved through the creation and improved functioning of the PCLCs.
172. In terms of the locally implemented models for identifying children engaged in child labour and providing them and their families with services to support their removal or prevention, it is too early to assess their sustainability. The work needed in the remaining period to assess and document models for eliminating child labour has been discussed earlier in this report. This step will be critical to the continuation of these services, and potentially, replication of the models beyond the project sites.
173. Stakeholder ownership of the project initiatives under each of the project components is a key factor in sustaining change. The evaluation observed a strong level of commitment to ending child labour among many of the partners met. This includes partners at national level, where government, employer and trade union groups demonstrate active participation in the NCLC. Indeed at the MTE National Stakeholder Workshop, it was difficult to separate discussion of the project's progress from discussion of the progress of the national child labour agenda as a whole, and it is encouraging that senior figures in government are introducing their own campaigns to end child labour.
174. At provincial level, there are also signs of sustainability, especially where provincial ordinances have been passed; and in a number of targeted municipalities and barangays local resources are being raised and directed towards education and other supports for children engaged in or at risk of child labour. The challenge as noted earlier, is to mainstream the child labour response within mainstream policy and development plans, especially given the multiple responsibilities of the duty bearers in the national and local child labour committees.
175. With regard to the project's contribution to eliminating child labour in the sugar industry in Bukidnon, the existence of the ABK LEAP project offers an opportunity to have the sugar industry child labour monitoring model developed by DOLE and the District Tripartite Council further supported and expanded in other sugar producing provinces under the LEAP project. Potentially, the Central Mindanao University Sugar Farm Management curriculum could also be replicated in other academic institutions in sugarcane areas in the country. It is suggested that the project ensure full knowledge and lesson sharing with ABK3 LEAP to help realise this potential.

7. Learning and recommendations

7.1 Lessons and Emerging Good Practices

176. For the most part, the lessons identified by the evaluation relate to the project design and implementation processes. With regard to design, the evaluation found that the strategies of the project under its four components are highly relevant to the challenges of addressing child labour in the Philippines. However, the lack of mutual exclusivity between components led to some confusion in implementation. This is a design issue that IPEC project designers could attend to more closely in the future.
177. As noted earlier in the report, there are lessons to be learned for IPEC regarding streamlining project-start up and staff recruitment to avoid the additional pressure that a delayed recruitment places on the staff and the partners, and which also reduces the likelihood of achieving all the intended objectives.
178. At the level of national tripartite relationships, the evaluation considers that the efforts of the senior project staff to build trust and capacity primarily through the NCLC have been successful, which is a positive lesson for future projects. In terms of local interventions, the IPEC project's approach to developing the capacity of local government and mainly working through existing government structures is showing signs of effectiveness and is considered as an emerging good practice for sustainability. The project also works with NGOs as key implementing agencies in two provinces, Masbate and Northern Samar. The evaluation did not visit these provinces, but it appears that progress is strong in Masbate at least. The comparative value of implementing capacity building and CLM models through local government and NGOs is an issue that would be worth exploring in the final evaluation.
179. It is premature to assess the models of child labour monitoring and service provision in terms of good practices, but as noted in Section 4.4, there are signs that both the sugar industry-led and barangay-led community based CLM models will become effective models for identifying child labour and referring children to services. A further lesson drawn by the evaluation is that livelihood interventions to support families' economic resilience should be developed early in a project's lifetime, alongside education access and parent education and awareness interventions.

7.2 Recommendations

180. The following recommendations are directed to the project management team, as well as to ILO-IPEC, national stakeholders and USDOL where specified. The recommendations are divided into key recommendations that are considered critical for the project to meet its objectives; other recommendations for the project; and recommendations for future projects.

7.2.1 Key recommendations

181. The following recommendations are considered critical for the project to meet its objectives:
 1. Given the overall delays in the project start-up, and the slow progress of the action programmes in Bukidnon and Northern Samar, the project faces serious challenges in meeting its quantitative and qualitative targets under Immediate Objective 3 within the project timeframe. The project should consider requesting a no-cost extension of at least six months, depending on budget available, to enable the full roll-out of the action programmes, and to enable the assessment and dissemination of the models implemented. To support a request for

a no-cost extension, the project needs to undertake a close review of the work plan and current state of progress.

In the event that a no-cost extension is not possible, the project should revise the implementation strategies per province, prioritising support to the value chain work for livelihoods development; and in Bukidnon and Northern Samar in particular, consider ways that the Provincial Coordinators can take a more proactive role to expedite progress of the action programmes that are delayed.

2. The project management staff, with the support of the HQ Desk Officer should review the workplans and progress of the action programmes that are falling behind schedule, especially those in Bukidnon and Northern Samar, and if a no-cost extension is granted, no-cost extensions should be provided to those action programmes and others that are deemed to require more time for their benefits to be demonstrated.
3. Following the mid-term evaluation, it is recommended that priority be given to developing a detailed exit-strategy to be implemented during the final six months of the project, including plans for phasing out technical support to the action programmes.
4. The project management team should revise the outputs of Immediate Objective 3 to enable the systematic documentation and assessment of the models of child labour monitoring and integrated service delivery piloted, identifying the key elements of successful models; and should allocate resources for exchange workshops to discuss and disseminate those models deemed successful as part of the exit strategy.

Specifically, in determining the models that are to be recommended for continuation beyond the project, adaptation and national replication, the project needs to conduct a comparative analysis and documentation of the models and how they were implemented.

5. As part of the planning for the remainder of the project following the MTE, the project team should take stock of the communications strategies implemented against those originally planned, explore cost-efficient strategies to enhance communications and awareness raising efforts across all target provinces, and in the provinces where resources are not yet allocated, together with partners look at options to raise alternative resources for communications campaigns.
6. In the case of the Bukidnon provincial government action programme, the project management staff should closely monitor the handling of performance management of the recruited staff, and provide support to the implementing agency to take action if the performance of the staff member does not meet the requirements of the position terms of reference within an agreed timeframe.
7. It is suggested that the Project Manager provide an update to USDOL in the TPR following the MTE on any revisions in strategy, including specific information on plans for catching up in the two provinces that are behind in terms of child beneficiary withdrawal and prevention.

7.2.2 Other recommendations for the current project

182. Further recommendations for the project are as follows:

Knowledge management component

8. The project should support the NCLC knowledge management sub-committee to popularize the use of the CLKSS, and actively promote the use of the website by the NCLC, PCLC and other key stakeholders. At the community-wide level, the sub-committee, with project support, should foster child and youth access to the site, by introducing a young people's page, with a suitably child and youth-friendly look.
9. The project should support the CLKSS administrators and sub-committee in formulating comprehensive guidelines for ethical use of the information uploaded on the website, including confidentiality of child labourers and strictly limited access to individual child information.
10. The knowledge management sub-committee and the project should encourage uploading of more information on successful models in eliminating child labour from the literature, previous child labour projects in the Philippines and current experiences derived from the IPEC project and the LEAP sugar cane project.
11. It is suggested that the knowledge management sub-committee of the NCLC provide periodic reports to the NCLC evaluating the effectiveness, efficiency and functionality of the system.
12. To IPEC EIA section and the project team, it is suggested that final evaluation should consider the extent to which the NCLC has been able to make use of the CLKSS system to inform policy and programme planning.
13. In view of the recent release of the findings of the National Survey on Children, the NCLC and PCLCs should take prompt action to use the results as a tool for advocacy, resource mobilisation and mainstreaming of child labour concerns into local development plans and budgets.
14. The findings of the NSOC, once the full results are released, represent an opportunity for the Project and the NCLC to identify the issues that warrant further study and knowledge generation; for example related to gender analysis in child labour, school to work transition programmes, youth employment needs of 15-17 year olds and sector specific programmes and strategies. This should be put on the agenda of the NCLC and the knowledge sharing sub-committee once the results are available.
15. The project and the NCLC should continue advocacy to institutionalise the regular conduct of national surveys on children incorporating child labour dimensions.

Effective Partnerships

16. The project should provide technical assistance to the NCLC in preparing an operational plan of action to support the draft Executive Order that would give the National Child Labour Committee a legal mandate and budget.
17. Provide assistance in intensifying the ECOP-DOLE partnership toward attaining child labour-free workplaces and monitoring the practice of Voluntary Codes of Conduct including the Sugar Industry Code of Conduct in Bukidnon. The IPEC Provincial Officers could help link ECOP and DOLE provincial offices in developing actions to effectively monitor compliance.

18. Provide technical assistance to the NCLC to prepare a guidance note to the local level Child Labour Committees in order to ensure greater coordination and harmonisation of actions at all levels.
19. The project should foster the continued practice of having coordinated advocacy campaigns at local levels and leverage off DOLE's campaign for 80 child labour-free barangays to stimulate local ordinances and funds allocation at municipal and barangay levels.
20. The IPEC Provincial Coordinators should advocate with local government units for the regular conduct of the Community Based Monitoring System survey to inform child labour in local development planning.
21. The project should expedite the capacity development of the trade union sector through the recently signed action programmes, despite the internal divisions in the Trade Union Congress of the Philippines, and explore workers' alliances at regional and provincial level. The trade unions can also play a key role in child labour monitoring in workplaces where they are present.
22. Support ECOP in identifying schools with enrolled child labourers and other targeted child beneficiaries as recipients for the CSR programs of local business groups; and provide clear information to ECOP on the existing programs and child labour service delivery mechanisms to build collaboration among the stakeholders in the project areas.

Area-based models for child labour prevention and elimination

23. Under the Action Programmes, the role and capacity of the barangay council and captains and the Barangay Councils for the Protection of Children should continue to be strengthened to monitor child labour in the community and provide referrals of children in child labour to appropriate services.
24. In Bukidnon, the sugar industry Child Labour Monitoring model should be complemented with community-based or school based child labour monitoring, to ensure that areas outside the sugar plantations are monitored. In this regard, the efforts of Valencia National High School to monitor, refer and provide educational services to child labourers should be supported to be consistent with the project-wide direct beneficiary and child labour monitoring systems, and documented for replication elsewhere.
25. The National Survey on Children 2011 and the project's baseline studies in the target provinces show a high proportion of child labour in the Philippines occurs in agriculture, and a preponderance of boys working in hazardous conditions in agriculture. This suggests the need to strengthen the intervention models of the project for eliminating child labour in agriculture, including workplace protection and education of communities and employers. Together with the forthcoming work on listing hazardous work in agriculture, it is recommended that the project and its partners at national and provincial level develop, implement and document gender-sensitive strategies to protect or remove children from hazardous work in agriculture.
26. The vulnerability of girls to child domestic work should also be given priority in the area-based models, and specific awareness raising and monitoring directed towards this issue.
27. The evaluation observed that potential opportunities for coordination and learning between the IPEC project and the LEAP (ABK3) sugar cane project are not being fully realised through effective communication. Therefore it is recommended to IPEC to initiate regular communication with the LEAP project to discuss coordination in Bukidnon and share lessons for the elimination of child labour in agriculture more broadly. In this regard USDOL could

- request that periodic meetings be held between the two project teams, including specific planning for coordination in Bukidnon.
28. Under the Bukidnon provincial government action programme support for direct beneficiaries, ensure that a needs assessment is provided for child beneficiaries by an appropriate office such as the BCPC or social welfare representative.
 29. Under the Quezon DOLE Action Programme, there is a need to harmonise the direct beneficiary monitoring data, with data on children engaged in child labour collected by the City Social Welfare and Development Office.
 30. Across the project sites, enhance youth participation and empowerment in advocacy on child labour, following the example of Barangay Dalahican in Quezon, and promote more activities that foster children's participation and leadership on child labour issues.
 31. Strengthen the Parent Effectiveness Seminars delivered to families of targeted child labourers by the Department of Social Welfare, and ensure that effective reproductive health education is included in parent counselling.
 32. The designated project staff of the action programmes, with support from the IPEC Provincial Coordinators should check the understanding of participating barangays and communities regarding the support offered by the implementing agencies to child beneficiaries, and provide re-orientation as needed.
 33. Empower the Direct beneficiary Monitoring and Reporting enumerators to inform beneficiary families more about the supports to be offered under the initiatives of the implementing agencies.
 34. Explore opportunities for livelihoods development to be extended beyond the families who will participate in the identified Value Chain economic activities to other beneficiary families.
 35. To the IPEC HQ and the project, for the final evaluation it is suggested that site visits to Masbate and/or Northern Samar be made for comparison with Quezon and Bukidnon, to explore the effectiveness of action programmes implemented through NGO and municipal level partners.

Sustainability component

36. Give priority and technical assistance to expedite the development of the Institute for Labour Studies' work on Department Order No. 4 Hazardous Work List for 15-17 year olds.
37. Encourage allocation of barangay budget for child labour programs, and possible use of the government mandated 5% Gender and Development budget for child labour, based on the recognition that boys and girls are vulnerable to child labour in gender-segregated sectors.

7.2.3 Recommendations for future child labour initiatives

183. Recommendations for future child labour initiatives are as follows:
 38. Based on the views of multiple stakeholders and the lessons of previous projects on elimination of child labour in the Philippines, support to livelihood development for the families of child labourers as a means of withdrawing children from child labour and as a key to sustaining their removal, need to be initiated hand-in-hand with other service provision to families of child labourers.

39. To achieve this, ILO-IPEC project designers and implementers (or other child labour project implementing agencies), need to plan research on market opportunities and value chain as early as possible in the project life. Especially within a project time-bound setting, supports to livelihoods needs to be given at least two years of implementation to demonstrate effectiveness, based on the evaluation of the previous Project of Support to the TBP in the Philippines and the evaluator's experience.
40. It is recommended to ILO-IPEC in the design of future child labour elimination projects to allocate sufficient time in implementation plans for staff recruitment and to begin staff recruitment prior to project start-up through advance posting of positions, as is reportedly now done in ILO Manila. Realistic timeframes also need to be provided in planning for partners to develop their action programmes.
41. It is recommended that USDOL could review the project proposals it receives for adequate time allowance for recruitment and start-up processes.

Annex A: Terms of Reference



**International Labour Organization- International Programme on the
Elimination of Child Labour**

ILO/IPEC

Terms of Reference

Final version May
2012

For

Independent Mid-term Evaluation

**Towards a Child Labour-Free Philippines: Supporting the
‘Philippine Program Against Child labour’ in Building on Past
Gains and Addressing Challenges**

ILO Project Code	PH/09/50/USA
ILO Iris Code	101923
Country	Philippines
Duration	48 months
Starting Date	30 September 2009
Ending Date	30 September 2013
Project Locations	Philippines (Provinces of Quezon, Masbate, Northern Samar and Bukidnon)
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: USD 4,750,000

List of Abbreviations

AP	Action Programme
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CL	Child Labour
CLMS	Child Labour Monitoring System
DBMR	Direct Beneficiaries Monitoring and Reporting
DED	ILO/IPEC Geneva's Design, Evaluation and Documentation Section
DWCP	Decent Work Country Programmes
EIA (DED)	Evaluation and Impact Assessment Section of ILO/IPEC
GAP	Global Action Plan
HQ	Headquarters
IA	Implementing Agency
IABA	Integrated Area Based Approach
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
NAP	National Action Plan
NC	National consultant
NGO	Non-governmental Organization
PMP	Project Monitoring Plan
PPACL	Philippine Program Against Child Labour
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TL	Team leader
UN	United Nations
UNDAF	United Nations Development Assistance Framework
USDOL	United States Department of Labor

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (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 operational strategy of IPEC has over the years focused on providing support to national and local constituents and partners through their projects and activities. Such support has to the extent possible been provided in the context of national frameworks, institutions and processes that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national frameworks or programmes, such as national plans, strategic frameworks, have provided such focus.
3. Starting in 2001, IPEC has promoted and the implementation of the "Time Bound Programme" approach as such national frameworks. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (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. The International Labour Organization (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 the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
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 over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.
5. The experience with national TBPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective

coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016
7. From the perspective of the International Labour Organisation (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 Programme should be analysed.
8. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see:
<http://www.ilo.org/public/english/decent.htm>
9. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements 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 be gradually introduced into various countries' planning and implementing frameworks.

Project background and current status

10. The USDOL-funded ILO-IPEC Project of Support to the Philippines Timebound Programme (2002-2007) contributed to establishing the current policy and legal frameworks as well as strengthening institutional capacity for dealing with child labour nationwide. Among its major achievements are:
 - o Public acknowledgement of the existence of child labour and the need for it to be stopped.
 - o Private sector (e.g. industry, employers' associations, corporations) interest and capacity to combat child labour
 - o A new framework for national action - the Philippine Program Against Child Labour (PPACL), with a national-to-local structure of child labour committees in place.
11. The project development objective is: To contribute to the Philippine's NAP, the Program Against Child labour's (PPACL) goal to reduce by 75% the worst forms of child labour by 2015 through the prevention, protection, and reintegration of child workers into a caring society.
12. The project has four Immediate Objectives:
 1. By the end of the Project, information on child labour will feed into national and local child labour policy and programme design, implementation and evaluation;
 2. By the end of the Project, the national and local child labour committees and social partners have clearer mandates and responsibilities and improved capacities for policy development, enforcement and child labour monitoring;

3. By the end of the Project, models to withdraw working children and prevent children at-risk from working are developed, piloted and documented;
 4. By the end of the Project, the child labour agenda is made an integral part of national development frameworks and local development programming, with local governments supported in coordinating resource allocations to child labour action.
13. The Project strategy was designed following a six-step series of consultations with national and regional stakeholders. Stakeholders consulted were the country's authorities and key players in the combat against child labour. The process used as its base the Strategic Framework of the PPACL for the years 2007-2015. Proceeding from the PPACL goals, stakeholders prepared outcome trees based on the desired goals and possible resources with which this Project will achieve results between 2009 and 2013. Outcomes were prioritized and possible activities to achieve outputs were generated by the stakeholders. The substance of inputs from social partners has been captured in the project logframe. The Project assists the country to achieve the goals set by PPACL in its Strategic Framework for 2007 to 2015, by contributing to its five strategic directions, through interlinked components.
 14. The Project focuses on four provinces located in regions with the highest magnitude of child workers, based on the 2007 Labour Force Survey. The selected provinces are Quezon in Region IV-A, Masbate in Region V, Northern Samar in Region VIII, and Bukidnon in Region X.
 15. A total of 9,350 children from four the provinces will be targeted for withdrawal (including through removal and protection in workplace) and prevention from child labour through the provision of educational and non-educational services following direct action from the Project. Of this total, 5,500 will be removed from work, 500 protected at workplace (including farms) and 3,350 will be prevented from being engaged in child labour.
 16. As of April 2012, the Project has reported having achieved the following outcomes:
 - The Project started implementation eight months after its scheduled start which has led to delays in the attainment of some milestones. Catch-up has been done and all deliverables up to this period are either completed or moving towards completion.
 - Most direct action APs have been implemented for five months and a total of 1,174 children have already been withdrawn and prevented from child labour. Only 1,174 of the 1,870 beneficiaries targeted for GPRA have been withdrawn because in two areas implementation started in January 2012 and there has not been sufficient time to comply with all DBMR guidelines to report children as withdrawn.
 - Progress is being made in achieving the goals in the other components of the Project, i.e., Knowledge Management, Partnership Strengthening and Sustainability.
 - Some activities where the project still experiences delays include: the inter-provincial agreement on trafficking or capacity-building for labour inspectors, which are either being studied or adjusted because of shifting conditions on the ground.

II. Purpose and Scope

Purpose

17. The main purposes of the mid-term evaluation are:

- a. To review the on-going progress and performance of the programme (extent to which immediate objectives have been achieved and outputs delivered),
- b. To examine the likelihood of the programme achieving its objectives,
- c. To provide recommendations for the remaining period of the project that will improve delivery and sustainability of outputs and objectives,
- d. To identify emerging potential good practices.

18. The mid-term evaluation should provide all stakeholders with information to assess and revise, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.

Scope

19. The evaluation will focus on the ILO/IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes/projects)
20. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
21. The contribution of IPEC to the PPACL process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national NAP. In order to access the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process.
22. The evaluation should identify intended (i.e. planned) and unintended results in terms of outputs and outcomes. Some of the unintended changes could be as important as the ones planned. Therefore, the evaluation team should reflect on them for learning purposes.
23. The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the on-going experience.

III. Suggested Aspects to be Addressed

24. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy; the ILO Policy Guidelines for Results-Based Evaluations; the specific ILO-IPEC Guidelines and Notes; the UN Evaluation Group Norms and Standards, Ethical Guidelines, Code of Conduct; and the OECD/DAC Evaluation Quality Standard.
25. The evaluation will address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability to the extent possible as defined in the ILO Policy Guidelines for Results-Based Evaluation: Principles, Rationale, Planning and Managing for Evaluations, January 2012 http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm
26. Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects” http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.
27. 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.
28. Annex I contains specific suggested aspects 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 Evaluation and Impact Assessment section (EIA(DED)). It is not expected that the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the Inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.
29. The main categories that need to be addressed are the following:
 - Design
 - Achievements (Implementation and Effectiveness) of Objectives
 - Relevance of the project
 - Sustainability
 - Special Aspects to be Addressed

IV. Expected Outputs of the Evaluation

30. The expected outputs to be delivered by the evaluation team are:
 - A desk review of appropriate material;

- Preparation of an Inception report centered on the evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible;
 - Field visit to the project locations in two of the four provinces,
 - Feedback to provincial stakeholders in the two provinces
 - Stakeholders workshop at national level, facilitated by the evaluation team leader
 - Debrief with key stakeholders following the stakeholders' workshop if requested
 - Draft Mid-term evaluation report. The evaluation report should include and reflect on findings from the field visits and stakeholder workshops proceedings including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
 - ✓ Lessons learnt
 - ✓ Potential good practices
 - ✓ Appropriate Annexes including present TORs, and Standard evaluation instrument matrix (adjusted from the one developed in the Inception report)
 - Final Mid-term evaluation report incorporating feedback from stakeholders.
31. The total length of the report should be a maximum of 30 pages for the 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.
32. 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 data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
33. The draft final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the Evaluation and Impact Assessment section (EIA(DED)) of ILO/IPEC Geneva and provided to the evaluation 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

34. 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 EIA

(DED) and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

35. The evaluation team leader will be asked to include in the inception report the evaluation instruments that will be used for documenting and analysing the achievements of the project and the contributions of the sub-projects (Action Programmes) to the programme.
36. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by EIA(DED) and provided to the Project for input prior to the commencement of the field mission.
37. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
38. The evaluation team will undertake field visits to the project. The evaluators will conduct interviews and focussed group discussions (FGDs) with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a workshop towards the end of the field visits.
39. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained;
 - Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions;
 - Areas known to have high prevalence of child labour;
 - Locations close to main roads and locations that are more remote.
40. The national workshop will be attended by IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. This event will be an opportunity for the evaluation team to gather further data, present the preliminary findings, conclusions and recommendations and obtain feedback. The meeting will take place towards the end of the fieldwork.
41. The evaluation team leader will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be the responsibility of the project team in consultation with the evaluation team leader.
42. The team leader will be responsible for drafting and finalizing the evaluation report. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate. The evaluator team leader will have the final responsibility during the evaluation process and the outcomes of the evaluation, including the quality of the report and compliance with deadlines.

43. The evaluation will be carried out with the technical support of the IPEC-EIA(DED) section and with the logistical support of the programme office in Manila. EIA(DED) will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.

44. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

The team responsibilities and profile

45. Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Development of the evaluation instrument • Briefing with ILO/IPEC-EIA(DED) • Telephone interviews with IPEC HQ desk officer, donor • Technical guidance to national consultant • Undertake field visits in project area • Facilitate stakeholders workshop • Draft evaluation report • Finalise evaluation report 	<ul style="list-style-type: none"> • <u>Not have been involved in the project.</u> • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant sub-regional experience • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. • Experience at policy level and in the area of education and legal issues would also be appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Fluency in English is essential • Experience facilitating workshops for evaluation findings.

46. National consultant

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Contribute to the development of the evaluation instrument • Organize interviews of stakeholders and field visits in the country • Co-Facilitate stakeholder workshop (under the team leader leadership) • Contribute to the evaluation report through systematizing data collected and providing analytical inputs 	<ul style="list-style-type: none"> • Relevant background in country social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Relevant country experience, preferably prior working experience in child labour. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience facilitating workshops for evaluation findings. • Fluency in English (and other national relevant language) essential • Knowledge of local languages in the field visit areas an asset

Responsibilities	Profile
<ul style="list-style-type: none"> Others as required by the team leader 	<ul style="list-style-type: none"> Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Schedule

47. 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.

48. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team leader	<ul style="list-style-type: none"> Briefing with ILO/IPEC Desk Review of programme related documents Telephone briefing with IPEC EIA(DED), donor, IPEC HQ and ILO regional 	5	3
II	Evaluation team. with logistical support by project	<ul style="list-style-type: none"> In-country for consultations with programme staff Consultations with programme staff /management Interviews with programme staff and partners Field visits Consultations with girls and boys, parents and other beneficiaries Consultations with other relevant stakeholders Workshop with key stakeholders Sharing of preliminary findings 	16	16
III	Evaluation team leader	<ul style="list-style-type: none"> Draft report based on consultations from field visits and desk review, and workshop Debriefing 	5	2
IV	EIA(DED)	<ul style="list-style-type: none"> Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader 	0	0
V	Evaluation team leader	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 	2	0
TOTAL			28	21

TL: Team leader

NC: National consultant

49. Summary schedule

Phase	Duration	Dates
I	5 days	18th-22nd June
II	16 days	28th June – 13th July
III	5 day	16th – 20th July
IV	3 weeks	23rd July – 10th August
V	2 day	By 17th August

Sources of Information and Consultations/Meetings

50. Sources of Information

The following sources should be consulted:

Available at HQ and to be supplied by EIA(DED)	<ul style="list-style-type: none">• Project document• EIA(DED), ILO and UNEG guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none">• Technical progress reports/status reports• Baseline reports and studies• Project monitoring plan• Technical and financial reports of partner agencies• Other studies and research undertaken• Action Programme Summary Outlines• Project files• National Action Plans

51. Consultations/meetings with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Child labour programs in the country
- Social partners Employers' and Workers' groups
- Government stakeholders (e.g. representatives from Department of Labour, Social Development etc.)
- Government representatives, legal authorities etc. as identified by evaluation team
- National Partners in the PPACL involved in the further development, enhancement and implementation of national processes
- Policy makers
- Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- Parents of boys and girls
- Community members as identified by the project management and evaluation team leader
- USDOL (by telephone)
- US Embassy staff

Final Report Submission Procedure

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

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

VI. Resources and Management

Resources

53. The resources required for this evaluation are:

- For the evaluation team leader:
 - Fees for an international consultant for 28 work days
 - Fees for local DSA in project locations
 - Travel from consultant's home residence to Manila in line with ILO regulations and rules
- For the national consultant:
 - Fees for 21 days
 - Fees for local DSA in project location
- For the evaluation exercise as a whole:
 - Local travel in-country supported by the project
 - Stakeholder workshops expenditures

A detailed budget is available separately.

Management

54. The evaluation team will report to IPEC /EIA(DED) in headquarters and should discuss any technical and methodological matters with EIA, should issues arise. IPEC project officials and the ILO Office in Manila will provide administrative and logistical support during the evaluation mission.

ANNEX I: Suggested aspects to address

Design

- Determine the validity of the project design, the effectiveness of the methodologies and strategies employed and whether it assisted or hindered the achievement of the project's goals as set out in the Project Document.
- Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Assess whether the programme design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Do the projects designed under the programme provide clear linkages and complement each other regarding the programme strategies and programme components of intervention?
- Assess the internal and external logic of the programme (degree to which the programme fits into existing mainstreaming activities that would impact on child labour).

- Analyse whether available information on the socio-economic, cultural and political situation was taken into consideration at the time of the design and whether these were reflected in the design of the programme.
- To what extent were external factors identified and assumptions identified at the time of design? Have these underlying assumptions on which the programme has been based proven to be true?
- Assess whether the problems and needs were adequately analysed 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 programme 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?
- Are the time frame for programme implementation and the sequencing of programme activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of programme results defined clearly at the design stage of the programme?
- How relevant are programme indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.
- Does the project design fit within and complement existing initiatives by other organizations to combat child labour?
- Has the project successfully built off of previous child labour elimination projects?

Achievements (Implementation and Effectiveness) of Objectives

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
- Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, have the results obtained so far justified the costs incurred?
- Examine delivery of programme outputs in terms of quality and quantity; have they been delivered in a timely manner?
- Review whether the technical guidance provided by relevant ILO units has been adequate in terms of nature and extent. How has this advanced / hindered the programmes work?
- Assess the programme monitoring system including the PMP, work plans, processes or systems.
- Evaluate the programme's data collection strategies.
- Assess the programme's gender mainstreaming activities.
- Assess the criteria for selecting implementing agencies for the projects.
- Assess the design and implementation of subcontracts with implementing agencies. Please assess whether IPEC has established clear communication mechanisms and performance management of these partners and activities.
- How is the programme responding to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the programme team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the programme?
- What have been the major challenges and successes in initiating and maintaining partnerships in support of the project?

- Assess the project's progress towards achieving the outputs and immediate objectives. For those outputs and targets that are behind schedule examine why the delays occurred and identify ways to ensure that objectives are achieved in the timeframe.
- What is the status of the models of intervention and is there a clear process for documenting and institutionalising them?
- The project is delayed in implementation of a number of activities, particularly the direct action programs, and reports that they may fall short of the 2012 target for withdrawn and prevented children by 2800. Please assess how the overall goals of the project may be impacted given these delays and shortfalls. What factors have contributed to these problems and how successful has the project been in addressing them? Are the project's current strategies sufficient to address the delays?

Enabling environment (Capacity Building)

- How has been the capacity of the implementing agencies and other relevant partners to develop effective action against CL been enhanced, as a result of programme activities?
- How effective has the programme been at stimulating interest and participation in the programme at the local and national level (i.e. Government commitments)?
- How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the PPACL processes thus far)?
- Assess the project efforts to coordinate and collaborate with other child-focused interventions supported by other organizations in the country
- How has the programme performed in mainstreaming the issue of child labour into on-going efforts in areas such as education, alternative employment promotion and poverty reduction?
- How relevant and effective have been the studies commissioned by the programme in terms of affecting the national debates on child labour?
- Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools are being promoted by the programme for use at the level of PPACL and by other partners.
- Assess the influence of the programme on national data collection and poverty monitoring or similar process (such as CLMS).
- Assess the extent to which the ILO/IPEC programme of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the PPACL.

Direct Targeted Action

- Do the IPEC programme and project partners understand the definitions and their use (i.e. withdrawal and prevented) and do the partners have similar understanding of the terminology used? Please assess whether the programme is accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.
- Assess the effectiveness of action programmes and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?
- Assess the effectiveness of the direct action interventions including whether the length and quality of the services provided are appropriate.

- How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?
- Assess the project's beneficiary identification and targeting strategies and mechanisms.
- Assess the effectiveness of the strategies used for withdrawing or preventing children in different sectors including any different strategies used for different sectors. Do children in different sectors receive different or tailored services, or would they benefit from different service provision based on sectors?
- Review and analyse the comprehensive approach that the project provides at direct action level.

Relevance of the Project

- Examine whether the programme responded to the real needs of the beneficiaries and stakeholders.
- Assess validity of the programme approach and strategies and its potential to be replicated.
- Assess whether the problems and needs that gave rise to the programme still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the projects based on the finding of baseline surveys.
- How has the strategy used in this project fit in with the PPACL, national education and anti-poverty efforts, and interventions carried out by other organizations (including national and international organizations)? Did the programme remain consistent with and supportive of the PPACL?
- Is the strategy addressing the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- What are the main obstacles or barriers that the project has identified as important to addressing child labour in the Philippines? Has the project been successful in addressing these obstacles?
- Has the project identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance of the project?

Sustainability

- Assess the design of the sustainability strategy, and assess the progress of the strategy. Please recommend any changes to the strategy during the remaining implementation period to bolster sustainability.
- Determine the potential to sustain the gains of the project beyond its life and what measures are needed to ensure this.
- Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders (government and implementing agencies) and to encourage ownership of the programme to partners.
- Examine whether prioritised target group and gender aspects are taking in consideration regarding the sustainability of the programme results and assess whether actions have been taken to sensitize national and local institutions and target groups on these issues.
- Assess programme success in leveraging resources for on-going and continuing efforts to prevent and eliminate child labour in the context of the PPACL. Assess whether the resources leveraged are sustainable. Analyse the level of private sector / employers' organizations support to the PPACL as a result of the programmes activities, paying specific attention to how these groups participate in programme activities.

- Identify potential good practices and models of intervention that could inform future child labour elimination projects, especially those that the national partners could incorporate into national policy and implementation.
- Assess the relevance and effectiveness of the project's strategy for sustainably withdrawing/preventing children from WFCL. How effective are the strategies in retaining children and in preventing and withdrawing children from working in exploitative conditions?

Special aspects to be addressed:

Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project?

Annex B: Evaluation instrument

Abbreviated version of the evaluation instrument included in the Inception report, showing the main source of information for each question...

Evaluation category and questions	Source of information stakeholders involved
DESIGN AND RELEVANCE	
Sub-category: Problem analysis and relevance of the strategies:	
1. What are the main obstacles or barriers that the project has identified as important to address child labour in the Philippines? Does the design effectively address these obstacles? Are there other barriers or causes not addressed?	Government departments PPACL members Project Director
2. Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified, taking gender issues into account.	Project staff Implementing agencies NGOs Communities Children
3. Analyse whether available information on the socio-economic, cultural and political situation was taken into consideration, and whether these were reflected in the design of the project.	Project document
4. Determine the validity of the project design, the effectiveness of the methodologies and strategies employed and whether this design assisted or hindered the achievement of the project's goals as set out in the Project Document.	Project staff National and local government stakeholders ILO country office
Fit with existing initiatives:	
5. Does the project design fit within and complement existing initiatives by government and other organizations to combat child labour?	<ul style="list-style-type: none"> • Project staff • National government reps • International organizations
6. How well did the programme 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?	<ul style="list-style-type: none"> • IPEC staff • Regional & Provincial DepED, PCLCs
Building on lessons of previous projects:	
7. Has the project successfully built upon previous child labour elimination projects? (by IPEC and others)	<ul style="list-style-type: none"> • Project Manager and ILO Country regional and HQ staff • Other agencies
Continuing relevance:	
8. Assess whether the problems and needs that gave rise to the programme still exist or have changed.	<ul style="list-style-type: none"> • Project staff • National and local stakeholders • Other stakeholders

Evaluation category and questions	Source of information stakeholders involved
9. Has the project identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance of the project?	
Project design logic and implementation plan:	
10. Were the linkages between inputs, activities, outputs and objectives clear and logical? Do the activities designed under the project have clear linkages and complement each other regarding the programme strategies and programme components of intervention?	IPEC Geneva IPEC Country office Project staff
11. Assess whether the programme design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.	
12. Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?	
13. Are the time frame for programme implementation and the sequencing of programme activities logical and realistic? If not, what changes are needed to improve them?	Project staff HQ staff Implementing agencies
14. Assess the internal and external logic of the programme (degree to which the programme fits into existing mainstreaming activities that would impact on child labour)	
15. To what extent were external factors identified and assumptions identified at the time of design? Have these underlying assumptions on which the programme has been based proven to be true?	Project staff National stakeholders Local stakeholders
16. How relevant are programme indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring impact.	M & E Officer Project Manager
17. Was the strategy for sustainability of programme results defined clearly at the design stage of the programme?	Project Manager National stakeholders ILO CO
ACHIEVEMENT OF OBJECTIVES: EFFECTIVENESS OF IMPLEMENTATION AND ACTIVITIES	
1. Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process (i.e. Assess the planning and start-up process)	Project Manager Senior Programme Officer ILO Country Office
2. Assess the project's progress towards achieving the outputs and immediate objectives. For those outputs and targets that are behind schedule examine why the delays occurred and identify ways to ensure that objectives are achieved in the timeframe.	Project Manager Senior Programme officer M & E Officer ILO Country Office
3. The project is delayed in implementation of a number of activities, particularly the direct action programs, and reports that they may fall short of the 2012 target for withdrawn and prevented children by 2800. Please assess how the overall goals of the project may be impacted given these delays and shortfalls. What factors have contributed to these problems and how successful has the project been in	Project Manager Senior Programme officer M & E Officer ILO Country Office

Evaluation category and questions	Source of information stakeholders involved
addressing them? Are the project's current strategies sufficient to address the delays?	
4. How is the programme responding to obstacles (both foreseen and unforeseen) that arose throughout the implementation process? Has the programme team been able to adapt the implementation process in order to overcome these obstacles without hindering the effectiveness of the programme?	Project Manager Senior Programme Officer M & E Officer ILO Country Office Provincial coordinators AP partners
5. For each objective, examine delivery of programme outputs in terms of quality and quantity; have they been delivered in a timely manner?	Project Manager Senior Programme officer M & E Officer Provincial coordinators AP partners
6. Review whether the technical guidance provided by relevant ILO units has been adequate in terms of nature and extent. How has this advanced / hindered the programmes work?	Project Manager Senior Programme Officer M & E Officer Provincial coordinators AP partners
7. Assess the programme monitoring system including the PMP, work plans, processes or systems. (Includes data collection system)	Project staff M & E Officer Provincial coordinators AP partners
8. Assess the functionality of the Direct Beneficiary Monitoring and Reporting System.	Project Manager Senior Project Coordinator M & E Officer Provincial coordinators AP partners DBMR enumerators
9. Assess the design and implementation of subcontracts with implementing agencies. Please assess whether IPEC has established clear communication mechanisms and performance management of these partners and activities.	Implementing partners Project manager and Snr Programme Officer Provincial coordinators
10. Assess the programme's gender mainstreaming activities.	Implementing partners Project manager and Snr programme officer Provincial coordinators National stakeholders AP partners
11. Assess the cost-efficiency of the programme i.e. compare the allocated resources with results obtained. In general, have the results obtained so far justified the costs incurred?	Finance staff Project manager
Enabling environment: Capacity building	

Evaluation category and questions	Source of information stakeholders involved
12. What have been the major challenges and successes in initiating and maintaining partnerships in support of the project?	Project Manager National stakeholders Other international agencies LGUs Implementing agencies
13. How has the capacity of the implementing agencies and other relevant partners to develop effective action against CL been enhanced, as a result of programme activities?	NCLC members Provincial/Municipal partners Community partners Project staff
14. How effective has the programme been at stimulating interest and participation in the programme at the local and national level (i.e. Government commitments)?	NCLC members Provincial/Municipal partners Community partners Project staff
15. How effectively has the programme leveraged resources (e.g., by collaborating with non-IPEC initiatives and other programmes launched in support of the PPACL processes thus far)?	NCLC members Provincial/Municipal partners Community partners Project staff
16. Assess the project efforts to coordinate and collaborate with other child-focused interventions supported by other organizations in the country?	UNICEF World Vision US Embassy
17. How has the programme performed in mainstreaming the issue of child labour into on-going efforts in areas such as education, alternative employment promotion and poverty reduction?	DepEd, DSWD Project staff
18. How relevant and effective have been the studies commissioned by the programme in terms of affecting the national debates on child labour?	NCLC NSO Project staff
19. If relevant, assess to what extent the planning, monitoring and evaluation tools are being promoted by the programme for use at the level of PPACL and by other partners.	NCLC Project staff Provincial partners
20. Assess the influence of the programme on national data collection and poverty monitoring or similar process (such as CLMS and the NSOC).	PPACL PM Committee
21. Assess the extent to which the ILO/IPEC programme of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the PPACL.	NCLC Project staff Provincial partners
22. Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.	NCLC NGOs Employer and worker associations Project staff
Direct Targeted Action:	

Evaluation category and questions	Source of information stakeholders involved
23. Assess the project's beneficiary identification and targeting strategies and mechanisms.	Project manager Senior Programme Officer M & E officer Implementing partners Barangays, parents, teachers and child beneficiaries
24. Assess the criteria for selecting implementing agencies for the projects.	
25. Do the IPEC programme and project partners understand the definitions and their use (i.e. withdrawal and prevented) and do the partners have similar understanding of the terminology used? Please assess whether the programme is accurately able to report on direct beneficiaries based on partners' understanding of the definitions/terminology.	NCLC and implementing partners at province and municipal level DBMR enumerators
26. Assess the effectiveness of action programmes and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached? Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?	Implementing partners Barangay officials Implementing partners Province project staff Community representatives – teachers, parents
27. What is the status of the models of intervention and is there a clear process for documenting and institutionalising them?	Project staff Implementing partners NCLC
28. Assess the effectiveness of the direct action interventions including whether the length and quality of the services provided are appropriate.	Child beneficiaries Parents Implementing agencies Project staff - provincial
29. How effective were the strategies implemented for child labour monitoring? Are the initiatives on child labour monitoring likely to be sustainable?	NCLC and local Child Labour Committees, barangay officials Industry reps. where relevant
30. Review and analyse the comprehensive approach (integrated) that the project provides at direct action level.	Other international agencies Project staff Implementing partners
31. Assess the effectiveness of the strategies used for withdrawing or preventing children in different sectors including any different strategies used for different sectors. Do children in different sectors receive different or tailored services, or would they benefit from different service provision based on sectors?	<ul style="list-style-type: none"> • Child beneficiaries • Provincial coordinators • Project management • Implementing agencies • Sugar industry representatives
SUSTAINABILITY	
1. Assess the design of the sustainability strategy, and assess the progress of the strategy. Please recommend any changes to the strategy during the remaining implementation period to bolster	

Evaluation category and questions	Source of information stakeholders involved
sustainability.	
2. Determine the potential to sustain the gains of the project beyond its life and what measures are needed to ensure this.	NCLC Project staff Implementing partners – provincial and municipal level
3. Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders (government and implementing agencies) and to encourage ownership of the programme to partners.	NCLC Project staff NGOs Provincial implementing agencies
4. Examine whether prioritised target group and gender aspects are taking in consideration regarding the sustainability of the programme results and assess whether actions have been taken to sensitize national and local institutions and target groups on these issues.	NCLC Project staff NGOs Provincial implementing agencies NGOs working on child domestic work
5. Assess programme success in leveraging resources for on-going and continuing efforts to prevent and eliminate child labour in the context of the PPACL. Assess whether the resources leveraged are sustainable. Analyse the level of private sector / employers' organizations support to the PPACL as a result of the programmes activities, paying specific attention to how these groups participate in programme activities.	NCLC Project staff NGOs Provincial/municipal implementing agencies Industry associations/employers
6. Identify potential good practices and models of intervention that could inform future child labour elimination projects, especially those that the national partners could incorporate into national policy and implementation.	NCLC Project staff Implementing partners
7. Assess the relevance and effectiveness of the project's strategy for sustainably withdrawing/preventing children from WFCL. How effective are the strategies in retaining children and in preventing and withdrawing children from working in exploitative conditions?	Implementing partners – provincial, local, barangay, teachers, parents, children Private sector
SPECIAL ASPECTS TO BE ADDRESSED	
1. Are there any emerging trends or issues that the project should and/or could respond to in order to increase the impact and relevance of the project?	Project staff National tripartite stakeholders Regional, provincial and local stakeholders

Annex C: List of Documents Reviewed

Department of Labour and Employment

Philippine Program Against Child Labour. Strategic Framework 2007-2015.

Philippine Program Against Child Labour. Implementation Plan 2011-2012.

Philippine Program Against Child Labour Plan of Action 2008-2010.

ILO-IPEC Project documents

Project Document “Towards a Child Labour Free Philippines: Supporting the Philippine Program Against Child Labour in Building on Past Gains and Addressing Challenges.” 23 September 2009.

Final Project Order Authorization Form, dated: 28 September, 09

Final Philippines Input Sheet 24 September 2009

Final Philippines Budget (BPS) 24 September 2009

Final Philippines Timeline 24 September 2009

Government Subcontract Justification – Annex G

Technical Progress Reports (TPR). March 2010, September 2010; March 2011, October 2011; April 2012

USDOL Comments on TPRs: March 2010; 14 June 2010, 29 Nov 2010; June 2011, 1 Dec 2011, 30 May 2012.

DBMR Implementation Guidelines

Implementing Agency Summary Outlines for Action Programmes (Listed at Annex F)

Technical Progress Reports on the Action Programmes (Bukidnon and Quezon)

Studies and reports produced for the project

Ateneo Graduate School of Business. Organizational Diagnosis of the National Child Labour Committee. Commissioned Paper by IPEC, unpublished. 19 March 2012; revised version, July 2012 (soft copy)

Baseline Survey for the ILO-IPEC TBP Phase 2. Draft Report. February 6, 2011.

Ericta, Carmelita. Survey of Children 2011. PowerPoint presentation.

Llorin, Renato. Evaluation of the Philippine Program Against Child Labour (PPACL) 2008-2010 Action Plan and Formulation of 2011-2015 Action Plan.

Materials collected during the desk review and field visit

ABK3 LEAP Project Updates, Province of Bukidnon, April –June 2012.

Action Programme Detailed Work Plan in Bukidnon. (provided by Bukidnon Province AP Project Manager)

Krijnen, John and Resurrecion, Angelita. An Independent Evaluation. Supporting the Time-Bound Programme on the Elimination of the Worst Forms of Child Labour in the Republic of the Philippines (PHI/02/P50/USA P.270 0). 2007.

Tigalo-Torres, Amaryllis et al. (2007). Nurturing Children for a Better Future. Gains and Prospects from the National Program Against Child Labour. Performance assessment of the NPACL undertaken by the Bureau of Women and Young Workers, Department of Labour and Employment, Philippines.

Employers' Confederation of the Philippines. ECOP Guidance Document. Child Labor-Free and Child-Friendly Recognition Program. No date.

ECOP PowerPoint Presentation. Strengthening the Private Sectors, Resolve and Capacity to Combat Child Labour through more Focus and Enhanced CSR Program.

Child Labour Monitoring System Framework. Prepared by the District Tripartite Council-Department of Labor and Employment,

Child Protection Ordinances. Province of Bukidnon. (Pamphlet)

Executive Order. No. 16. An Order Creating the Child Labour Committee of the Provincial Child Welfare Council. Provincial Capital, Office of the Provincial Governor, Bukidnon.

Making the Sugar Industry in Bukidnon Child Labor-free through an Industry owned, Self-Sustaining Child Labour Monitoring System, CLMS Monitoring Form. MT Form 2. Referral Slip, MT Form 3; Action Slip, MT Form 4. No date.

MSWDO Lucena City. Photocopy of Report in 2011, section on Children in need of Special Protection (CNSP)

PSWDO Accomplishment Report ILO-IPEC Provincial Government of Bukidnon Child Labor Program (received by MTE in July 2012)

Tuburan, Hector. Bukidnon Action Program, Project Brief, July 2012.

Eliminating Child Labour: The VNHS Experience. 2012.

DOLE, Quezon Province. Child Labor Monitoring Volunteers Orientation. IPEC Quezon Hand-out. No date.

Fact Sheet on ILO-IPEC Funded Action Programmes Implemented by PCLC in Lucena City, Calauag and Catanauan. No date. (provided during the field visit 6 July 2012)

Fact Sheet on Child Labor in Barangay Dalahican, Lucena. No date. (provided during MTE Team visit, 11 July 2012)

Minutes of the Bi-monthly Meeting of the Provincial Child Labour Committee (PCLC), 25 May 2012.

Organikong Paggugulayan at Tiyanggeng Bayan, Kabuhayan sa Kanayunan." Bayan ng Calauag, Lalawigan ng Quezon (pamphlet) PSWDO-Quezon APSO.

ILO -IPEC and UN Evaluation Guidelines:

Guidebook V Overview TPB Manual

Inception Report Guide. November 7, 2011 Current version

UNEG Guidelines Norms and Standards

Gender Analysis in Child Labour, 2000

ILO Guidance Note 4. Gender in Monitoring and Evaluation

ILO Guidelines to Results Based Evaluation. January 2012

ILO Guidelines for Independent Evaluations, 2006

Inter-Parliamentary Union Handbook, 2002

Annex D: In-Country Schedule

Date	Time	Venue	Activity
4 July Wednesday			Ms. Ruth Bowen (TL) arrival in Manila
5 July Thursday	09:00-10:00	ILO Office	Meeting with Manila-based IPEC staff
	10:00-11:00		Meeting with ILO Country Director Lawrence Jeff Johnson
	11:00-12:00		Meeting with ILO Senior Programme Officer, Cocoy Sardaña
	Meetings with individual IPEC staff (Part 1 of 2)		
	13:00-14:00	ILO Office	Meeting with IPEC Project Manager, Giovanni Soledad
	14:00-15:00		Meeting with IPEC Senior Programme Officer, Jesus Macasil
	15:30-16:30		Meeting with IPEC M&E Programme Officer, Jodelen Mitra
6 July Friday	09:00 – 10:30	DOLE-BSWC	Meeting with NCLC PM Committee <ul style="list-style-type: none">- Dept. of Labor and Employment (DOLE)-Bureau of Workers with Special Concerns- Trade Union Congress of the Philippines- Federation of Free Workers- Employers’ Confederation of the Philippines- Department of Social Welfare and Development- Department of Education
	10:45-12:00		Meeting with the Department of Labor and Employment, Usec. Lourdes Trasmonte
	14:00-15:00	Visayan Forum Office	Meeting with Visayan Forum, Roland Pacis
	15:30-16:30	Laura Vicuña Office	Meeting with Laura Vicuña Foundation
7 July Saturday			Review project documents
8 July Sunday	14:00-17:00		Travel to Lucena City, Quezon Province
	17:00-18:00		Meeting with IPEC Provincial Coordinator, Cecille Colarina
9 July Monday	08:30-11:00	Lucena City	Meeting with Quezon Implementing Agencies Project Staff (DepEd, DOLE, Provincial Social Welfare and Dev’t Office (PSWDO) and City Social Welfare and Dev’t Office (CSWDO) <ul style="list-style-type: none">- through Steering Committee Meeting
	11:00-12:00	Provincial Capital	Meeting with representative of the Provincial Government (PSWDO)
	13:00-15:00		Travel to Municipality of Calauag
	15:00-17:00	Office of the Mayor	Meeting with Municipal Mayor and Municipal Social Welfare and Development Officer
	17:00 – 18:00		Meeting with Brgy. Sta. Maria enumerators
10 July Tuesday	08:30-09:30	Barangay Hall, Santa Maria	Meeting with parents and barangay/village officials of Brgy. Sta. Maria

Date	Time	Venue	Activity
	09:30-12:00	Sta. Maria Elem. School	Interview with teachers and child beneficiaries
	13:00-15:00		Travel to Lucena City
	15:00-16:00	Market View ALS venue	Visit ALS class in Brgy. Market View, Lucena City and interview teachers and child beneficiaries
	16:00 – 17:00	Brgy. Hall	Meeting with Brgy. Captain, Edwin Napule and enumerators
11 July Wednesday	08:30-09:30	Barangay Hall	Meeting with barangay Captain, Dhen Bautista and village officials of Brgy. Dalahican
	10:00-12:00	Dalahican Elem. School	Interview with teachers, children beneficiaries and their parents
	13:00-15:00	Lucena City	Meeting with Provincial Child Labor Committee
	15:00-17:00		Exit meeting with PCLC members
12 July Thursday	07:30-09:00		Travel to Laguna
	09:00-11:00	DOLE Regional Office	Meeting with DOLE Regional Director and Child Labor Focal Person (cancelled)
	11:00-13:00		Travel to Manila – via ILO-IPEC Office
	15:20-16:50		Flight from Manila-Cagayan de Oro City
			Meeting with IPEC Bukidnon Provincial Coordinator, Hector Tuburan Jr.
			Overnight in Cagayan de Oro City
Bukidnon Province			
13 July Friday	07:30-10:00		Travel to Malaybalay City, Bukidnon province
	10:00-11:00	DOLE Bukidnon Provincial Office	Meeting with DOLE, implementing agency for the CLMS and Code of Conduct – Mr. Raul Valmores, Provincial Head; Mr. Archie Batica, Employment Officer; Ms. Tarah Gamo, CLMS Project Coordinator
	11:00-12:00	Malaybalay City, Provincial Planning Office Board Room	Meeting with Provincial Government of Bukidnon, Project implementing agency staff – project Coordinator, DBMR Coordinator, Finance assistant.
	12:00 – 14:00	Provincial Planning Office Board Room	Provincial Government of Bukidnon as I/A, with DepEd and planning Office as collaborating agencies: Provincial Administration, PSWDO, PPD Coord, Planning Officer, DepEd Bukidnon Division.
	15:00-16:00	Sugarcane growers Association of Bukidnon, Inc.	Meeting with member of District tripartite Council as key player in CLMS, Code of Conduct and CMU scholarship. Mr. Jose Freddie Flores, SGABI Manager
	16:00-17:00	Central Mindanao University	Meeting with Dr. Juliet Intong, team leader on the development of the Associate on Sugarcane production and Management
14 July Saturday	08:00-0900	Barangay Hall	Meeting with the Barangay Captain and other members of the Barangay Council for the Protection of Children in Brgy.

Date	Time	Venue	Activity
			Merangeran
	09:30-12:00	ALS venue	Visit Alternative Learning System (ALS) classes and interview ALS teachers, children beneficiaries and their parents
	13:00-15:00	Butong, Quezon	Meeting with members of the Bukidnon District Tripartite Council and barangay officials
	15:00-17:30	Barangay Hall	Visit to Butong Apyao Annex, interview child beneficiaries and parents
15 July Sunday			Meeting over dinner with Jodelen Mitra IPEC Monitoring & Evaluation Officer
16 July Monday	09:00-10:00	Office of the Mayor	Meeting with Valencia Mayor and Municipal Social Welfare Development Officer
	10:30-12:00	Valencia National High School	Meeting with Valencia National High School Principal and Guidance Counsellor
	13:00-15:00		Interview with child beneficiaries from Valencia National High School
	15:00-16:00		Travel to Malaybalay City Meeting with PSWDO project Coordinator and DBMR focal point
17 July Tuesday	08:30-10:00	Malaybalay City	Meeting with Provincial Government representative and Provincial Child Labor Committee members
	10:00-12:00		Exit meeting with PCLC, IAs and municipal representatives
	12:30-15:30		Travel to Cagayan de Oro
	17:20-18:45		Flight to Manila
18 July Wednesday	09:00-10:00	US Embassy	Meeting with US Embassy staff, Pamela Pontius
	10:00-11:00		Travel to ILO Office, RCBC Plaza
	11:00-12:00	ILO Office	Meeting with IPEC Staff (Part 2 of 2) Meeting with IPEC Finance/Admin Assistant
	13:00-14:00	ECOP Office	Meeting with ECOP, Ms. Dang Buenaventura and Ms. Freyda Viesca
	15:00-16:00	UNICEF Office	UNICEF meeting, Atty. Annie Saguigag, Child Protection Specialist
	16:00-17:00	ILO Office	Interview with IPEC Masbate Provincial Coordinator, Willie Awitan
	17:00-18:00		Interview with IPEC Northern Samar Provincial Coordinator, Pepe Nebriil
19 July Thursday	12:00 – 13:30	Somerset Hotel, Makati	Follow-up meeting with Project Manager, Giovanni Soledad
	p.m.		Preparation for National Stakeholder Workshop
20 July Friday	08:30 – 16:30	Bayleaf Hotel, Manila	National Stakeholder Workshop
	16:30 – 17:30	Bayleaf Hotel	Exit meeting with project staff

Annex E: List of Persons Met

ILO Staff

Name	Organization and Position/Stakeholder	Date	Location
Bharati Pflug	IPEC HQ	19 June	Skype, Hanoi – GVA
Wahidur Rahman	IPEC HQ	19 June	Skype
Simrin Singh	Senior Child Labour specialist, ILO Regional Office	19 June	Skype
Lawrence Jeff Johnson	Country Director, ILO Manila	5 July	ILO Manila Office
Concepcion Sardana	Senior Programme Officer, Manila	5 July	ILO Manila Office
Giovanni Soledad	IPEC Project Manager	5 July	ILO Manila Office
Jess Macasil	IPEC Senior Programme Officer	5 July	ILO Manila Office
Jodelen Mitra	Project Monitoring and Evaluation Officer	5 July	ILO Manila Office
Ednaly Gulane	Project Finance Officer	5/7/12	ILO Manila Office
Katherine Caballes	Administrative Officer	5/7/12	ILO Manila Office
Cecille Colarina	Project Provincial Coordinator, Quezon	9/7/12	Quezon project office
Hector Tuburan Jr.	Project Provincial Coordinator, Bukidnon	12/7/12	Bukidnon project office
Pepe Nebril	Project Provincial Coordinator, Northern Samar	18/7/12	ILO Manila Office
Wilfredo Awitan	Project Provincial Coordinator, Masbate	18/7/12	ILO Manila Office

National Stakeholders

Name	Organization and Position/Stakeholder	Date	Location
Lourdes Trasmonte	Undersecretary, Department of Labour and Employment	6/7/12	DOLE Office, BSWC Conference Room, Manila
Chit Cilindro	Director, DOLE Bureau of Workers with Special Concerns	6/7/12	DOLE Office, BSWC Conference Room, Manila
Anna Maie Borligod-San Diego	DepEd Bureau of Secondary Education	6/7/12	DOLE Office, BSWC Conference Room, Manila
Elizabeth Echavez	Bureau of Working Conditions	6/7/12	DOLE Office, BSWC Conference Room, Manila
Joselito Manabat	Bureau of Workers with Special Concerns	6/7/12	DOLE Office, BSWC Conference Room, Manila
Maribeth Casin	Bureau of Workers with Special Concerns	6/7/12	DOLE Office, BSWC Conference Room, Manila
Dang Buenaventura	ECOP, CSR Manager	6/7/12	DOLE Office, BSWC

Name	Organization and Position/Stakeholder	Date	Location
			Conference Room, Manila
Adeline de Castro	Institute of Labour Studies	6/7/12	DOLE Office, BSWC Conference Room, Manila
Rica Maria Bernardez	Bureau of Workers with Special Concerns	6/7/12	DOLE Office, BSWC Conference Room, Manila
Cheryl Mainar	Department of Social Welfare and Development	6/7/12	DOLE Office, BSWC Conference Room, Manila
Rafael Mapalo	Trade Union Congress of the Philippines	6/7/12	DOLE Office, BSWC Conference Room, Manila
Roland Pacis	Visayan Forum	6/7/12	DOLE Office, BSWC Conference Room, Manila
Sister Aleth Evangelista	Laura Vicuna Foundation	7/7/12	Laura Vicuna Foundation Office

International Agencies

Name	Organization and Position/Stakeholder	Date	Location
Pamela Pontius	United States Embassy The Philippines	18/7/12	US Embassy, Manila
Anjanette Saguisag	Child Protection Specialist, UNICEF	18/7/12	RCBC Plaza
Daphne Culanag	Project Director, World Vision, ABK3 LEAP Project	9/12	Email correspondence

Consultations in Quezon Province

Name	Organization and Position/Stakeholder	Date	Location
Quezon Provincial Child Labour Committee			
Virgilio Magsino	DOLE Provincial Director	11/7/12	City Hall, Lucena City
Pamela Palma	IPEC Provincial Coordinator, DOLE	11/7/12	City Hall, Lucena City
Rowena Erasca	DOLE District Officer	11/7/12	City Hall, Lucena City
Josefina Monreal	PSWDO	11/7/12	City Hall, Lucena City
Cesar Umilin	CWSDO IPEC Project Coordinator (Lucena)	11/7/12	City Hall, Lucena City
Radzma Umilin	CWSDO Social Worker	11/7/12	City Hall, Lucena City
Nancy Ilagan	PSWDO Quezon Child Labor Focal Person	11/7/12	City Hall, Lucena City
Lourdes Leovido	CWSDO	11/7/12	City Hall, Lucena City
Melanie Tan	DepEd Quezon	11/7/12	City Hall, Lucena City

Name	Organization and Position/Stakeholder	Date	Location
Juvert Jim Reyes	DepEd Quezon IPEC Project Coordinator	11/7/12	City Hall, Lucena City
Elena Eleazar	Pagbilao Police Officer, DCOP/CWCPD	11/7/12	City Hall, Lucena City
Smyl Ubana	Quezon Police Officer	11/7/12	City Hall, Lucena City
Elmar Sillador	Chief, Public Information Officer	11/7/12	City Hall, Lucena City
Sheree Ann Smile	CITY WCPD	11/7/12	City Hall, Lucena City
Rhona Calma	RCR/FJGSS PNCO PNP Quezon	11/7/12	City Hall, Lucena City
Fely Queano	Statistician City Planning and Development Office	11/7/12	City Hall, Lucena City
Ruel Orinsay	PFA Quezon	11/7/12	City Hall, Lucena City
Barangay Sta Maria, Calauag			
Valentin Angeles	Brgy Chairman	10/7/12	Brgy Sta Maria, Calauag
Erwin Batao	Brgy Councilor	10/7/12	Brgy Sta Maria, Calauag
Roil Kristian Regala	Barangay Councilor	10/7/12	Brgy Sta Maria, Calauag
Eduardo R. Matocinos	Barangay Councilor	10/7/12	Brgy Sta Maria, Calauag
Vergel Villaflor	Barangay Councilor	10/7/12	Brgy Sta Maria, Calauag
Sixto Gutierrez	Barangay Councilor	10/7/12	Brgy Sta Maria, Calauag
20 parents (female)	Parents	10/7/12	Brgy Sta Maria, Calauag
Milagros Matocinos	DepEd, Elementary school teacher	10/7/12	Sta Maria Elem School
Melecial Castro	DepEd, Elementary school teacher	10/7/12	Sta Maria Elem School
Armilyn Mendoza	DepEd, Elementary school teacher	10/7/12	Sta Maria Elem School
Isabel Trepane	DepEd, Elementary school teacher	10/7/12	Sta Maria Elem School
Orlando Serdon	DepEd, Principal	10/7/12	Sta Maria Elem School
3 girls (9-11)	Brgy Sta Maria Elem School	10/7/12	Sta Maria Elem
2 boys (10, 11 yrs)	Brgy Sta Maria Elem School	10/7/12	Sta Maria Elem
4 day care workers (F)	Enumerators	10/7/12	Brgy Sta Maria
Barangay Dalahican, Lucena City			
Mardeline Bautista	Barangay Chair	11/7/12	Brgy Dalahican, Lucena
Shirley Magadia Saida	Barangay Councilor	11/7/12	Brgy Dalahican, Lucena
Marvin Macalalad	Barangay Councilor	11/7/12	Brgy Dalahican, Lucena
Marizze Magadia	Barangay Councilor	11/7/12	Brgy Dalahican, Lucena
Larry Luna	Barangay Councilor	11/7/12	Brgy Dalahican, Lucena
13 parents (12 female and 1 male)	Parent	11/7/12	Brgy Dalahican, Lucena

Name	Organization and Position/Stakeholder	Date	Location
5 boys aged 10 to 16	Elementary and High School students	11/7/12	Brgy Elem School
Barangay Market View			
Lerma Medina	ALS Division Supervisor	12/7/12	Brgy Market View
Evelyn Villaverde	District Supervisor, DepEd	12/7/12	Brgy Market View
Norma Ayala	DepEd District ALS Supervisor	12/7/12	Brgy Market View
Jonah Rachel Enriquez	DepEd, ALS Mobile Teacher	12/7/12	Brgy Market View
2 boys, 15 and 16 years old	ALS student	12/7/12	Brgy Market View
Bukidnon Province			
Provo Antipasado	Provincial Administrator, Prov Planning and Development Office	13/7/12	Malaybalay City
Salvacion Dedicatorya	Chief, Prov Planning and Development	13/7/12	Malaybalay City
Arsenio Alagenio	Prov Social Welfare Development Officer	13/7/12	Malaybalay City
Nancy Vilbar	EPS –DepED	13/7/12	Malaybalay City
Dominador Libayao	Technical Staff, PSWDO	13/7/12	Malaybalay City
Raul Valmores	Head, DOLE Provincial Office	13/7/12	Malaybalay City
Archie Batica	DOLE Employment Officer and focal person for the CLM	13/7/12	Malaybalay City
Tarah Gamo	DOLE Project Coordinator	13/7/12	Malaybalay City
Marilyn Goles	Planning Officer	13/7/12	Malaybalay City
Giovanni Aclo	Project Coordinator, Prov govt AP	13/7/12	Malaybalay City
Jed Mina	DBMR Coordinator, Prov govt AP	13/7/12	Malaybalay City
Katharine Sales	Prov govt project management staff AP	13/7/12	Malaybalay City
4 female and 3 male	Barangay Officials	14/7/12	Brgy. Merangeran, Quezon Municipality
15 children aged 10 to 18 years, 6 boys and 8 girls	Elementary level students, QNHS, Apyao Annex	14/7/12	Brgy Butong, Quezon Municipality
8 Children aged 13-16 years. 5 girls and 3 boys	Students at Valencia National High school	16/7/12	Valencia Municipality
23 children/youth aged 13-21. 13 boys and 10 girls	High school level students at QNHS, Apyao Annex	14/7/12	Valencia Municipality
8 parents, 7 female, 1 male	Parents of ALS students	14/7/12	Valencia Municipality
7 teachers, 6 female and 1 male	Teachers of ALS class	14/7/12	Valencia Municipality

Name	Organization and Position/Stakeholder	Date	Location
5 parents – 3 female and 2 male	Parents in Brgy Butong	14/7/12	Brgy Butong, Valencia
13 children –aged 10 to 15 years. 5 girls and 8 boys	Children in Brgy Butong	14/7/12	Brgy Butong, Valencia
Eleonor Nunez	Enumerators, Brgy Butong	14/7/12	Brgy Butong, Valencia
Romela Baluca	Day Care Worker, Brgy Butong	14/7/12	
Adelaida Taray	Day Care Worker, Brgy Butong	14/7/12	
Merlyn Bones	Day Care Worker, Brgy Butong	14/7/12	
Pamela Posa	Day Care Worker, Brgy Butong	14/7/12	
Marry Mondia	Day Care Worker, Brgy Butong	14/7/12	
Marilou Mondo	Day Care Worker, Brgy Butong	14/7/12	
Lilibeth Nadera	Day Care Worker, Brgy Butong	14/7/12	
Marietta Lanayan	Day Care Worker, Brgy Butong	14/7/12	
Bebsun Titon	Day Care Worker, Brgy Butong	14/7/12	
Valencia City Officials			
Mayor Talaga	Mayor, Valencia City	17/7/12	Valencia City
Evangeline Cuzon	SWO IV	17/7/12	Valencia City
Valencia National High School			
Susana Olana	Principal	16/7/12	Valencia City
Isbel Campomanes		16/7/12	
Sheila Peralta			
Juvelyn Loking			
Florlyn Domangcas			
Lany Ucab			
Lourdes de la Cruz			
Candida Larosa			
Elsa Santos			
Dolorita Ekinlay			
Provincial Child Labour Committee meeting, Bukidnon		17/7/12	Malaybalay City
Virginia Flores	CSWDO		
Jeneln Genaro	SWA		
Renato Maestro	Manager, BNA		
Emma Ravelo	Prov Agriculture Office		
Jeffrey Juna	LGU Meramag		
Tarah Gamo	DOLE Bukidnon field Office		

Name	Organization and Position/Stakeholder	Date	Location
Norma Manubag	DepEd Malaybalay		
Nancy Vilbar	Education Provincial Superintendent		
Juanita Javier	CSWDO, Valencia City		
Marilyn Goles	Provincial Planning and Dev Office		
Rebecca Capistrano	PPDO Bukidnon		
Estela Pusig	PBO Bukidnon		
Violeta Almacen	Nurse II, Prov Health office, Bukidnon		
Adrian Gamba	City Planning and Dev Office, Malaybalay		
Evelyn Pimental	City Planning and Dev Office, Malaybalay		
Ruth Leyros	Sociologist, PPDO, Bukidnon		
Famelah Villanueva	Trade & Industry Development Service, District Tripartite Council, Bukidnon		
Janeth Timogan	Bukidnon Police Prov Office		
Teresa Molejon	Assistant statistician, LGU Quezon		

Annex F: National stakeholder Workshop Agenda, Outputs and Participants

National Stakeholder Workshop

Independent Mid-term Evaluation of ILO-IPEC Project:

Towards a Child Labour-free Philippines: Supporting the ‘Philippine Program Against Child Labour’ in Building on Past gains and Addressing Challenges

Bayleaf Hotel, Intramuros

July, 20 2012

Objectives

- 1) To gather perspectives from the project stakeholders on the achievements, progress of implementation, and recommendations for enhancements of the project’s efforts.
- 2) To present preliminary findings, conclusions and recommendations of the evaluation and obtain feedback from the stakeholders.

Workshop Agenda

Time	Activity	Facilitators
8:00 - 8:30	Registration	ILO-IPEC Admin
8:30 - 9:00	Opening <ul style="list-style-type: none">• Opening remarks• Overview of the project• Introduction of participants	ILO Country Director – Mr. Lawrence Jeff Johnson IPEC Project Manager – Mr. Giovanni Soledad
09:00 – 09:30	Introduction of the Mid-term Evaluation mission and objectives Overview of the day’s program and initial impressions of evaluators	Evaluation team: Ms. Ruth Bowen Ms. Lucita Lazo
9:30 – 11:00	Stakeholder group discussion of participants’ perspectives of the contributions and achievements of the project to date, challenges encountered and recommendations for the remainder of the project. Discussion questions provided by the evaluation team Group discussions will be organized in national and province stakeholders groups (Working coffee break)	Evaluation team Group facilitators and documentors
11:00-12:00	Plenary 1. “Looking back” Presentations by groups on achievements and challenges	Evaluation team

Time	Activity	Facilitators
12:00 – 13:00	Lunch	
13:00 – 14:00	Plenary 2. “Looking forward” Group presentations of recommendations for the second half of the project	Evaluation team
14:00 – 15:00	Presentation of preliminary findings and recommendations by evaluation team	Evaluation team
15:00 – 15:15	COFFEE BREAK	
15:15 – 16:00	Feedback from participants on the evaluation findings	Evaluation team
16:00 – 16:30	Conclusions	Evaluation team
16:30 – 16:45	Closing remarks	ILO-IPEC Country Office

Group Discussion Questions

Groups: national, Bukidnon, Masbate, Northern Samar, Quezon. Project staff discuss, but not presenting.

“Looking back”
<ol style="list-style-type: none"> 1. What have been the main achievements of the ILO-IPEC project of support to date? (please consider the four objectives of the project) 2. What are the main challenges and gaps from your point of view? (consider for example, elements of the pilot models, timing, coordination, quality of services)
“Looking forward”
<ol style="list-style-type: none"> 3. What are your recommendations for the period ahead to help ensure the project reaches its objectives? Please suggest who needs to do what – national level, province and local level, ILO-IPEC staff.

National Stakeholder Workshop Participants

Bayleaf Hotel, Intramuros, Manila 20 July, 2012

Name	Agency/Position
National Stakeholders	
Maribeth Casin	Senior Specialist, Bureau of Workers with Special Concerns
Nick Bon	Officer in Charge, Bureau of Working Conditions, DOLE
Adeline de Castro	Researcher, Institute of Labor Studies, DOLE
Ma. Chita Singayan	Bureau of Elementary Education, DepEd
Anna Marie Baligod San Diego	Bureau of Secondary Education, DepEd
Miramel Garcial Laxa	Disaster Response Operations Monitoring and Information Centre, Department of Social Welfare and Development
April Mendoza	Department of Health-FHO
Lita Orbillo	National Economic Development Authority
Maria Ellena Caraballo	Deputy Director, Council for the Welfare of Children
Freyda Viesca	ECOP Focal Person for IPEC Project, Corporate Social Responsibility Unit
Ramon Certeza	Trade Union Congress of the Philippines
Rhodora Buenaventura	ECOP
Sister Aleth Evangelista	Laura Vicuna Foundation
Quezon Province	
Juvert Jim Reyes	Project Coordinator, Quezon DepEd
Pamela Palma	Project Coordinator, DOLE
Jerwin Navarro	MSWDO Calauag Municipality, Quezon
Nancy Ilagan	Child Labour Focal Person, Quezon PSWDO
Dr Tolentino Aquino	Division Superintendent, DepEd
Madeline Bautista	Brgy Captain, LGU Dalahican, Lucena City
Edwin Napule	Brgy Captain, LGU Market View, Lucena City
Northern Samar Province	
Patria Bigcas	PCLC Chair and DOLE Provincial Officer N Samar DOLE
Edgar Dones	Executive Director, Eastern Visayas Partnership for Rural Development
Exiquiel Sarcauga	OIC Regional Director, N Samar DOLE
Gorgonio Diaz	Asst. Schools Division Superintendent, N Samar DepEd
Dionision Galit	Chairman, N Samar Committee on Child Labor
Marlito Bugna	Brgy Captain, Eco Mondragon
Masbate Province	
Carlos Onding	DOLE Provincial Officer & NCLC Chair, Masbate DOLE
Nene Merioles	Div Superintendent, Masbate DepEd

Name	Agency/Position
Edeleine Ancheta	Project Coordinator, Masbate CARITAS
Adonis Dilao	Provincial Planning and Development Office (PPDO) , Masbate
Amy Danao	PSWDO Masbate
Amie Valencia	Brgy Captain, Masbate City
Archibald Batica	Local Employment Officer III, DOLE Region 10
Bukidnon Province	
Alagenio Arsenio	PSWDO Officer, PSWDO
Exiquiel Alambatin	Barangay Captain, Quezon Municipality, Bukidnon
Dr Susan Olana	Principal, Valencia National High School, Cagayan de Oro Region 10, DepEd
Edith Villanueva	President, Sugar Industry Foundation, Inc.
IPEC Provincial Project Staff	
Hector Tuburan, Jr	Provincial Coordinator, Bukidnon
Wifredo Awitan	Provincial Coordinator, Masbate
Pepe Nebril	Provincial Coordinator, Northern Samar
Cecille Colarina	Provincial Coordinator, Quezon
IPEC Staff Manila	
Lawrence Jeffery Johnson	ILO Country Director
Concepcion Sardana	ILO Senior Programme Officer
Cesar Giovanni Soledad	Project Manager
Jesus Macasil	Senior Programme Officer
Jodelen Mitra	Programme Officer, Monitoring and Evaluation
Ednalyn Gulane	Administration and Finance Officer
Katherine Caballes	Administrative Clerk
Alfredo Empil	Driver
Evaluation Team	
Ruth Bowen	International Team Leader
Lucita Lazo	National Consultant

National Stakeholder Workshop Outputs

ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
QUEZON PROVINCE GROUP		
KNOWLEDGE MANAGEMENT		
On CLKSS: Provincial stakeholders were trained and utilizing CLKSS	Municipal and barangay stakeholders were not trained on CLKSS	Training of municipal and barangay stakeholders by DOLE
EFFECTIVE PARTNERSHIPS		
PCLC/MCLC strengthened BCPC strengthening Presence of the 4 Gifts for Children (Code for children, development plan for children, investment plan for children and state of the children report)	Some BCLCs subject for reorganization Updating for the 4 Gifts for Children	Capability building for BCPC members – NCLC, RSCWC, CWC Workshop on updating the 4 Gifts for Children – DILG, NCLC
On IAs Coordination: - Formation of Project Steering Committee - Regular IAs meetings/forum	Irregular attendance of DBMR focal person and CSWDO focal person	Strengthen coordination with the Local Chief Executive and Chief of Office
On Private Sector Involvement - Orientation on Child Labor issues to the Rotary Club and Philippine Chamber of Commerce - Project proposals submitted		
On National Government Agencies' Partnership - MOA with DOLE, DSWD, DepEd on livelihood projects		
Component 3: Area Based services		
Early validation of DBMR data	DBMR: The criteria were not properly set during the finalization of the list of beneficiaries Delayed data sharing Segregation of data not properly installed (e.g. per school, household beneficiaries)	<ul style="list-style-type: none"> Strengthen coordination from the implementing agencies down to the municipal level Additional DBMR staff - ILO
Educational services: ➤ Provision of educational supplies	<ul style="list-style-type: none"> ➤ Incomplete ALS modules ➤ Delayed distribution of educational supplies and school uniform ➤ Inappropriate school supplies 	➤ Fast-track production of modules – Implementing agency
Parent effectiveness seminars: ➤ Conducted profiling of households ➤ Conducted PES Orientation ➤ Conducted PES Session	<ul style="list-style-type: none"> ➤ Delayed identification of household beneficiaries ➤ Incomplete attendance of parents to PES Session 	➤ Formulate demand-driven strategy – IA/ILO
CLM-ISDS:	➤ Specific roles of CLV not clear while the	➤ Re-definition of the roles of the CLM volunteers –

ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
➤ CLM Volunteers organized	enumerators are doing their job at the community	ILO ➤ Flexibility of the IPEC project to cover other barangays – ILO
Component 4 Sustainability		
On livelihood opportunities: ➤ SDC-ASIA conducted technical support on identifying appropriate livelihood activities ➤ Conducted GYB/SYB training of entrepreneurs	➤ Non-implementation of appropriate livelihood project	Present the results of the analysis to the local levels - ILO
On Database Management ➤ Presence of ILO-IPEC baseline survey	➤ National Agencies implement various database management but with only one data source from the local levels.	For the national agencies to decide on using and implementing only one database – NCLC
On ISDS Institutionalization	➤ Review the mandate of the agencies on direct service delivery	Review/re-visit the APSOs – ILO
BUKIDNON PROVINCE GROUP		
Sugar-industry led CLMS Data shared with local/national agencies Convergence of services (sugar farm curriculum development, Sugar Industry Code of Conduct, school building) Roll-out of year 2 of Sugar Farm Technician Course Active involvement of private sector Functional PCLC Access to scholarship funds Medical missions Nutrition and feeding Profiling of child labourers in schools Creation of school CL committee (Valencia HS) Parent effectiveness services Designation of IM by year level (Valencia HS) Provision of school supplies in 2 barangays of Quezon Municipality	DBMR profiling of child beneficiaries	Multi-stakeholder partnership Share best practices Conduct mid-year and annual stakeholders meeting for support (PCLC) -Absorb IPEC project management staff by the Provincial LGU -Formulation of local policies and ordinances for child labour -Livelihood/income augmentation -Monitor effects of the Code of Conduct – sugar, banana, pineapple) - Skills training - Strengthening of BCPCs Active involvement of Barangay CPC and Regional CLC
MASBATE PROVINCE GROUP		
Completed the 2500 beneficiary profiling Installed the DBMR system Conducted 1 st , 2 nd and 3 rd monitoring to ILO-IPEC beneficiaries 450 beneficiaries were withdrawn and prevented	Delayed downloading of the names of the beneficiaries for profiling	

ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
from child labour by March 2012		
Effective partnerships Conducted Community Dialogue in 3 pilot municipalities Quarterly meeting of PCLC and Implementing agencies	IA's not submitting regular updates/report to PCLC	PCLC should be furnished with copies of reports/updates of the program implementation
Area based Services Provided education services (e.g. feeding, remedial teaching and distribution of school supplies to beneficiaries. Provided psychosocial services to parents. Provided psychosocial services to working and at-risk children Conducted Child labour Monitoring and integrated Service Delivery System (CLM-ISDS) Training to 14 pilot barangays Conducted CLM training for 80 CLM volunteers Conducted DOLE Kabuyahan Starter Kit (DKSK) Orientation to 50 families in 5 barangays in Masbate city	Changes in the project staff for DepEd Insufficient staff for DepEd for the ILO-IPEC project “DOLE-out” programs are more appreciated by some of the barangays instead of the CLM and ISDS Lack of coordination to the PSWDO by the C/MSWDO. Delayed implementation of the livelihood component. Skills of the chosen families don't comply with the DOLE Guidelines/criteria of selection	
Sustainability Drafted the Provincial Ordinance on Child Labour and on the process of lobbying to the SP.		
NORTHERN SAMAR PROVINCE GROUP		
DBMR Completed: Masterlisting of CL and at risk children completed and utilized by IAs On-going development of the Child Labour Monitoring tools On-going development of the Integrated Service delivery System Identified CL and children at risk (OSY) given BL/A & E tutorials: (summer classes) and provided with school supplies. (182 children, 44 mainstreamed) Provided instructional modules to teachers and children Enrolled children: (896 Catarman; 684 Mondragon, 378 Lao-Ang; 158 Llas Navas) PSWDO conducted Parental Education	Fast tracking of the implementation of livelihood programs Addressing those identified families in the LED who will not be able to avail of the LED Convergence of efforts of all concerned stakeholders Enforcement of ordinances Financial requirement in the delivery of interventions Identification of appropriate intervention to ensure the children are prevented from falling into the ranks of child labourers	

ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
<p>Services/counselling training to parents and children</p> <p>Local economic Development/livelihood projects identified for 4 municipalities</p> <p>Training of trainers for livelihood conducted</p>		
<p>Partner strengthening:</p> <p>Policy development, enforcement etc.:</p> <ul style="list-style-type: none"> - Provincial Child Labor Ordinance No. 11 Series of 2012 passed and approved - Child Labour-free Brgy. Ordinance in the making <p>Structures:</p> <ul style="list-style-type: none"> - PCLC organized and functioning (regular meetings) - Brgy. Child Protection Councils being activated for strengthening - Mandate and role of IA/PCLCs clarified - IAs meeting regularly/sharing info 		
<p>Sustainability:</p> <ul style="list-style-type: none"> - CL policy in place: Province and barangay ordinances - Structures functioning - regular meetings among PCLC, IAs - DOLE conducts regular, routine inspection of establishments - Conduct of awareness campaigns 		
NATIONAL STAKEHOLDER GROUP		
<p>Support to the NCLC:</p> <p>Knowledge management:</p> <ul style="list-style-type: none"> ✓ CLKSS ✓ Survey on Children – 2011 continuing <p>Effective partnerships:</p> <ul style="list-style-type: none"> ✓ PPACL assessment and planning ✓ Re-structuring of the NCLC subcommittees ✓ NCLC Organizational Diagnosis ✓ NCLC MOA and proposed NCLC EO ✓ NCLC manual of operations ✓ NCLC strengthening partnerships workshop ✓ National Conference for the Protection and Development of Children in the Sugar 	<p>CLKSS:</p> <ul style="list-style-type: none"> - Maximize utilization for sharing accomplishments and good practices, for reporting child labour incidence - Explore tapping 117 hotline in absence of a child labour hotline - Widen advocacy - Train users at local levels - Link to website of social partners <p>Communication plan:</p> <ul style="list-style-type: none"> - Follow-up workshop for Batang Malaya campaign 	<p>CLKSS</p> <ul style="list-style-type: none"> - maximize utilization for sharing accomplishments and - good practices, for reporting CL incidence - explore tapping 117 for reporting CL cases in absence of CL hotline - widen advocacy - train users at local levels <p>Communication Plan</p> <ul style="list-style-type: none"> - pursue conduct of follow up workshop for Batang Malaya - campaign

ACHIEVEMENTS	CHALLENGES	RECOMMENDATIONS
Industry Sustainability: ✓ World Day Against Child Labour celebration – 2011, 2012 ✓ Batang Malaya ✓ Review of DO 4. S1999 (List of Hazardous Work and Activities for Persons below 18 Years of Age)	- Partner with media	- partner with media

Annex G: List of Action Programmes

Serial No.	I/A and Action Programme	Start date	Completion date
001	ECOP - Enhancing CSR programmes	1 Sep 2011	1 Sep 2012
002	DOLE Region 10 – Bukidnon – CLMS Sugar Industry	1 Sep 2011	1 Feb 2013
003	Sugar Industry Foundation Inc. Bukidnon – Curriculum Development on Sugar Farm Management	21 June 2011	21 June 2012
004	MSWDO, Aroroy Masbate – Psychosocial services for child labourers and their families	1 Sep 2011	1 June 2013
005	MSWDO, Cawayan Masbate – Psychosocial services for child labourers and their families	1 Sep 2011	1 June 2013
006	CSWDO, Masbate City – Psychosocial services for child labourers and their families	1 Sep 2011	1 June 2013
007	DepEd Masbate City Division – Formal and non-formal education services in two municipalities and one city in Masbate		
008	CARITAS – Masbate Foundation Inc. – Strengthening of BCPCs and establishment of CLM-based Integrated Service delivery Systems (5 in Masbate)	1 Sep 2011	1 June 2013
009	PSWDO Northern Samar - Effective parenting to sustain	1 Sep 2011	1 June 2013
010	Sacred Heart Institute for Transformative Education – (SHIFT) Northern Samar – CLM in the communities	1 Sep 2011	1 June 2013
011	CSWDO – Lucena City, Quezon – Parent Effectiveness Service	1 Aug 2011	1 June 2013
012	DepEd Quezon Province Division – Access to education and non-education services and CLM in schools	1 Aug 2011	1 June 2013
013	PSWDO Quezon Province –parent effectiveness service for parents and guardians of child labourers and at-risk children	1 Sep 2011	1 June 2013
014	DOLE Region 4A - Integrated CLM system and Integrated Service Delivery System (Quezon province)	1 Aug 2011	1 June 2013
015	Eastern Visayas partnership for Rural Development (EVPRD) Northern Samar. Collaboration, quality and reach of services in priority areas of Northern Samar	1 Feb 2012	30 June 2013
016	Provincial Government Bukidnon – Education, health Skills training and Family Development Services	1 Sep 2011 (actual start – Dec 2012)	1 June 2013
017	DOLE - Institute for Labour Studies - Analysing Child Labour in Agriculture. Towards Amending department Order No. 4. – 1999 on hazardous work and developing guidelines on allowable work for 15-17 years old.	12 March 2012	14 July 2013
18	University of Eastern Visayas, Northern Samar. Mass media campaign: Heightening Advocacy to Remove and Prevent Children from Child Labour.	Submitted 2011 Commenced July 2012	November 2012
19	Federation of Free Workers – Strengthening the Capacity of trade Unions in Selected provinces in the Philippines to Mainstream Child Labour in their Programs	12 June 2012	August 2012