



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

National Program for the Prevention and Elimination of Child Labour in Jamaica and SIMPOC Survey

JAM/01/P50/USA

Final Independent Evaluation Report

by

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EXECUTIVE SUMMARY

Background to the Project

The International Labour Organization (ILO), through its International Program on the Elimination of Child Labour (IPEC) and in cooperation with the Government of Jamaica, implemented a National Program on the prevention and elimination of child labour in Jamaica, which began in October 2001. The program was initiated when the Government of Jamaica and the International Labour Organization/International Program for the Elimination of Child Labour (ILO/IPEC) signed a related Memorandum of Understanding (MOU) in September 2000.

Funding for this project was provided when the United States Department of Labour (USDOL) approved the initial sum of US\$562,687.00 for implementation of the program over a two year period. In addition to the USDOL funding, Norway and UNICEF provided US\$39,188 and US\$32,407 respectively, as contributions specifically to support the National Survey on Child Labour, under the Statistical Information Monitoring of Program on Child Labour (SIMPOC). The Ministry of Labour and Social Security (MLSS) Jamaica provided in-kind counterpart contribution of approximately US\$66,600.

The National Program in Jamaica

Jamaica's national program has the following objectives:

- Development Objective: to contribute to the progressive elimination of the worst forms of child labour in Jamaica.
- Immediate Objectives :
 - 1) The creation of a comprehensive information system that incorporates quantitative and qualitative information on child labour to be used for policy and programme development.
 - 2) The strengthening of relevant institutions of the Government of Jamaica and civil society to enforce child labour laws and to develop and implement policies/programs toward the prevention of child labour
 - 3) The withdrawal and rehabilitation of 600 children from hazardous work and preventing 300 others from engaging in child labour.
 - 4) Enhanced awareness of the complex problems associated with child labour that will affect social attitudes towards children and their educational rights.

The National Program that gave effect to the Memorandum of Understanding included the following activities:

- Rapid Assessment and Baseline Studies;
- A national Survey on Child Labour in Jamaica;
- A National Steering Committee to provide guidance and policy coordination;
- Ratification of ILO Conventions 138 and 182;
- Institutional capacity building in participating organizations.
- Awareness raising in the public about child labour issues.
- Action Programs on withdrawal and prevention of child labour.

Major Findings of the Evaluation

1. The Project Design:

The design of the ILO/IPEC Project (JAM/01/50P/USA) was assessed to be solid in terms of definition of the problems and context in which they would be addressed, clarity of purpose, specification of objectives and related performance outputs, profiles and roles of the managers/coordinators, partners, recipients, beneficiaries, and implementing agencies. It also established a clear institutional framework in which it should operate, with clear and measurable performance indicators. Overall, the project design was adequately responsive to the identified problems.

There were, however, a few basic weaknesses in the project design:

- Some missing/unwritten but critical assumptions that had implications for the implementation of the project (e.g., about the availability of some inputs & tools; and about the delivery of certain outputs critical to other outputs/events).
- The lack of any built-in transition mechanism or provision to indicate how the implementation would move through its distinctive stages. For example, it was unclear what would/should happen after certain interventions, and there was no provision for withdrawal retention. There was therefore no clear procedural model of how the project interventions were or should be executed.

2. Project Implementation:

All major commitments of financial and technical resources and other contributions in kind from the international and national donors were secured and delivered for the project implementation. These included:

- The United States Department of Labor (under its ILO/IPEC arrangement) contributed the sum of US\$562,687.00
- UNICEF provided approximately US\$31,000.00 to support the data collection and knowledge base improvement aspect of the program.
- The Government of Norway contributed approximately US\$35,000.00
- The Government of Jamaica contributing approximately US\$66,000.00.
- Overall management of the project by the ILO/IPEC office in the MLSS.
- Overall guidance and coordination by the National Steering Committee.

3. Rapid Assessment and Baseline Studies:

A rapid assessment of children involved in prostitution in Jamaica (by Dr. L. Dunn); and three baseline studies on child labour, (by Dr. E. Wint & Ms. F. Madden; and by Doegazon-Johnson Associates; and by Mr. R. Cooke, Worker management Services and Children First) were conducted and their findings used to inform the ILO/IPEC project design and public awareness program.

4. Ratification of ILO Conventions:

The Government of Jamaica ratified ILO Conventions 138 and 182 in September 2003. This was formally communicated to the ILO in October 2003. The Child Care and Protection Bill, to provide the legislative framework for enforcement of the tenets of Conventions 138 & 182, received Parliamentary approval in March 2004. The Occupational Safety and Health Bill, complementary to the Child Care & Protection Act and designed to give effect to the

monitoring and inspection functions of MLSS inspectors, is at an advanced stage in the Parliamentary review process.

5. Capacity Building:

Under Capacity Building, the major developments included:

- Initial orientation on implementation, monitoring, and reporting conducted with partners.
- Training seminars for regional labour officers/inspectors conducted by technical experts from ILO/IPEC regional & Geneva offices, with follow-up training for local inspectors.
- Orientation/training and follow-up meetings held with representatives of NGO's workers and employers organizations; and these have served as a pressure group to influence Government's action regarding child labour related legislations.
- Training in project accounting and reporting was conducted for members of the NGO's implementing the action program by a specialist from ILO-IPEC Regional Office.
- The NSC has initiated strategic planning with the MLSS towards a National Action Plan.

6. Awareness Raising:

- A significant quantity of child labour related materials have been produced for use in awareness activities and general public education; and an awareness raising theme song was produced in October 2003.
- A mobile display featuring essential information & promotional highlights of child labour concerns and initiatives was produced for public expositions, seminars, and meetings.
- A dynamic media sensitization drive has developed from a few feature promotional efforts, and as a follow-up, several interested media houses have done voluntary (no-cost) features on the ILO/IPEC program on their news-magazines, talks shows and public affairs programs.
- The local ILO/IPEC Office has established several linkages with international, regional, and local media houses that have done features on Jamaica's efforts and project interventions against child labour. For example: i) The BBC (3 times); ii) Trinidad & Tobago Radio Station; iii) First Edition, (Jamaica); iv) Beyond the Headlines (Radio Jamaica); National Wide (Power 106 – Jamaica); and the CPTC - (Jamaica).
- Several newspaper features on the ILO/IPEC project have been done by the major print media in Jamaica; and the Gleaner Newspaper in particular has also included a feature on the ILO/IPEC Project in Jamaica on one of its public "Round-Table" discussions.
- Some partners (e.g., employers and workers organizations) who have benefited from orientation to child labour issues have used the mechanism of newsletter and internal meetings/seminars to extend the awareness program in their organizations.
- The Ministry of Labour and Social Security has played a significant role in facilitating public awareness and promotional activities for the ILO/IPEC project. Extra inputs

and support have been given to child labour expositions, at events such as the annual Denbigh Agricultural and Cultural shows.

- The direct involvement in children affairs in Jamaica by the ILO/IPEC Program Manager, who has been serving as Chairman of Child Month, has played a strategic and important role in enhancing the overall child labour awareness program.

7. The Action Programs:

- 503 (84%) of the targeted 600 children have been withdrawn from child labour.¹
- 852 (284%) of a targeted 300 children were prevented from engaging in child labour.
- 117 (46%) of the targeted 255 parents benefited from a variety of training/orientation interventions - (including preparation for income generation opportunities).
- Community meetings were held in all Action Programs; but ranged from few to several.
- A wide range of community organizations (including churches, service clubs, community health-care givers, and business operators) participated in child labour activities, but to varying degrees across the three action programs.
- Overall, media coverage of child labour activities has been significant and encouraging.

8. Management and Coordination:

- Management of the program seemed fairly well organized and effectively coordinated by the very active national program manager. However, one obvious indicator of inadequacy in this area was the shortage of staff for required coverage of the various activities, particularly with regards to the necessary process monitoring and internal (in-process) evaluation of the program.
- The Ministry of Labour & Social Security provided adequate financial, physical, and material resources to support the program, but the need for more support staff in the program was perhaps seriously underestimated. As a result, there were some gaps in management coverage, and some opportunities missed in terms of the useful practical experiences that the program could have provided for MLSS staff.
- A significant level of support for the program was provided by resource persons from ILO International and Regional offices, in respect of technical inputs for orientation and training of members of the implementing agencies in program management and reporting functions – particularly to do with financial report.

Guidance from the National Steering Committee for the program and coordination of policy development was inadequate due to the absence of a practical mechanism for such direct inputs into the management of the program. However, because of their strategic locations and positions of influence in the relevant government ministries and non-government organizations, these leaders indirectly contributed to keeping the project on track through

¹ **NOTE FROM IPEC:** The figures presented in this executive summary and in the rest of the report are based on action programme reports revised by the evaluation consultant. After the evaluation was conducted and based on more thorough monitoring, the implementing agencies corrected some of these figures. According to the latest available information, the number of children withdrawn and prevented is 590 and 893 (98% and 231% of the targets), respectively, while the number of parents that benefited from the project is 263.

their advocacy for the legislative provisions; and through their reviews/assessments of reports and updates from the action programs.

- Management of the Action Programs by implementing agencies varied significantly on levels of efficiency and effectiveness. While all the implementing agencies seemed to have management capabilities for executing projects such as this, there were some inefficiencies in aspects of the program management, as manifested by:
 - i) serious underestimation of the scope of some activities;
 - ii) poor scheduling of some activities and their deliverables;
 - iii) inadequate allocation of resources for some activities;
 - iv) little attention to internal monitoring and evaluation.
- There were some interactions between the main partners, primarily through the orientation/training workshops and meetings of the national committee; but very little interaction was achieved between the NSC partners and the implementing agencies. Very few NSC members actually visited the action program sites.

Recommendations

For ILO/IPEC:

- R1: Given that the results of the pilot project are already very impressive; and given that valuable lessons can be learned from the experiences of this project (both positive and negative), it is recommended that the necessary resources should be provided to facilitate the conducting of case studies of at least the actions programs, to provide documented success stories for the project.

For the MLSS/Govt. of Jamaica:

- R2: Given that the required strategic planning process for developing the National Action Plan on Child Labour has already been initiated by the National Steering Committee, it is recommended that Minister of Labour and Social Security rename the NSC as: The National Task Force on Child Labour; and commission this body to manage the necessary inputs to produce the National Action Plan – which should also include a work plan for executing the “Time-Bound” initiative.
- R3: As an extension of R2, it is further recommended that the Ministry of Labour and Social Security should produce an information booklet on the Government’s comprehensive program to address child labour related issues. This product should be used as an integral source document in the continuing awareness program; and could also form part of an information kit from the MLSS.
- R4: Given that the MLSS has taken ownership of the Child Labour program, it is recommended that a comprehensive orientation program be now packaged and conducted with MLSS staff at all levels, to begin to fully integrate child labour issues and concerns into the Ministry’s mission and functions.

For the NSC & Partners:

- R5: As an extension to R4, the partners should develop a strategy for incorporating inputs and involvement of all partners, interest groups and related agencies into the overall national strategies and programs against child labour.

MAIN REPORT

1. *Introduction*

This report presents the final evaluation of the “National Program for the Prevention and Elimination of Child Labour in Jamaica and SIMPOC Survey” (JAM/01/P50/USA), which was implemented under the memorandum of understanding signed between the Government of Jamaica (GOJ) and the International Labour Organization/International Program on the Elimination of Child Labour (ILO/IPEC) in September 2000. This program was supported by the United States Department of Labour (USDOL) in the amount of US\$562,687.00; by UNICEF, in the amount of US\$32,407.00; by the Government of Norway, in the amount of US\$39,188.00; and by the Ministry of Labour and Social Security (MLSS) - Jamaica, in the amount of approximately US\$66,600.00.

The International Programme on the Elimination of Child Labour (IPEC) was established in 1992 as the technical cooperation programme of the International Labour Organization (ILO) with the aim to progressively eliminate child labour by strengthening national capacities to address child labour problems, and by creating a worldwide movement to combat such problems. IPEC provides support based on the political will and commitment of individual governments to address child labour in cooperation with employers’ and workers’ organizations, non-government organizations (NGOs) and other relevant parties in society such as universities, and the media. The approach usually embodies sustainability and in-country “ownership” from the outset, and measures are directed at preventing child labour, withdrawing children from hazardous work and providing alternatives to the children and their families.

Members States of the International Labour Organization confirm their commitment to cooperate in the process to reduce and eliminate child labour in their country by signing a Memorandum of Understanding (MOU) with the ILO to initiate action within the framework of IPEC.

1.1 **Objectives of the Project:**

Jamaica’s national program has the following objectives:

- Development Objective: to contribute to the progressive elimination of the worst forms of child labour in Jamaica.
- Immediate Objectives:
 1. The creation of a comprehensive information system that incorporates quantitative and qualitative information on child labour to be used for policy and programme development.
 2. The strengthening of relevant institutions of the Government of Jamaica and civil society to enforce child labour laws and to develop and implement policies/programs toward the prevention of child labour
 3. The withdrawal and rehabilitation of 600 children from hazardous work and preventing 300 others from engaging in child labour.
 4. Enhanced awareness of the complex problems associated with child labour that will affect social attitudes towards children and their educational rights.

1.2 Purpose and scope of the Evaluation:

The general purpose of the evaluation was to provide an independent and analytical analysis of the outcomes with regard to the objectives of the interventions. Based on the Terms of Reference, the evaluation conceptually covered all interventions that were been Implemented since the start of the program.

1.3 Issues to be addressed:

- a. Overall impact of the project, reviewing its outcomes with regards to the objectives and how the project fitted into a national strategy on the issues of child labour, poverty eradication, education, and other related subjects.
- b. Document lessons learned and knowledge generated in relevant strategic areas and the applicability of these to future IPEC projects.
- c. Assess long-term sustainability of the project's achievements and recommend future actions by different stakeholders to support its sustainability.
- d. Provide analysis of the structure and focal areas for future projects to address the needs of target population/communities identified during implementation.

1.4 The Evaluation Approach/Methodology:

The evaluation was conducted during the period April 15, 2004 to May 20, 2004; and included the following sets of major activities:

- i) Desk Review of relevant project documents and secondary sources of information; design and pilot testing of data collection instruments; and the conduct of interviews, meetings and discussions with the project management team, implementers, key personnel of the Ministry of Labour and Social Security, and other stakeholders.
- ii) Field missions/site visits to all operating locations of the project, including training facilities used by implementers of the Action Programs; and areas of communities where the target groups function. These visits involved observations, informal discussions and interviews with recipients, beneficiaries and other key informants.
- iii) Preparation for and conduct of an evaluation workshop with implementers and representatives of the main stakeholders of the program – to discuss preliminary findings and provide an opportunity for feedback and additional information from the main contributors in the project implementation.
- iv) Preparation of the draft evaluation report, based on outcomes of the evaluation and comments from the stakeholders. The documentation of the evaluation process is expected to continue with comments from the client being incorporated into a final evaluation report.

This evaluator is pleased to note that the final evaluation was executed as planned and on schedule with excellent cooperation from the project management team, administrative officers and agents of the implementing organizations, participants/informants of the recipient and beneficiary groups, members of the National Steering Committee; and representatives of the Ministry of Labour and Social Security.

The data collection process of this evaluation involved the following respondents:

- a) The Permanent Secretary and other senior staff of the MLSS
- b) Two representatives of the donor agency (USDOL)

- c) The National Program Manager and ILO/IPEC project support staff
- d) The Chairperson and 14 other members of the multi-sector NSC
- e) 15 members of staff representing all the implementing agencies
- f) A sample of 50 students/beneficiaries of the action programs interventions
- g) A sample of 25 parents/beneficiaries of training and support services
- h) A sample of 15 community persons within the domains of the action programs
- i) Representatives (11) of organizations providing services to the action programs.

A major source of information was the stakeholders' workshop, held on May 7, 2004 – where approximately 40 participants provided initial feedback/responses to preliminary findings of the evaluator on the program.

2. Design of the Project

The project design was clear in respect of definition and specification of its development context, immediate objectives; target recipient and beneficiary groups; project components; strategy; and contractual arrangements. However, there were some basic design flaws in respect of the critical assumptions, some gaps in the management and support systems, and in some inadequacies in mechanism for logical interface.

2.1 Relevance of design:

Driven by supporting evidence from a rapid assessment and three baseline studies, the design of the program is shown to be adequately responsive to the need for the interventions to address child labour issues and situations related to the worst forms of child labour.

In the context of on-going efforts by the Government of Jamaica and social partners (such as non-government organizations, labour & workers groups, and community organizations) to address issues related to children, the multi-sector approach to the design of the program is consistent with a desired collaborative strategy.

2.2 Major features of project design:

The project design presented only few written assumptions, but there were some critical unwritten assumptions that impacted the project. One such unwritten assumption was that certain inputs and tools would be in place to facilitate aspects of the planned project strategy, (for example: the expected outputs from the national survey, and the expected passing of the Occupational Health and Safety Act). It is notable that both of these did not materialize on time.

Some project deliverables were predicated upon external factors over which the implementers had little or no control. For example, critical resources for activities of the action programs were dependent on a seemingly unreliable delivery system for resources from the partially-centralized system of management and control elected by the ILO/IPEC Regional Office.

The project design was lacking in terms of a necessary built-in transition mechanism or provision; and so it was unclear how the beneficiaries were to be moved from one phase of the program to the next. For example, there was no mechanism / provision for withdrawal retention, or preparation for what happens after the interventions.

However, it is important to note that in spite of the basic design flaws mentioned, this project is found to be well constructed, appropriate in respect of solutions provided for the identified problems, and feasible in respect of the strategies elected.

The design of the program is characterized by the following positive features:

- A fairly clear delineation of the roles and functions of the partners and contributors.
- Clear profiles of the recipients and beneficiaries, and clear targets to be achieved.
- An established institutional framework (in the MLSS) for supporting the program.
- Fairly clear and measurable performance indicators to guide implementation.

2.3 Usefulness of the Mid-Term Evaluation:

The project design did not adequately benefit from outputs of a mid-term evaluation which would have helped to inform critical in-process decisions and necessary modifications.

While the Mid-Term Evaluation Report was fairly comprehensive in respect of coverage of critical components of the project, it was significantly delayed and was actually terminated.

Although the Mid-Term evaluation was not final, it was available in draft form to the NPM and the NSC. The draft report pointed to some critical areas for possible modifications. For example:

- i) It suggested that there were inadequacies in the front-end analysis of some situations prior to the location and development of the action programs.
- ii) It identified the need for improved collaboration between the ILO/IPEC project team and the related public agencies.
- iii) The report suggested that withdrawals and preventions from child labour were poorly defined in the project document and action programs contracts, and that there were little or no tangible indicators of such states of being.
- iv) It pointed to the weak or “non-existing” reporting relationship with the MLSS; and the fact that the much referred to “Child Labour Unit” did not yet exist in the MLSS.
- v) It suggested there was weakness in data collection, analysis, storage and dissemination within the action programs. That finding is now supported by related findings of this final evaluation – which shows that there was little or no documentation of the action programs activities for lessons learned.
- vi) The Report identified and explained the difficulties experienced in action programs with the problems of losses experienced to differences in currency exchange rates- where payments were converted from US\$ to JA\$.

It is strongly suggested that, although the Mid-Term report was very late, most of the critical matters were brought to the attention of the project managers and action program implementing agencies early enough for some amount of in-process modifications/adjustments to have been made in the project implementation. However, no significant modification was done to the design of the project.

3. Implementation

3.1 International Inputs:

All major commitments of financial and technical resources and other contributions in kind from the international donors/contributors to the project were secured and made available for implementation, although not regularized or efficient in a few instances.

- The United States Department of Labour, under its arrangement with ILO/ IPEC, contributed the sum of US\$562,687.00 to fund the program.
- UNICEF provided approximately US\$31,000.00 specifically to support the data collection and improvement of the knowledge base aspect of Child Labour.
- The Government of Norway also contributed approximately US\$35,000.00 towards the conduct of a national survey on Child Labour.
- In addition to the arrangement with the USDOL, ILO-IPEC has contributed significantly to the program in terms of technical and training resources, to include materials and guidelines for implementation and reporting.

3.2 National/Local Inputs:

Local/counterpart funding and support have been provided by the Ministry of Labour and Social Security along with other local contributors.

The Ministry of Labour and Social Security (MLSS) has provided significant counterpart contributions to the national program in the form of:

- provision of office space, furniture, equipment, and utilities;
- provision of a full-time project officer and a secretary/admin;
- reproduction of awareness-raising materials, and mounting displays;
- workshops facilitation costs and other support.

The MLSS also established the National Steering Committee which made significant contributions in respect of human resources for coordination of the program, and in supporting the child labour awareness efforts.

Several significant developments and milestone achievements have come out of the overall awareness efforts on child labour. For example:

- The Government of Jamaica ratified ILO Convention 138 (on the minimum age for admission to employment); and Convention 182 (on the Worst Forms Child Labour).
- A new Child Care and Protection Act, which will provide the legislative framework for enforcement of the child labour conventions, was recently presented to the House of Parliament and was unanimously supported by both ruling and opposition members of the house.
- The Occupational Health and Safety Act, which is to give effect to the monitoring, inspection, and enforcement works of MLSS inspectors, is now at an advanced stage of the Parliamentary review process.

There is strong evidence to support that the National Program Manager (NPM) provided by IPEC to assist with the formulation, implementation, coordination, reporting, and evaluation of the national program has been very effective and efficient in providing the required administrative support.

The project also benefited from some amount of administrative support from the Sub-regional project office in Central America, in the form of materials and training support – particularly in respect of the financial reporting requirements of the project for implementers of the Action Programs.

3.3 Activities:

There were seven major activities implemented towards achievement of the program objectives. These included:

3.3.1. National Survey:

Activity	Projected Outputs
<p>Contracted to the Statistical Institute of Jamaica (STATIN), this activity was designed to:</p> <ul style="list-style-type: none"> a) Produce accurate national information database on the magnitude, distribution, characteristics, causes and consequences of child labour in Jamaica; b) Develop a database on child labour procedures for updating and maintenance; c) Analyse the data and prepare reports for discussions in a national seminar to a seminar to a broad audience. d) Train partners (e.g. MLSS) in child labour data collection, processing and analysis, so that they can undertake their own child labour surveys. e) Incorporate findings of rapid assessment on child prostitution and baseline surveys on the fishing, tourism and urban sectors in the information system. f) Establish inventory of organizations active in the area of child labour. 	<p>A national information database on child labour developed.</p> <p>Consolidation of the existing qualitative studies on child labour prepared and placed into a web-based resource.</p>

3.3.2. Rapid Assessment and Baseline Surveys:

One rapid assessment (on children involved in prostitution), and three baseline surveys (on child labour in the fishing, tourism, and informal sectors of Rocky Point, Spanish Town and Montego Bay) were conducted.

The outputs of these front-end assessments were expected to increase the knowledge base on child labour in Jamaica, to obtain a realistic picture of the child labour situation in certain sections of Jamaica, and to establish a basis for the program design and implementation.

3.3.3. Establishment of a National Steering Committee:

A National Steering Committee was expected to be established by the Ministry of Labour and Social Security to provide guidance for and leader to integrate IPEC activities into the national efforts to combat child labour, to advise on priority areas for IPEC activities, and to ensure the fulfilment of the government's and other agencies' obligations to child labour programmes in the country.

It was expected that the NSC would be comprised of representatives of relevant government ministries, non-government organizations, employers and workers organizations, and representatives of youth organizations and other partners.

3.3.4. Ratification of ILO Conventions:

It was envisaged that the Government of Jamaica would speedily ratify the related ILO Conventions to provide the legislative framework and give effect to the expected developmental and monitoring responsibilities of child labour interventions of the national program.

The Government of Jamaica had publicly stated its intention to complete the parliamentary approval of the related Bill during the parliamentary year. Specifically, it was expected that the Government would ratify Conventions 138 and 182, pass the necessary legislations for their enforcement, and fulfil the related commitments of those conventions.

3.3.5. Capacity Building:

The program provided for the systematic strengthening of the institutional capacity of the Ministry of Labour and Social Security, and of the other partners (such as: the Jamaica Employers Federation, the Joint Confederations of Trade Unions, Non-governmental organizations, and other societal groups) to develop and implement policies and programs to combat child labour in Jamaica.

It was specifically expected that the partners would establish the appropriate mechanism for taking ownership of the program, and participate in related training, awareness and promotional activities, and advocacy.

3.3.6. Awareness Raising:

The program has placed special emphasis on efforts to enhance public awareness on the issues of and necessary change of attitudes towards child labour in Jamaica. Special focus was placed on use of the electronic media and print media in airing the issues and publishing articles on child labour in Jamaica.

It was expected that the overall awareness raising activity would feature displays and sensitization seminars, using the tools of the Jamaican culture such as: Music, Art, Drama, Video, and posters.

3.3.7. Action Programs:

For the purpose of direct interventions into child labour problems of selected sectors of the Jamaican community, three action programs were designed and developed. The interventions targeted approximately 1,000 beneficiaries (both children and related adults) for treatments of

withdrawal and prevention of children from child labour, as well as the provision of income and employment-generating opportunities for parents.

Contracts for two of the three main Action Programs were signed by the Children First and Western Society organizations in July and August of 2002 respectively; and a third by the Bureau of Women's Affairs was signed in April of 2003.

3.4 Outputs:

Outputs of the program are assessed in terms of the specified objectives and performance indicators, as presented in the evaluator's terms of reference, the project document, and as specified in the relevant contract documents for the action programs.

3.4.1. National Survey:

Objectives:	Performance Indicators
The creation of a comprehensive information system that incorporates quantitative and qualitative information on child labour to be used for policy and program development.	A national information database on child labour developed. Consolidation of existing qualitative studies on child labour prepared and placed into a web-based resource.
<p style="text-align: center;">Outputs:</p> <ul style="list-style-type: none"> • The survey was significantly delayed; but a draft preliminary report is now prepared. • Feedback seminar, twice postponed, is now expected to be delivered in June 2004. • Consolidation of existing studies on child labour is now said to be at an advanced stage of development; and orientation to the web-based facility is scheduled for June 3, 2004. 	

3.4.2. How delays in the National Surveys affected the project:

There were significant delays in the National Surveys that should have been conducted by the Statistical Institute of Jamaica (STATIN). The organization offered three basic reasons for the delays: i) Delays in recruitment of the related consultant(s); ii) Flood rains over a period of time; iii) Lack of resources.

However, it is the opinion of this evaluator that the reasons offered were not sufficient to explain the long delays in this component of the project. In light of the fact that actual expenditure for activities turned out to be significantly less than was allocated – (with some allocated amount being returned/unused, the matter of lack of resources requires some explanation. Based on information gathered from the organization by this evaluator, it is reasonable to conclude that the delay problem was directly related to:

- Shortage of qualified personnel to complete the related assignments;
- No priority being placed on this aspect of the project by STATIN.
- Poor scheduling of the national survey activities;
- Inadequate or poor follow-up on communication between STATIN & ILO/IPEC.
- Lack of follow-up on finalizing technical design inputs of data collection process.

The delays in this component affected the project in at least the following ways:

- The action programs were not fully informed by the results of the surveys;
- Lack of information from the status surveys retarded program planning and policy development by the National Steering Committee;
- No training, or incomplete training, of MLSS staff and other users of the related database and technology support system.

3.4.3. Rapid Assessment & Baseline Studies:

Objectives:	Performance Indicators:
To conduct rapid assessment (on children involved in prostitution), and three baseline surveys (on child labour in fishing, tourism, and informal sectors of Rocky Point, Spanish Town and Montego bay).	Increased knowledge base on child labour in Jamaica, and a realistic picture of the child labour in certain sectors, and a basis for the program design and implementation.
<p style="text-align: center;">Outputs:</p> <ul style="list-style-type: none"> • Rapid assessment study (by Dr. L. Dunn of the Caribbean Child Development Centre, University of the West Indies, Mona) - conducted on children involved in prostitution in Jamaica, under the sponsorship of ILO/IPEC, was presented in September 2000. • Baseline studies (i. by Dr. E. Wint & Ms. F. Madden, on child labour in tourism areas of Montego Bay and Negril; ii. by Degazon-Johnson Associates and the Rural Family Support Organization, on child labour in the fishing areas of Old Harbour and Rocky Point; iii. by Mr. Ruel Cooke, the Worker management Services Centre & Children First, on child labour in the informal sectors of Spanish Town) were conducted in 2001. • Outputs from these studies were used to design the interventions of the selected Action Programs. These studies also became an integral part of the awareness program. 	

3.4.4. Establishment of the National Steering Committee:

Objectives:	Performance Indicators:
The Ministry of Labour and Social Security would establish a National Steering Committee (NSC) to provide guidance for and leader to integrate IPEC activities into the national efforts to combat child labour, to advise on priorities areas for IPEC activities, and to ensure the fulfilment of the government's and other agencies' obligations to child labour programmes in the country.	<p>It was expected that the NSC would be comprised of representatives of relevant government ministries, non-governmental organizations, employers and workers organizations, and representatives of youth organizations and other partners.</p> <p>It was also expected that the NSC would "coordinate policy development" on child labour within the national action plan.</p>
<p style="text-align: center;">Outputs:</p> <ul style="list-style-type: none"> • The National Steering Committee was established by the MLSS in October, 2001. • The NSC is actually comprised of a dynamic multi-sector group of leaders & experts. • The NSC met on a fairly regular basis and established some interface with the program. • Interest, commitment, & involvement in child labour awareness/advocacy are fairly high. 	

3.4.5. Ratification of ILO Conventions:

Objectives:	Performance Indicators:
The Government of Jamaica will ratify the ILO Conventions 138 (on the minimum age for admission to employment); Convention 182 (on the prohibition of the Worst Forms of Child Labour).	<p>Conventions 138 and 182 are ratified.</p> <p>The necessary legislative framework put in place to give effect to the obligations of the related conventions.</p>
<p>Outputs:</p> <ul style="list-style-type: none"> • The Government of Jamaica ratified ILO Conventions 138 and 182 in September 2003. Formal communication of this development was delivered to ILO in October 2003. • The Child Care and Protection Bill, to provide the legislative framework for enforcement of the tenets of Conventions 138 & 182, received Parliamentary approval in March 2004. • The Occupational Safety and Health Bill, complementary to the Child Care & Protection Act and designed to give effect to the monitoring and inspection functions of MLSS inspectors, is at an advanced stage in the Parliamentary review process. 	

3.4.6. Capacity Building:

Objectives:	Performance Indicators:
To strengthen the institutional capacity of Ministry of Labour & Social Security, and other partners (such as: Jamaica Employers Federation, Joint Confederation of Trade Unions, Non-governmental organizations) to develop & implement policies and programs to combat child labour in Jamaica.	<ul style="list-style-type: none"> • Number of MLSS inspectors trained. • Inspection reports completed by inspectors. • Degree to which NSC coordinates CL policy. • Employers/Workers Organizations & NGOs mainstream Child Labour into their advocacy, training, and budgets. • Number of policies & programs formulated and implemented by trained partners.
<p>Outputs:</p> <ul style="list-style-type: none"> • Initial orientation on implementation, monitoring, and reporting conducted with partners. • Training seminars for regional labour officers/inspectors conducted by technical experts from ILO/IPEC regional & Geneva offices, with follow-up training for local inspectors. • Orientation/training and follow-up meetings held with representatives of NGO's workers and employers organizations; and these have served as a pressure group to influence Government's action regarding child labour related legislations. • Training in project accounting and reporting was conducted for members of the NGO's implementing the action programs by a specialist from ILO-IPEC Regional Office. • The NSC has initiated strategic planning with the MLSS towards a National Action Plan. 	

3.4.7. Awareness Raising:

Objectives:	Performance Indicators:
To enhance public awareness of complex problems associated with child labour that will affect social attitudes towards children and their educational rights.	<ul style="list-style-type: none"> • Partners establish the appropriate mechanism for taking ownership of the program, and participate in related training, awareness and promotional activities, and advocacy • Number of community activities on Child Labour. • Local organizations working on CL issues. • Meetings organized by affected communities. • Media coverage of CL activities; and references in media to IPEC and child labour issues.
<p style="text-align: center;">Outputs:</p> <ul style="list-style-type: none"> • A significant quantity of child labour related materials have been produced for use in awareness activities and general public education. • A mobile display featuring essential information & promotional highlights of child labour concerns and initiatives was produced for public expositions, seminars, and meetings. • A dynamic media sensitization drive has developed from a few feature promotional efforts, and as a follow-up, several interested media houses have done voluntary (no-cost) features on the ILO/IPEC program on their news-magazines, talks shows and public affairs programs. • The local ILO/IPEC Office has established several linkages with international, regional and local media houses that have done features on Jamaica's efforts and project interventions against child labour. For example: i) The BBC (3 times); ii) Trinidad & Tobago Radio Station; iii) First Edition, (Jamaica); iv) Beyond the Headlines (Radio Jamaica); National Wide (Power 106 – Jamaica); and the CPTC - (Jamaica). • Several newspaper features on the ILO/IPEC project have been done by the major print media in Jamaica; and the Gleaner Newspaper in particular has also included a feature on the ILO/IPEC Project in Jamaica on one of its public "Round-Table" discussions. • Some partners (e.g., employers and workers organizations) who have benefited from orientation to child labour issues have used the mechanism of newsletter and internal meetings/seminars to extend the awareness program in their organizations. • The Ministry of Labour and Social Security has played a significant role in facilitating public awareness and promotional activities for the ILO/IPEC project. Extra inputs and support have been given to child labour expositions, at events such as the annual Denbigh Agricultural and Cultural shows. • The direct involvement in children affairs in Jamaica by the ILO/IPEC Program Manager, who has been serving as Chairman of Child Month, has played a strategic and important role in enhancing the overall child labour awareness program. 	

3.4.8. Underdevelopment of the Tracking System:

It was envisaged that an important support system for the action programs would be the development of an electronic tracking system primarily intended to:

- i) Track the performance of the action programs participants while they progress through the train/learning opportunities of the interventions.
- ii) Provide a database on the skills, health, and family data of all the participants.
- iii) Track the placement and movement of participants, after the interventions.

The tracking system was not developed early enough to be used in any of the action programs, and was actually installed at these sites only two weeks ago. Some of the main challenges of the tracking system are:

The computerized facility to make this tracking system functional at the action program sites was not ready early enough, and was actually provided to only two of the three action programs.

While the action programs have certain generic features in common, there are not many clear commonalities in interventions across the APs.

The training/orientation required to use this facility has not yet been conducted.

3.4.9. Action Programs:

NOTE: While the original targets in the project document were 600 children for withdrawal and 300 for prevention, the targets resulting from adding the figures presented in the different Action Programme Summary Outlines were 530 and 550, respectively. However, the project has always worked with the targets as set in the original document as a goal, and has reported accordingly. In the following tables, the overall analysis is done based on the targets for the project, while the analysis of each action program is done based on the targets as set in the action program summary outlines.

Objectives:	Performance Indicators:
<p>The withdrawal and rehabilitation of 600 children from hazardous work and the prevention of 300 others from engaging in child labour.</p> <p>Enhanced awareness of the complex problems associated with child labour that will affect social attitudes towards children and their educational rights.</p>	<ul style="list-style-type: none"> • Number of children withdrawn from work. • Number of families benefited / trained • Community activities on Child Labour. • Organizations working on CL issues. • Meetings organized in/by communities. • Media coverage of child labour activities and frequent reference in media to ILO/ IPEC child labour activities.
Outputs:	
<ul style="list-style-type: none"> • 503 (84%) of the targeted 600 children have been withdrawn from child labour.² • 852 (284%) of 300 targeted children have been prevented from engaging in child labour. • 117 (46%) of the targeted 255 parents benefited from a variety of training/orientation 	

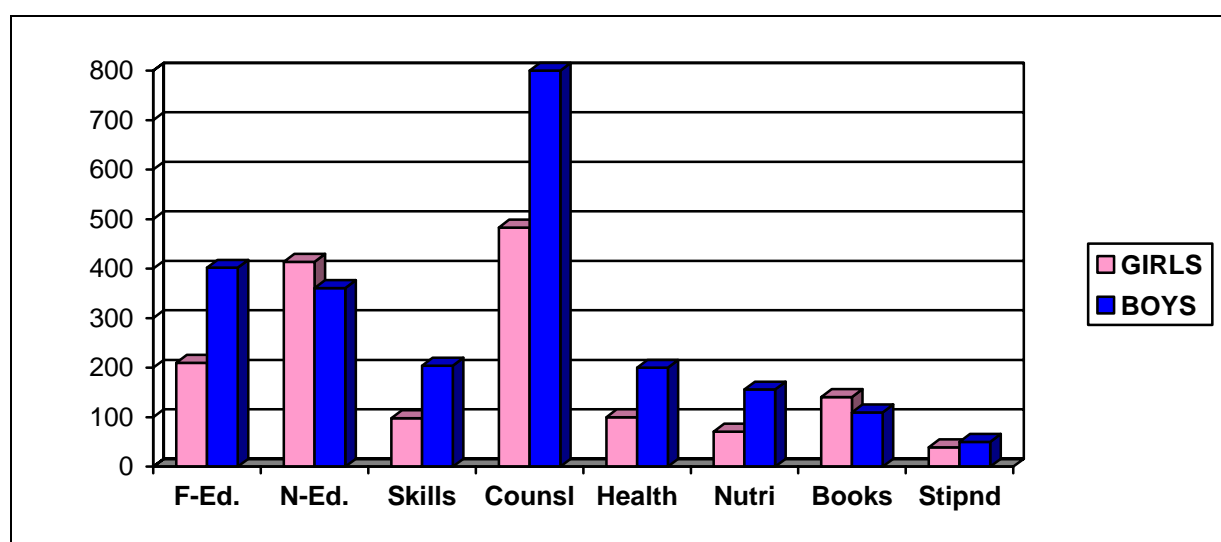
² **NOTE FROM IPEC:** The figures presented in this box and in the rest of the report are based on the action programme reports revised by the evaluation consultant. After the evaluation was conducted and based on more thorough monitoring, the implementing agencies corrected some of these figures. According to the latest available information, the number of children withdrawn and prevented is 590 and 893 (98% and 231% of the targets), respectively, while the number of parents that benefited from the project is 263.

interventions - (including preparation for income generation opportunities).

- Community meetings held in all Action Programs; but range from one or two to several.
- A wide range of community organizations (including churches, service clubs, community health-care givers, and business operators) participated in child labour activities, but to varying degrees across the three action programs.
- Overall, media coverage of child labour activities has been significant and encouraging.

Table 1: Distribution of types of services offered to children in the Action Programs

	Formal-Ed	NFE	Skills	Counsel	Health	Nutrition	Uniform	Books	Stipend
Girls	210	414	98	483	100	71	65	141	39
Boys	402	361	204	800	250	156	87	110	50
TOTAL	812	775	302	1,283	350	227	152	251	89



3.4.10.

Action Program - (CHILDREN FIRST):

<p>Objectives:</p> <p>The withdrawal and rehabilitation of children from hazardous work and the prevention of others from engaging in child labour.</p> <p>Enhanced awareness of the complex problems associated with child labour that will affect social attitudes towards children and their educational rights.</p>	<p>Performance Indicators:</p> <ul style="list-style-type: none"> • 250 children in hazardous labour conditions withdrawn & rehabilitated. • 300 (young siblings of working children) at risk of engaging in Child Labour targeted for prevention. • 150 parents - to be provided with credit/loans & training in income and employment generating opportunities. • Members of public, church groups, and other groups sensitized to child labour issues and laws. • Tracking system for monitoring child labour developed & used to register and track beneficiaries.
<p>Outputs:</p> <ul style="list-style-type: none"> • 206 (82% of targeted) children withdrawn and rehabilitated from child labour. • 62% of children withdrawn are from the urban community, and 38% from the fishing. • 64% of children prevented are from the urban community, and 36% from the fishing. • 432 (144% of targeted) children prevented from engaging in child labour. • 71 (47% of targeted) parents offered training in preparation for income generation. • A significant number of members of the public within the communities of this action program have been sensitized to child labour issues through community meetings, parents/teachers meetings, abashment (social events), cultural expositions, and organized training/workshops. • A tracking system for monitoring child labour has been initiated, but not yet developed. • A “homework circle” has been established and teaching/coaching done on Saturdays with direct inputs/contributions from service clubs and other volunteers in the community. • There are indications of efforts being made for sustaining the successes of this action program. Some important linkages with community organizations (e.g., service clubs and the health-care sector) and resources are being vigorously solicited / pursued. 	

3.4.11. Action Program - (BUREAU OF WOMEN’S AFFAIRS):

<p>Objectives:</p> <p>The withdrawal and rehabilitation of children from hazardous work and the prevention of others from engaging in child labour.</p> <p>Enhanced awareness of the complex problems associated with child labour that will affect social attitudes towards children and their educational rights.</p>	<p>Performance Indicators:</p> <ul style="list-style-type: none"> • 150 in homework circles & mentorship Program; and other needs identified, withdrawn from hazardous work and re-entered into schools. • 50 women/mothers trained in crop management Women’s groups established • Collaboration with fishermen, community;
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	<p>churches; NGO's HEART Trust/NTA; JAMAL; SDC; MOH; & MOEYC.</p> <ul style="list-style-type: none"> • Project Management. • Sustainability Efforts.
<p style="text-align: center;">Outputs:</p> <ul style="list-style-type: none"> • 142 (95%) of the targeted 150 children have been placed in homework circles and a form of mentorship program; while some other individual needs have been assessed. • 141 (108%) of targeted 130 children have been withdrawn from child labour situations. • Two (2) counsellors were employed to the program, and some home and school visits have been conducted. • 6 (12%) of the targeted 50 persons completed a skills training course in rag dolls. • 3 community meetings held, but there was little follow-up meetings or any evidence of very active/involved awareness activities in the related communities. • Approximately 230 community persons have been sensitized to child labour issues. • Initial contacts were made with a few of the targeted organizations, but there is no evidence of substantial participation from any. • There is as yet no evidence of sustainability efforts for this action program in the related communities. 	

3.4.12. Action Program - (WESTERN SOCIETY & SAM SHARPE TEACHERS' COLLEGE):

<p style="text-align: center;">Objectives:</p> <p>The withdrawal and rehabilitation of children from hazardous work and the prevention of others from engaging in child labour.</p> <p>Enhanced awareness of the complex problems associated with child labour that will affect social attitudes towards children and their educational rights.</p>	<p style="text-align: center;">Performance Indicators:</p> <ul style="list-style-type: none"> • 150 children in hazardous labour conditions withdrawn & rehabilitated. • 100 children (siblings of working children) at risk of engaging in Child Labour targeted for prevention. • 80 parents/heads of families - to be enabled to find means of family support through entrepreneurial / skills training. • Number of children mainstreamed and remaining in formal & non-formal educational programs. • Community groups and individuals, employers, and community organizations are aware of and refrain from encouraging or employing children in hazardous work.
<p style="text-align: center;">Outputs:</p> <ul style="list-style-type: none"> • 156 (104% of targeted) children withdrawn and rehabilitated from child labour. • 278 (278% of targeted) children prevented from entering child labour situations. 	

- 40 (50% of targeted) parents were presented with training/orientation sessions in parenting education; and child labour awareness.
- Only a few children have been mainstreamed into the formal education system, while a significant majority of them continue to be provided with semi-formal education in the non-formal structure of the agency training facility.
- Meetings and discussions have been held with community persons (particularly in the form of parent/teachers meetings). A series of public presentations was conducted in strategic locations of the parishes of St. James, Hanover and Trelawny.
- The action program also featured the engagement of a significant number of teachers in training (particularly those at the Sam Sharpe Teachers' College involved with guidance / counselling) who contributed much to the child labour awareness program through their direct interface with schools.
- A few business organizations have been sensitized about the dangers of child labour and the need to refrain from encouraging such practice.

3.5 Management and Coordination:

In terms of overall management, the program seemed to have been fairly well organized and effectively coordinated by the very active national program manager. However, one obvious indicator of inadequacy in this area was the shortage of staff for required coverage of the various activities, particularly with regards to necessary process monitoring and internal (in-process) evaluation of the program.

While the Ministry of Labour & Social Security provided adequate financial, physical, and material resources to support the program, the need for more support staff in the program was perhaps seriously underestimated. As a result, there were some gaps in management coverage, and some opportunities missed in terms of the practical/useful experiences that the program could have provided for MLSS staff.

A significant level of support for the program was provided by resource persons from ILO International and Regional offices, in respect of technical inputs for orientation and training of members of the implementing agencies in program management and reporting functions, particularly to do with financial reports.

There was a limited amount of the expected guidance from the National Steering Committee; but this was obviously not because of a lack of interest or a lack of the requisite expertise; but because of the absence of a practical mechanism for such direct inputs into the management of the program. However, because of their strategic locations and positions of influence in the relevant government ministries and non-government organizations, these leaders contributed directly and indirectly to keeping the program on track.

Management of the Action Programs by implementing agencies varied significantly on levels of efficiency and effectiveness. While all the implementing agencies seem to have management capabilities for executing projects such as this, it was clear that there were areas of low efficiency in aspects the program management. Evidences of this were manifested in:

- i) serious underestimation of the scope of some activities;
- ii) poor scheduling of some activities and their deliverables;
- iii) inadequate allocation of resources for some activities;
- iv) little attention to internal monitoring and evaluation.

The irregular deliver of support resources forced the action programs into some very undesirable situations: For example: the staff in one action program noted that they went without remuneration for three months, while in another action program, the planned training for parents had to be postponed on more than one occasion because of the lack of funds.

There was some interaction between the main partners, primarily in the orientation / training workshops and meetings of the national committee; but very little interaction was achieved between the NSC partners and the implementing agencies. Very few NSC members actually visited the action program sites.

In the overall execution of the project, more emphasis seemed to have been placed on objective #3 (focusing on withdrawal and prevention of children from child labour) and objective #4 (focusing on enhanced awareness of child labour), than on objective #1 (focusing on information system for policy & program development) and objective #2 (focusing on institutional strengthening of capacity to enforce child labour laws & implement programs towards child labour prevention). Two possible explanations are offered for this situation later. Suffice it to say here that this resulted in some missed opportunities and underdeveloped potentials for sustainability of the project's achievements.

3.6 External Factors:

Perhaps the most serious external factor that impacted implementation of the program was the delivery of resources. All three action programs encountered significant set-backs in their program schedule and efficiency of implementation due to periodic unavailability of financial resources to carry out planned activities. The result of such setbacks was that some aspects of at least one action program were not only remained behind schedule, but a few are still incomplete.

The ILO/IPEC project was impacted by the existence of other project/programs in the same operating domain. This was evident in two of the three action programs. While there was obvious care on the part of managers of the action programs to avoid the co-mingling of funds across projects, it was difficult for them to avoid the co-mingling of other project resources. Whether this was positive or negative is still uncertain.

Another significant external factor that positively affected the ILO/IPEC project was the established linkages of the action programs with other agencies, businesses and service organizations. In respect of linkage/association with organizations that have similar interest in or are working with children issues, there are possible benefits to be gained from shared experiences.

In the interest of sustainability, linkages with all these organizations were not only seen as desirable and encouraging, but they obviously formed a critical part of the immediate support system for the ILO/IPEC project. For example: in the case of the Children First agency, support in terms of food items for participants in the project came from such organizations as: Food for the Poor and Lasco Foods, while support in kind came from the service organizations.

The socio-economic conditions/realities of the country and immediate communities also seemed to have impacted some aspects of the action programs. For example, in the case of the action program in one of the urban locations, access to children who were suspected of being involved in child labour and were being targeted for rehabilitation, had to be gained by permission from the "Don" (a self-appointed area leader in control of them).

4. Performance

4.1 Relevance of the Project and Results:

Based on the responses from all participants and the supporting evidence found by this evaluator it is unanimously agreed that the ILO/IPEC project, as conceived and delivered in Jamaica, is a relevant and practical project. It was also found to be directly addressing the critical problems associated with child labour, as identified by preliminary rapid assessment and survey studies.

Based on testimonies of the beneficiaries of the action programs, the ILO/IPEC project is a very worthwhile and interesting program. These sentiments are perhaps best expressed in the words of one child/participant who said: “mi like it here, for me get fi do nuff good tings” (“I like it here because I get to do a lot of good things”); and in the words of another child who, when asked why he thought he was doing better than before, as he claimed, said: “is because of de (the) love”... dem (they) love you here; and dem no call you dunce when you don’t do de (the) right ting (thing). Dem just help you.”

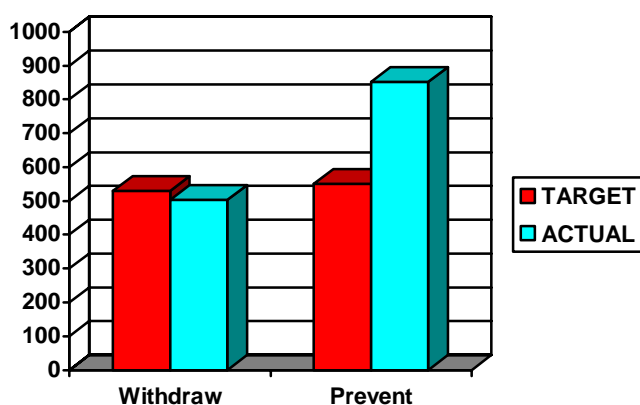
A general expression of appreciation was evident in all of the children respondents who were asked how they felt about the program. This was shared by parents as well who were unanimous in their judgement of the value of the program – as in the words of one parent participating in an orientation/training workshop: “this is a good thing. I never know seh this child labour thing was so serious! But I am learning; and I am quite willin’ to do what I can to help, for the sake of mi (my) own child.”

By virtue of these and other strong pieces of evidence in the overwhelmingly positive responses, and in actual performances, the objectives of the ILO/IPEC project have been validated and are therefore still relevant.

4.2 Effectiveness:

The chart below shows the performance of the three action programs against their targets for withdrawal and prevention of children from child labour. This shows that for cases of withdrawals the target was not reached; but for cases of preventions the target was surpassed - more than three times the projected amount.

Table 2: Performance against targets for Child Labour withdrawals & preventions



The performance outcomes shown in the figure above indicate that the challenges of child labour withdrawals were far greater than those for preventions. The results may also indicate that the targets for withdrawals (twice the target for preventions) may have been unrealistic.

When put in perspective, these results represent at best only approximately 7% of solution to the problem of child labour in Jamaica, based on the estimates given in the rapid assessment and baseline studies referred to above. However, these results are still significant in terms of a limited pilot intervention, and in terms of indicating whether the interventions were effective. They also indicate that much more needs to be done to address the problem.

The overall result on cases of withdrawals indicates that 98% of the target was realized. However, this result does not tell the whole story about the challenges of withdrawing children from child labour. A breakdown of outcomes across the three action programs show the results ranged from 82% to 104% to 108%. The results may well indicate the relative levels of challenges faced by the respective action programs. However, the results may also be reflective of levels of effectiveness of strategies employed in the interventions. These should be further examined for possible valuable lessons.

The overall result of the efforts to prevent children from entering child labour shows that the target was significantly surpassed in two of the action programs – with the individual results ranging from 95% to 144% to 278%. These results indicate that the challenges of prevention were not as great as those of the withdrawal efforts.

Taken at face value, the results may also indicate variations in the effectiveness of the prevention intervention strategy used. However, this evaluator does not support that view, but actually finds that these results are misleading, since they actually came from very different nature and forms of prevention interventions and are not useful for judging the performance of the respective action programs in this area.

The overall results of performance on the interventions with parents show that only 43% of the targeted number of parents benefited from orientation/training to improve their income generation potentials. Again there were variations in the results across the action programs; but it is important to note that only one of the three action programs (the one by Children First) actually offered any real skills training for the targeted parents, along with a solid child labour awareness program. Efforts of the other two action programs were mostly concentrated on general awareness raising.

A more accurate representation of the results on the objective to enable the parents of child labour involved children to improve their income-generating capabilities is that only 117 of the targeted 255 parents (46%) were so enabled. These results are indicative of a serious shortfall in the realization of this objective; and may question the efficacy of the interventions being used.³

One of the most significant outcomes in the overall performance of this project is in the awareness program. The results are impressive from the perspectives of the performance of the respective action programs, but are even more impressive when viewed in the context of the overall national awareness program.

³ **NOTE FROM IPEC:** The revised figures provided by the implementing agencies show that the targets for families have also been exceeded. IPEC however, agrees with the conclusion concerning the difficulties in setting up solid and sustainable income generation alternatives for families of child labourers.

One relatively disappointing area of performance in this project is under objective #1- (the creation of a comprehensive information system that incorporates quantitative & qualitative information on child labour to be used for policy & program development): while some very useful preliminary data were provided by the rapid assessment and baseline studies, little or no significant development in this area took place since. Impact of this underdevelopment on performance of the project was significant.

Another area of below expectation performance was under objective #2 – (the strengthening of the relevant Government ministries and other organizations’ institutional capacity to enforce child labour laws and develop policies & programs towards prevention of child labour in Jamaica): the poor performance in the area of information system development significantly affected the underachievement in the area of strategic planning, especially with respect to performance indicators for the national action plan, and the strengthening of institutional capacity to use the data / information system to inform policy and new programs development.

The overall performances of the action programs should be assessed as separate projects, since they differ substantially in many ways. Beyond the slightly varying but common objectives of withdrawal and prevention from child labour, the three action programs had very little else in common, since they are different in structure, format, and even strategies / methods used. In the absence of much commonalty, it would be unwise to compare the performances of these action programs.

CHILDREN FIRST:

The overall performance of this action program is very impressive and significant, even where the results showed a few shortfalls in their performance targets. This particular organization is a well-managed entity with a dynamic team of persons who appear to be truly dedicated to the task of caring for children. Children First has employed some very creative strategies in their approach to the problems of child labour. Indications are that they understand very well the sensitive nature of the related problems and how to treat with them; and they have been very effective in doing so.

Some of the positive indicators and possible explanations of the successes of this particular action program include:

- A highly motivated set of staff members, who all agree that their greatest strengths lie in their sense of “family” and total love of and devotion to all the children in the ILO/IPEC program, as well as in any other program they manage.
- A strong cordial relationship with members of the community, with high levels of corporate and individual contributions to their collaborative efforts.
- The creative uses of drama, the arts, and multimedia forms of technology to effectively deliver the serious messages about child labour to targeted audiences of the related communities.
- The strategic linkages they have established with service organizations, business organizations, churches, community clubs, a core of community volunteers -including parents of the participating children), the neighbouring hospital, related community health services unit, and individual health care givers.

Some of the areas of related weaknesses in this organization include:

- The need for additional strengthening of the technical and professional expertise of the staff to cope with the demands of programs such as with the ILO/IPEC.
- The need for physical improvements to the facilities that are used to accommodate and treat with the beneficiaries of the program.
- The need for improved documentation of the process and experiences of the child labour interventions, to learn lessons for improving their effectiveness.

WESTERN SOCIETY & SAM SHARPE TEACHERS' COLLEGE:

The overall performance of this action program was good in many areas, but also lacking in a few. The results show that the interventions by both agencies of this joint implementation team did very well in terms of the projections for both withdrawal and prevention of children from child labour situations. This action program, however, did not perform very well the task of enabling parents to get or develop income-generating opportunities. While the outputs in this area was reported at 50% achievement of this performance, there was actually very little skill training offered to the parents, outside of the general orientation, particularly about child labour issues.

Some of the factors that characterized the performance and may well serve to explain the successes of this action program include:

- A fairly hardworking team of persons who were willing to “go the extra mile” to withdraw children from child labour and prevent others from engaging in it.
- The employment of some creative strategies to gain access to and convince the targeted children to get involved in alternatives to child labour (including educational improvements). The particular strategies of “take out service” and “becoming one of them” used by the counsellors to reach children working in the market place of Montego Bay, were particularly impressive.
- The involvement of trainee teachers from the Sam Sharpe Teachers College (particularly those in the guidance & counselling program). This was not only an additional means of assisting the targeted children, but it was a strategic effort that has the potential for a multiplier effect when those teachers in training go into the neighbourhood schools and communities with messages about child labour.
- The established links with educational institutions in the community to assist with the successful preparation and re-instatement of children into regular education/training programs; and with business organizations that may offer employment opportunities for parents to support their children.

Some of the areas of weaknesses of this action program include:

- The very limited physical facilities for learning, at the Western Society location – where children were trying to do education work in very crowded rooms.
- The very limited interventions for the skills training/education of parents to enable them with income-generating opportunities.
- Serious periodic setbacks in the implementation of the program, due mainly to the late delivery of resources but also to inadequacies in accounting and reporting.
- Over-extension/overuse of general (academic) education of children as the solution to both withdrawal and prevention of child labour.

BUREAU OF WOMEN'S AFFAIRS:

The overall performance of this action program was significantly less than desirable in most areas, although there were impressive results reported for the prevention child labour. This action program suffered from serious set-backs to the start-up of the program, and may have lost much momentum by this. The action program also suffered from a lack of consistency in the interventions, and gaps in the management and coordination of the project.

This action program actually recorded high outputs for preventions (94% of target); but, this evaluator is of the opinion that these results are misleading, giving that it may be difficult to explain how involvement in "home work circles", on a part-time basis can be considered as an effective deterrent or alternative to involvement in child labour. Furthermore, the notable sporadic attendance of children in this program cannot support any real confidence in the efficacy of this intervention.

Some indicators of positive developments in this action program include:

- The interest of a core group of women from the community in the program, and the resulting formation of a "women's support group".
- The positive responses to the provision of some health services, which seemed to have addressed some needs of the women and gained their further interest in awareness about child labour issues.
- The employment of two counsellors who seemed to have made a positive impact in working with parents and children through home visits and counselling. Some indicators of weaknesses of this action program include:
- The inadequate coverage of management and supervisory inputs for the program interventions, and lack of documentation of the process & experiences.
- The underdevelopment of the public awareness and involvement of the community.
- Inadequate facility for delivery of services and treatment of child labour problems.
- The inadequacy of organizational links and/or community support systems.

4.3 Efficiency:

Given that the limited scope of this evaluation did not allow for actual validation of the outputs and outcomes reported from these interventions; and given that it is still early to tell how effective the interventions have been in terms of providing a lasting deterrent to child labour, the results will have to be taken at face value.

Given that there was no retention mechanism developed for these interventions, it may have to be further assumed that once a child is not currently involved in child labour then he/she has to be counted as withdrawn.

Assuming that these results reflect genuine solutions to the problem of child labour, they certainly seem to justify the costs incurred. For the most part, these resources have been economically and wisely spent.

4.4 Sustainability:

The extent to which any project result is likely to have lasting effects after termination of external support is often dependent on three main factors: i) value of the result; ii) the capability to extend or replicate its development; and iii) the effectiveness of in-process planning and efforts to secure resources & support systems for the future.

In the case of the ILO/IPEC project, the value of the results is assessed to be high, based on evidence of the levels of importance and satisfaction with the program expressed by beneficiaries and recipients. The capability to extend or replicate the results should also be assured based on the demonstrated abilities/expertise of most of the current contributors.

There was little evidence to suggest that the implementers of the ILO/IPEC program did much strategic planning and securing of resources for continuation of the gains and achievements of the program. However, towards the end of the project, two of the action programs have secured funding for continuation of their programs for at least two more years. The Environmental Foundation of Jamaica (EFJ) has offered funding to the action programs as follows:

- Children First – a commitment of approximately JA\$6.million; and
- Western Society - approximately JA\$5.5 million.

It is also important to note that the third action program, by the Bureau of Women's Affairs, has been exploring the possibility of continued sponsorship; and has received positive responses, although a commitment of funds is not yet made.

While there was not lot of planning for integrating the ILO/IPEC program into the work of the Ministry of Labour and Social Security, the assurance has now been given that there will be resources to ensure continuation of the successes of this program. The fact that the Ministry has taken ownership of the program is a strong indicator of likely sustainability of the projects' achievements.

Another strong indicator of likely sustainability of the achievements of this program lies in the fact that the results of the awareness program have proven to be so effective and valuable. It is an encouraging sign when, as evidenced recently, media houses have been making enquiries about the program, following on the already positive support given by many in featuring the program (free of cost) in their media. It is hoped that along with greater awareness will come increased support for the program by way of more corporate & individual citizens' contributions.

4.5 Causality:

Perhaps the most outstanding factors that have affected the project results are:

1. The largely unexplained delays in delivery of the outputs of the national survey, the related missing technology support for the E-LMIS, and the lack of training.
2. The periodic lack of resources suffered by the action programs that seriously affected the delivery of services and execution of some planned activities.

4.6 Unanticipated Effects:

The following are some of the unanticipated effects of the project identified by the evaluation:

- i) It was clearly unanticipated that the withdrawal of children from child labour would have presented so many challenges. The fact that this was unexpected might well help to explain why the targets for withdrawals were consistently placed higher than the targets for preventions (generally more than twice as much).
- ii) It was unfortunately unanticipated that the relevant act (to give effect to monitoring and enforcement functions of labour inspectors) would still not be passed before the end of the project. This has seriously affected the continuing work of capacity building and planning for program development.
- iii) It was probably unanticipated that the reliance on education as a solution to both withdrawal and prevention of children from child labour would have been so heavy. The effect of this over-reliance on the educational solution is that it became the primary focus of some of the interventions and other critical areas of the problem of child labour were not adequately addressed.
- iv) One other possible unanticipated effect was that of the program on the interest of the media houses, and the general level of responsiveness of the public to this very sensitive issue. The awareness program has been significantly boosted, at no extra cost, because of this high level of interest.

5. Special Concerns

Given that the methods for “withdrawal” of children from child labour were not yet pilot-tested in this context, and with no proven procedural model available, it was unrealistic to expect that the projected number of cases of withdrawals (projected at twice the amount to be prevented) could be realized in the given timeframe. This unrealistic projection for withdrawal of children from child labour perhaps reflected a misunderstanding of the nature of the process, and an underestimation of the requirements to effectively achieve this. The concern is that the withdrawal process may continue to be underestimated.

The seemingly heavy reliance on “education & training” as the main solution for withdrawal from child labour is also of some concern. The danger in this approach to withdrawal from child labour lies not so much in the relevance of education in the process, for indeed education plays a most critical role in the process; but in the fact that it may be easily assumed that the act of withdrawal from child labour is a simple matter- once there is education about it and education/skills training will provide the alternative to child labour. The experiences of the action programs have already revealed that the process of withdrawal involves a lot more than education. The other dimensions need to be seriously examined and addressed.

Perhaps the greatest concern of this evaluator about the ILO/IPEC program lies with its “project” nature and emphasis on performance targets, particularly in respect of the quantitative results. The result of this rigid focus on project performance outputs is that most of the participants may have misinterpreted the fact that this was a pilot project from which to learn lessons, and may have also missed the greater purpose of the interventions (which for me was to learn and determine how best to treat with the problem of child labour in Jamaica). The unfortunate result of this approach and focus on quantitative outcomes was that very little documentation of the process and the experiences was done by any of the implementers and managers. It is clear that all the results and lessons of the interventions (positive and negative) need to be properly documented, if the other approximately 93% of the original problem is to be solved through future interventions like these.

6. Findings and conclusions

6.1 On the design of the project:

The design of the ILO/IPEC Project (JAM/01/50P/USA) was found to be solid in terms of definition of the problems and context in which they would be addressed, clarity of purpose, specification of objectives and related performance outputs, profiles and roles of the managers/coordinators, partners, recipients, beneficiaries, and implementing agencies. It also established a clear institutional framework in which it should operate, with clear and measurable performance indicators. Overall, the project design was adequately responsive to the identified problem.

There were, however, a few basic weaknesses in the project design:

- Some missing/unwritten but critical assumptions that had implications for the implementation of the project (e.g., about the availability of some inputs & tools and about the delivery of certain outputs critical to other events).
- The lack of any built-in transition mechanism/provision to indicate how the implementation would move through its distinctive stages. For example, it was unclear what would/should happen after certain interventions, and there was no provision for withdrawal retention.

6.2. On project Implementation:

All major commitments of financial and technical resources and other contributions in kind from the international and national donors were secured and delivered for the project implementation. These included:

- The United States Department of Labor (under its ILO/IPEC arrangement contributed the sum of US\$562,687.00
- UNICEF provided approximately US\$31,000.00 to support the data collection and knowledge base improvement aspect of the program
- The Government of Norway contributed approximately US\$35,000.00
- The Government of Jamaica contributing approximately US\$66,000.00.

The level of international and national support given to this program is indicative of the importance and priority placed on this social problem. Based on the outcomes of this evaluation, there are strong indications that this project was worthy of support.

6.3 Rapid Assessment & Baseline Studies:

A rapid assessment (of children involved in prostitution in Jamaica) by Dr. L. Dunn; and three baseline studies (on child labour, by Dr. E. Wint & Ms. F. Madden; and by Doegazon-Johnson Associates; and by Mr. R. Cooke, Worker Management Services and Children First) were conducted and their findings used to inform the ILO/IPEC project design and public awareness program.

6.4 Ratification of ILO Conventions:

The Government of Jamaica ratified ILO Conventions 138 and 182 in September 2003. This was formally communicated to the ILO in October 2003.

The Child Care and Protection Bill, to provide the legislative framework for enforcement of the tenets of Conventions 138 & 182, received Parliamentary approval in March 2004.

The Occupational Safety and Health Bill, complementary to the Child Care & Protection Act and designed to give effect to the monitoring and inspection functions of MLSS inspectors, is at an advanced stage in the Parliamentary review process.

These developments are most significant for this project, since they indicate the commitment of the Government of Jamaica to address this social ill by providing the necessary legislative framework to support its related policies and programs.

The critical roles played by advocacy groups such as: the National Steering Committee; Employers and workers organizations, and non-government organizations, must be recognized in this important development.

6.5 Capacity Building:

- Initial orientation on implementation, monitoring, and reporting conducted with partners.
- Training seminars for regional labour officers/inspectors conducted by technical experts from ILO/IPEC regional & Geneva offices, with follow-up training for local inspectors.
- Orientation/training and follow-up meetings held with representatives of NGO's workers and employers organizations; and these have served as a pressure group to influence Government's action regarding child labour related legislations.
- Training in project accounting and reporting was conducted for members of the NGO's implementing the action program by a specialist from ILO-IPEC Regional Office.
- The NSC has initiated strategic planning with the MLSS towards a National Action Plan.

This is one of the areas of this project that has unfortunately not realized the fullest potentials for development, due primarily to the slow pace of development in the available knowledge base and the absence of full integration of the program into the work of the MLSS. However, the following three points are very strong indicators of positive developments and assurances for the future:

- The Ministry of Labour and Social Security - (as supported by the Minister and confirmed by the Permanent Secretary to this evaluator) has given its guaranteed commitment to take ownership of the program and see to its continuation, and in the words of the Permanent Secretary: "The program now has a home in the Ministry of Labour and Social Security".
- Although delayed in this activity, the National Steering Committee has initiated work on the development of the National Action Plan; and has scheduled a strategic planning retreat for June 2004 to develop the substance and procedural model for such a plan.
- According to the Permanent Secretary in the Ministry of Labour and Social Security, there will be provisions made by the Ministry for the continuation of the program; and the planning and execution of the "Time-bound" initiatives will be an integral part of this forward movement.

6.6 Awareness Raising:

- A significant quantity of child labour related materials have been produced for use in awareness activities and general public education; and an awareness raising theme song was produced in October 2003.
- A mobile display featuring essential information & promotional highlights of child labour concerns and initiatives was produced for public expositions, seminars, and meetings.
- A dynamic media sensitization drive has developed from a few feature promotional efforts, and as a follow-up, several interested media houses have done voluntary (no-cost) features on the ILO/IPEC program on their news-magazines, talks shows and public affairs programs.
- The local ILO/IPEC Office has established several linkages with international, regional, and local media houses that have done features on Jamaica's efforts and project interventions against child labour. For example: i) The BBC (3 times); ii) Trinidad & Tobago Radio Station; iii) First Edition, (Jamaica); iv) Beyond the Headlines (Radio Jamaica); National Wide (Power 106 – Jamaica); and the CPTC - (Jamaica).
- Several newspaper features on the ILO/IPEC project have been done by the major print media in Jamaica; and the Gleaner Newspaper in particular has also included a feature on the ILO/IPEC Project in Jamaica on one of its public "Round-Table" discussions.
- Some partners (e.g., employers and workers organizations) who have benefited from orientation to child labour issues have used the mechanism of newsletter and internal meetings/seminars to extend the awareness program in their organizations.
- The Ministry of Labour and Social Security has played a significant role in facilitating public awareness and promotional activities for the ILO/IPEC project. Extra inputs and support have been given to child labour expositions, at events such as the annual Denbigh Agricultural and Cultural shows.
- The direct involvement in children affairs in Jamaica by the ILO/IPEC Program Manager, who has been serving as Chairman of Child Month, has played a strategic and important role in enhancing the overall child labour awareness program.

This area of the project performance is undoubtedly one of the most significant in terms of substantial and positive developments. There were some very important achievements in this area that will have a long lasting positive effect on the program.

It is reasonable to conclude that the project has realized remarkable results in the overall effort towards awareness raising but, while these results were attributable to a collective/collaborative effort across the project, two significant contributions to this positive state of affairs are worth noting:

- The National Program Manager of the ILO/IPEC project played a very pivotal role in the awareness raising in the public. There were several features on child labour issues in the print and electronic media that were initiated by him; and the strategic role he played as chairman of Child Month also served to enhance the awareness raising program.
- The implementing agency of CHILDREN FIRST also played a very significant role in the awareness raising program, through the very creative and dramatic methods used to take child labour issues to the communities and the media.

This evaluator is confident that there are important lessons to be learned from the strategies employed by both the ILO/IPEC program manager and CHILDREN FIRST agency in the awareness raising program that proved to be very effective.

6.7 The Action Programs:

- 503 (84%) of the targeted 600 children have been withdrawn from child labour.
- 852 (284%) of 300 targeted children have been prevented from engaging in child labour.
- 117 (46%) of the targeted 255 parents benefited from a variety of training/orientation interventions - (including preparation for income generation opportunities).
- Community meetings held in all Action Programs; but ranged from few to several.
- A wide range of community organizations (including churches, service clubs, community health-care givers, and business operators) participated in child labour activities, but to varying degrees across the three action programs.
- Overall, media coverage of child labour activities has been significant and encouraging.

The action programs were well designed, but they were perhaps too focused on the achievements of quantitative results almost seriously at the expense of understanding and experiencing the pilot process and the interventions. There was no serious effort made to document the process to learn lessons from the interventions – about what worked and why.

It was perhaps also not fully appreciated that the action programs were substantially different, except for the common targets of children withdrawals and preventions from child labour.

6.8 Management and Coordination:

Management of the program seemed fairly well organized and effectively coordinated by the very active national program manager. However, one obvious indicator of inadequacy in this area was the shortage of staff for required coverage of the various activities, particularly with regards to necessary process monitoring and internal (in-process) evaluation of the program.

The Ministry of Labour & Social Security provided adequate financial, physical, and material resources to support the program, but the need for more support staff in the program was perhaps seriously underestimated. As a result, there were some gaps in management coverage, and some opportunities missed in terms of the useful practical experiences that the program could have provided for MLSS staff.

A significant level of support for the program was provided by resource persons from ILO International and Regional offices, in respect of technical inputs for orientation and training of members of the implementing agencies in program management and reporting functions, even if some of the training appeared to be self-serving.

Guidance from the National Steering Committee for the program and coordination of policy development were not due to the absence of a practical mechanism for such direct inputs into the management of the program. However, because of their strategic locations and positions of influence in the relevant government ministries and non-government organizations, these leaders may have indirectly contributed more than a small measure in keeping the program on track.

Management of the Action Programs by implementing agencies varied significantly on levels of efficiency and effectiveness. While all the implementing agencies seemed to have management capabilities for executing projects such as this, it was clear that there were areas of low efficiency in aspects the program management. Evidences of this were manifested in:

- i) serious underestimation of the scope of some activities;
- ii) poor scheduling of some activities and their deliverables;
- iii) inadequate allocation of resources for some activities;
- iv) little attention to internal monitoring and evaluation.

There were some interactions between the main partners, primarily through the orientation/training workshops and meetings of the national committee; but very little interaction was achieved between the NSC partners and the implementing agencies. Very few NSC members actually visited the action program sites.

There is strong evidence to support that the ILO/IPEC project was efficiently and effectively managed from the national program level. In respect of the action programs, however, management of the program was not equally effective and efficient across the implementation sites.

Given the high levels of expertise and vast experiences of the members of the National Steering Committee, it was unfortunate that the program did not benefit more directly from their guidance. The fact that members of the NSC did not get to visit the action programs sites meant that they did not get first hand knowledge of how well the interventions were working.

7. LESSONS LEARNED

- Experiences of the participants of the action programs revealed that withdrawal from child labour was a complex process requiring a multi-faceted approach with creative strategies that should involve more than educational intervention.
- The assumption that education can provide immediate and lasting solution to the child labour problems carries with it other likely associated assumptions that may jointly present serious implications for solving the problem permanently. Experiences of the action programs showed that this assumption is not necessarily valid. Further, it was also assumed that there is always a need for education in every child who is in a child labour situation; or that the education provided (even without the proper training needs assessment) would be suitable.
- The fact that some implementers of action programs have now expressed concerns about the question of “what happens next” – (now that they have come to the official end of the project and they still have children from the program in their care) is a clear indication that they were not involved in strategic planning for the project. It also reveals that participants have only just come to realize that there is an obvious missing element of a transitioning mechanism in the design of the program.
- Awareness about child labour (even the dangers of it) does not necessarily imply a change of attitude towards child labour. In some cases the existing attitude towards child labour or child labour issues may be deeply rooted in a cultural background/experience or belief system that might be hard to overcome. For example: One participating mother in a training/orientation workshop of one of the action programs remarked that, while she clearly understood “some of the bad sides to child labour” she was not necessarily convinced that child labour (which she prefers to call “child work”) was always a bad thing; since she started working from she was 12; and that she had her first child at 16 and has managed quite well. Her deep rooted belief about child labour was amply expressed when she noted: “ a lickle work now and dem” not goin’ kill dem. You just have to know how much dem can do”. Obviously, the attitude revealed in these statements indicates a deep belief that may not be easily addressed by a simple awareness session.

8. RECOMMENDATIONS:

For ILO/IPEC:

- R1: Given that the results of the pilot project are already very impressive; and given that valuable lessons can be learned from the experiences of this project (both positive and negative), it is recommended that the necessary resources should be provided to facilitate the conducting of case studies of at least the actions programs, to provide documented success stories for the project.

For the MLSS/Govt. of Jamaica:

- R2: Given that the required strategic planning process for developing the National Action Plan on Child Labour has already been initiated by the National Steering Committee, it is recommended that Minister of Labour and Social Security rename the NSC as: The National Task Force on Child Labour; and commission this body to manage the necessary inputs to produce the National Action Plan – which should also include a work plan for executing the “Time-Bound” initiative.
- R3. As an extension of R2, it is further recommended that the Ministry of Labour and Social Security should produce an information booklet on the Government’s comprehensive program to address child labour related issues. This product should be used as an integral source document in the continuing awareness program; and could also form part of an information kit from the MLSS.
- R4: Given that the MLSS has taken ownership of the Child Labour program, it is recommended that a comprehensive orientation program be now packaged and conducted with MLSS staff at all levels, to begin to fully integrate child labour issues and concerns into the Ministry’s mission and functions.

For the NSC & Partners:

- R5: As an extension to R4, the partners should develop a strategy for incorporating inputs and involvement of all partners, interest groups and related agencies into the overall national strategies and programs against child labour.