



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

# **Supporting the National Policy and Programme Framework for the Elimination of Worst Forms of Child Labour in Lebanon and Yemen: Consolidating Action Against Worst Forms of Child Labour**

**RAB/04/P51/USA  
P.265.03.500.051**

**An independent final evaluation by a team of external consultants  
Synthesis Report with National Reports as Annexes**

Yemen and Lebanon

July 2008

**This document has not been professionally edited.**

## NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants<sup>1</sup>. The field mission took place in February 2008. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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*The National Reports, upon which the synthesis report is based, contains discussions of the evaluation methodology and provides documentation such as the evaluation programme, list of individuals consulted, documents used and evaluation instrument.*

## List of Acronyms

ACCESS	
MENA	Alternatives to Combat Child Labour Through Education and Sustainable Services
ALI	Association of Lebanese Industrialists
AFO	Administrative and Financial Officer
AP	Action Programme
APSO	Action Programme Summary Outline
ARC	Armenian Relief Cross
CBO	Community based organization
CDR	Council for Development and Reconstruction
CL	Child Labour
CLMS	Child labour monitoring system
CLU	Child Labour Unit
CP	Country Programme
CRC	Convention on the Rights of the Child
CSO	Central Statistics Organization/Office
CTA	Chief Technical Advisor
DED	Design Evaluation and Documentation Section, ILO/IPEC
EFA	Education for All
ECL	Elimination of Child Labor
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agricultural Organization of the United Nations
FP	Focal Point
FYCCI	Federation of Yemeni Chambers of Commerce and Industry
GP	Good Practices
GCTL	General Confederation of Lebanese Trade Unions
GCLW	General Confederation of Lebanese Workers
GFWTU	General Federation of the Workers Trade Unions
GoY	Government of Yemen
HCC	Higher Council for Childhood
HCMC	Higher Council for Motherhood and Childhood
HFSD	Hariri Foundation for Social Development
IA	Implementing Agency
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
ILO/IPEC HQ	International Labor Organization/ International Program for the Elimination of Child Labor - Head Quarters
IPEC-L	IPEC - Lebanon
IPEC-Y	IPEC – Yemen
KYJCSC	Kamel Youssef Jaber Cultural Social Center
LCDP	Local Community Development Programme
LL	Lessons learned
MEHE	Ministry of Education and Higher Education

MOAE	Ministry of Awqaf and Endowment
MOE	Ministry of Education
MOI	Ministry of Information
MOIM	Ministry of Interior and Municipalities
MOL	Ministry of Labour
MOPIC	Ministry of Planning and International Cooperation
MOS	Municipality (Mayor) of
MOSAL	Ministry of Social Affairs and Labour (Yemen)
MOTEVT	Ministry of Technical Education and Vocational Training (Yemen)
MOSA	Ministry of Social Affairs
NPM	National Project Manager
NPPF	National Policy and Programme Framework
NPPF	National Policy and Programme Framework
NSC	National Steering Committee
ProDoc	Project Document
ROAS	Regional Office for the Arab States - ILO, Beirut
SFD	Social Fund for Development
TPR	Technical Progress Report
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labour
VTP	Vocational Training Program
WCRC	Working Children's Rehabilitation
WFCL	Worst Forms of Child Labour

## Executive Summary

Toward the end of the IPEC's Project for "Supporting the National Policy and Program Framework (SNPPF) for the Elimination of the Worst Forms of Child Labor in Lebanon and Yemen" the Design, Evaluation and Documentation (DED) section of ILO/IPEC commissioned an independent external consultant team to carry out an independent evaluation of the project. The project was scheduled to end in March 2008, however due to delays caused by various factors the end date was extended to May 2008.

The evaluation team was composed of four members: a team leader who also carried out the evaluation fieldwork in Yemen, an international evaluation consultant who carried out the evaluation in Lebanon, and two national evaluation consultants in Lebanon and Yemen. Annex (1) presents the TOR for the final independent evaluation.

The purpose of the independent evaluation is to ascertain that program objectives have been achieved in both countries and the extent of which the program benefits have accrued to the target group(s) with a focus on gender composition. The Evaluation would guide the recommendation for the preparation of a tentative future proposal for possible further assistance toward combating child labour (CL) benefiting from the lessons learnt from the previous phases. Emphasizing ILO/IPEC's 'tripartite' structure, the evaluation obtains the views of all partners: government, employers' and workers' organizations and NGOs, mainly those who were directly involved in the implementation of action programs.

The evaluation work produced two country evaluation reports and a synthesis report of the two country reports. The present synthesis report summarizes and synthesizes the findings of both country evaluation reports and tries to assimilate the lessons learnt and good practices as well as depict the similarities and/or differences of significance.

The findings of the evaluation offer several lessons which can contribute to future project interventions:

1. The timeframe of the project correlates with sustainability of the project. Project design should take into consideration the nature of the outcomes to be achieved in relation to the allocated time of the project. A project such as addressing the problems of child labour which requires multidimensional interventions at the macro and micro levels needs a significant period of time to achieve its objectives and sustainability. At the macro level, activities involving policy change and legislation involve lengthy bureaucratic procedures; that also applies to capacity building of government partners. At the micro level, changing social behaviour -- particularly that of parents and employers -- and providing appropriate interventions such as rehabilitation, educational and income generating for both children and parents also require considerable time to have an impact. Allowing sufficient time for project implementation to build capacities ensures sustainability. This was demonstrated in the extension of project interventions from Phase 1 which included KYJCSC, ARC and ALI. As the evaluation found, these projects are now sustainable.
2. Project budget also affects the quantity and quality of the expected outcomes. In this case, project funds were insufficient to reach a target group of 6,900 children in different geographic areas and implement all activities. Furthermore, limited financial resources for APs placed financial burdens on implementing partners, which should not be the case.
3. National statistics on child labour are critical to develop a baseline data to assess the magnitude of the problem, design appropriate solutions and measure their impact. Case studies are useful in providing specific information but cannot substitute for a national databank.

4. Teacher-student interaction is an important factor affecting student dropout/retention. It is assumed that students drop out of school mainly because of their failing grades.
5. Partnerships with local NGOs, which already have child-focused activities to work on child labour is a resourceful means for reaching a wider scope of working children in different areas in the country. In addition, it builds capacities in sustaining activities efforts in combating child labour.
6. The lack of effective child labour inspection, especially in the informal sector where the majority of children work, allows a significant number of children vulnerable to WFCL to fall through the cracks.
7. An effective inspection system on child labour necessitates a multi-sectoral approach to facilitate collaboration between inspectors from the CLU, MOI, NGOs, employers, schools and community members. In other words, effective inspection should consist of a network of partners to identify children at risk, share information, withdraw children, punish violators and enforce the law.
8. Training workshops are a cost efficient and cost-effective means for capacity building. They also present an opportunity for implementing partners to learn about each other's activities, network and establish collaborations.
9. Raising awareness activities need to be customized according to their target group. For example, awareness programs for working children and their parents should be relevant to their socioeconomic setting and rely on situations that they can identify with to gain their attention. ALI conducts special awareness campaigns for industrialists that have been effective in sensitizing employers about child labour.
10. The project's multi-sectoral approach linking government and civil society leads to a comprehensive and integrated format in combating and preventing the WFCL child labour.
11. Poverty and unemployment are challenging factors that make parents dependent on their children's economic participation. Consequently, offering parents a substitute for their children's work such as income generating activities or micro credit programs are important to lessen their dependency on their children's labour.
12. The social environment and services offered by an NGO is important for retaining children in a program until they graduate from the project. Extracurricular activities such as arts and crafts for younger children and/or counseling and rehabilitation for withdrawn children are also valuable in dealing with emotional problems.

#### Lessons Learnt / Yemen:

13. IPEC has been successful in fostering coordination between government institutions, donors and development programmes. This is manifested in the vital role played by IPEC office in coordinating efforts to implement the 1<sup>st</sup> national survey on Child Labour. The survey will be implemented by the Central Statistics Organization authorities, with the technical support of ILO/SIMPOC, and the financial support of UNICEF and the Social Fund for Development. Such partnerships would expand the possibilities for the project to utilize secondary resources already available for further development of its activities and achievement of its goals.

14. A good example of coordination was found in Sana'a WCRC where cooperation and coordination were established between the Center, the Child Protection Initiative (CPI) and the Women's Economic Empowerment Association (WEEA). The coordination resulted in the organization of training programmes for the working children's families in income generating skills. Furthermore, the IPEC office and the Sana'a WCRC are members in CPI's Steering Committee. Being part of the local council system (the Municipality Sana'a) was one of the main positive and good lessons learned during phase two. The Municipality which includes executive branches of all ministries provides the forum within which all obstacles facing Sana'a WCRC are discussed and coordinated solutions are identified. However, it has been clear that the affiliation of Sana'a WCRC with the Municipality of Sana'a (considered as a government institution) has prevented the Center from receiving direct financial assistance from international and donor agencies. In order to be eligible for this fund the status of the Center should be modified to be a non-governmental organization.

It is evident from the above that Lebanon managed to gain more experience due to the length of the first and second phases of the project combined. Furthermore, the capacity of the various staff members and their assimilation to the children's difficult circumstances led to creative interventions that expanded the effectiveness of the project.

#### Good Practices / Lebanon:

Good practices are those identified in the project as effective means and methods in achieving the desired outcomes and are replicable. Some of those in Lebanon were:

1. the effectiveness of the Remedial classes in improving student performance and reintegrating children into formal education.
2. NGOs that solicit youth as mentors to assist in targeting, follow-up, services and offering advice on issues such as drug use, sex education and raising awareness is an effective strategy to win attention of beneficiaries.
3. Partnerships with local NGOs, which already have child-focused activities to work on child labour is a resourceful means for reaching a wider scope of working children in different areas in the country. In addition, it builds capacities of civil society which has long-term benefits in sustaining efforts in combating child labour.
4. Social workers who use social and communication skills in raising awareness campaigns and meetings with parents can be influential in gaining parents' commitments to the project.
5. Community participation in elimination of child labour and the WFCL by means of networking and establishing partners such as those between NGOs, schools and parents, is critical for targeting children and for sustainability.
6. Extracurricular activities are important for children in motivating them to learn and participate socially and academically.
7. The welcoming environment of NGO staff and their sense of commitment to child labour are key to the success of recruiting and retaining beneficiaries.
8. ALI and workers syndicates' commitment and involvement play an important role in reaching employers and child labour.



Good Practices / Yemen:

9. Considering the piloting nature of the APs, the project design managed to diversify the type of partners' structures to include government institutions, NGOs, municipalities, and independent unions. This is clearly evident in the nature of the three partners administering the WCRC in Aden, Seyoun and Sana'a. In Sana'a, partnership was established with the Mayor's office - as mentioned earlier, whereas in Aden with both the Mayor's office and a local NGO (Combating Child Labour Organization). In Seyoun, partnership was established with the local NGO AlNahda Cultural and Social Charity Organization, and to diversify the sources of financial support to the WCRC, those Organizations succeeded in establishing -through public donations- an endowment from which the interest was used to cover the cost of some of the WCRC's activities especially when the IPEC payments were delayed.
10. The establishment of local-level subcommittees is a conducive mechanism to help identify and target working children as well as to provide a sense of responsibility and ownership by the local communities. Such sub-committees were formed by the three WCRC centers in Sanaa, Seyoun and Aden.
11. At the local level, the Aden rehabilitation center has established a multi-sectoral committee which has met three times and the Sana'a 's committee has met once. The CLU has been further strengthened by the second NSC meeting which discussed projects problems and means of solving them.
12. The recruitment of volunteers in the targeted communities to establish a close monitoring and follow-up system of the targeted children, and their re-enrolment in the formal educational system (Aden WCRC).
13. Part of the main positive good practices is that the CL service centers work two shifts/periods (morning and afternoon) to be able to balance between the school time for those children and their activities and classes at the center.
14. The recruitment of national consultants to carry out some of the main activities of the project has been a successful strategy to overcome the difficulties encountered in the recruitment of international consultants. National experts were recruited to perform a range of assignments including the implementation of a number of baseline studies (working girls in agriculture study in Seyoun, working children in fisheries in Aden, and working girls in agriculture, entertainment and street children). The mapping of national laws relevant to child labour as well as the capacity-building efforts at CLU are a good first step to continue with harmonizing the CL-related laws.

*Having a closer look into the good practices and the lessons learnt in each country draws more onto the differences rather than the similarities of both countries. This situation may be described in that Lebanon supposedly has a longer history of organizing, more involvement of women in public life and charitable types of work, as well as formal work. Lebanon may also have a track experience in raising funds from civil society whereby due to the extreme poverty in Yemen, funds are usually drawn from formal (i.e. government and international donor) sources. Nevertheless, a lesson of extreme value for both countries is what would be **recommended** as joint sharing of experiences and the good practices. It is advisable that IPEC as well as both countries seek to organize field visits for both sites by both project staffs to benefit from the experience of the other country/project. Furthermore to benefit from the systems that were developed and utilized to monitor CL incidences and their management, such as the CLMS or other indigenously created mechanisms. Such mechanisms need to also be encouraged.*

### Recommendations: What Next?

However with the investments provided so far by IPEC and both governments it is only worthwhile to utilize the experiences gained and the resources tapped throughout the implementation of both projects to look into the specific recommendations for each country to continue to pursue and combat CL. It is recommended that IPEC capitalize on that investment and momentum by studying the option of a third phase for both countries. One important point needs to be added here: this report and the two separate evaluation reports for both countries did not find enough factors to warrant a joint sub-regional projects. On the contrary, it is advisable that IPEC/ILO help each country solicit its own funding and continue with its own national project.

The findings of the evaluation of the projects of both countries will provide important input into any future design of a potential further phase of the present project for Lebanon or in the context of the Decent Work Country Programme in Yemen. It is thus **recommended** that the evaluation and any further design of the further phase be undertaken by the same consultant. The link between the evaluation process and the design process would allow for a clear and valuable flow of lessons learned and good practices from one phase to the other and would allow ILO to firmly base the project document on the experiences and findings from its experiences in Lebanon and Yemen.

At the time of the evaluation, the future of both country projects seemed to generally elude to one of two options, although that was more clearly spelt out for Lebanon than in the case of Yemen. Those options are:

Option one involves closing IPEC on 31 May 2008, and handing over its activities to the relevant partners, particularly the NSC who will oversee the administration of the NPPF. Consequences regarding this option include:

- Conventions Nos. 182 and 138 would be unenforceable in Lebanon (as is the case with many laws and decrees) as the government's institutional capacity has not reached full potential in order to take over the role and responsibilities in implementing the NPPF and therefore in overseeing the protection and prevention of children from the WFCL. Even though the political will is there it cannot make-up for the absence of required human capabilities.

- And in the case of Yemen, the NSC was still too weak to handle an undertaking of such responsible dimension.
- Even if community-based interventions would continue withdrawing and preventing children for the WFCL they would still have a challenging task without an effective legal system to back them. Moreover, if the political and economic situation continues to be as tumultuous as it is now, child labour in Lebanon will swell. Poverty, high unemployment and often certain security considerations will continue to plague the possibilities of curtailing CL in Yemen.
- Investments made in the human and financial resources of the NPPFSP would have modest long-term returns.

Option two entails extending the project to a third phase to allow it complete its activities to secure an enabling environment for the NPPF. Future interventions should be considered within the following framework:

- Continue the current project with the objective to enable IPs of Phase II and the NSC ensure their sustainability; this includes maintaining the same project design, objectives, target group and completing unfinished project activities/outputs, especially mainstreaming the CLMS;
- Implement new APs that incorporate lessons learned and good practices from the Phase II independent evaluation.
- Integrate two cross-cutting themes: (1) mainstreaming combating the WFCL by establishing CLUs in all the relevant ministries; (2) sustainability.

Based on this overall framework, more specific recommendations for project interventions are presented under each project objective. Recommendations solicited from stakeholders during a final evaluation workshop. Although these recommendations are not a direct outcome of the evaluation, they are important to include as they are derived from the IPs experiences and knowledge gained through this project.

In Lebanon these recommendations are:

#### 1-Harmonization of the legislative framework with international standards on child labour.

Recommended interventions include:

1.1 IPEC to pursue increasing the knowledge base on the WFCL by conducting gender-sensitive studies on the WFCL such as; drug trafficking, arms, prostitution and pornography, and identifying their prevalence according to their geographic regions. There is very little information on these issues but many believe that a significant number of children may be involved in these activities.

1.2 IPEC to advocate for a national survey on child labour so as to enable the MOL-CLU and the NSC have national baseline data to assess national efforts in combating the WFCL, and include in the CLMS.

1.3 IPEC and partners to advocate (MEHE) for prohibiting corporal punishment in schools, as it is a significant factor contributing to student dropout.

1.4 IPEC to advocate for child labour laws (MOL-CLU) to be enforced in the informal sector as that is where child labour is most prevalent. Hence, this would allow CLU inspectors to seek working children especially those under the legal working age.

1.5 IPEC to advocate for enforcement of laws that penalise offenders (MOL) for hiring children under age and/or exposing children to work in exploitative or hazardous conditions. As long as violators feel there are no consequences for exploiting children as cheap labourers, this practice will continue.

1.6 IPEC and partners to advocate for change in legislation (MEHE) to raise mandatory schooling age from 12 years old to 15 years old to make it congruent to the legal working age in order to ensure retention of children in school.

1.7 IPEC and partners to advocate for change in MEHE policy to allow children dropouts of more than one year to re-enrol in formal schooling. The current MEHE decree obstructs many children at such a young age from ever having the opportunity of pursuing formal education.

**2-Capacity building of national institutions to implement policies and programmes to eliminate the WFCL and to enhance legislation. Recommendations for interventions include:**

2.1 NSC members and IPEC to continue strengthening capacity of the NSC in preparing work plans, prioritizing activities, allocating resources, coordinating activities and disseminating information to its members.

2.2 for future projects, pursue capacity strengthening of IPs in (1) targeting skills particularly withdrawing children from the WFCL; (2) ensuring their sustainability for example by learning how to prepare grant proposals, fund raising, soliciting participation from the private sector.

2.3 Government to establish a monitoring network/partnership between relevant government and civil society in reporting child labour offenders.

2.4 Partners to collaborate with the NEO and vocational training centers in standardizing AVT curriculum and integrating the SAMET. The NEO considers the present state of AVT in array as a result of various curricula and considers that standardizing the curricula and incorporating the SMAET would enhance the quality of AVT and thus improve children of legal age to attain better employment.

2.5 Continue capacity building of the MOL-CLU inspectors.

2.6 IPEC to simplify the use of the DBMR by making it more user-friendly, condensing the beneficiary forms and culturally sensitizing it; this effort should include the participation IPs.

2.7 IPEC to develop a manual for the DBMR to include instructions and trouble shooting.

2.8 IPEC to design an implementation strategy for the national integration of the CLMS -- for instance, an upstream/downstream strategy whereby the CLMS is initiated first at the municipality level by training relevant participants (schools, NGOs, municipality, etc). Once this module is completed and tested for any implementation problems its application can then be replicated at other municipalities, then upscale to the district level subsequently the governorate level, with ongoing testing at each level. Moreover, a CLMS unit should be hosted in the governorate office of the MOL, which then feeds into the MOL at the central level.

2.9 Coordinate activities for mainstreaming by establishing CLUs in different ministries included in the NSC (such as MEHE, MOIM, MOJ and MOH). This was intended in Phase II but not completed.

2.10 IPEC to conduct an analytical study of development policies and programmes on how child labour issues can be mainstreamed into them.

**3-**Increase awareness in Lebanon about the negative consequences of the WFCL in the country. Recommendations for this objective include:

3.1 ILO and Government to strengthen capacity of CLU to carry out legal education campaigns, which empower citizens, especially parents of working children, to report complaints concerning their children's abuse or exploitation in the workplace.

3.2 ILO and partners to strengthen capacity of NGOs and CBOs in conducting awareness raising meetings and campaigns for children, parents and the community. The objective of these campaigns for this target group should include three objectives: (1) raise awareness of parents on the negative consequences of child labour, child rights and Conventions nos. 182 & 138; (2) inform them of the importance of education and its long-term benefit versus the no return benefits of child labour; (3) empower them to protect their children from abusive working situations.

3.3 MOL-CLU to assign a national media/public relations expert at the MOL-CLU to oversee production and distribution of awareness raising materials. Moreover, that awareness-raising material is target specific (i.e., schools, parents, workers, employers, general public, etc.).

3.4 MOL-CLU to develop a guidebook listing all ongoing activities and participants working on child labour issues in Lebanon.

**4-** Implement effective interventions that would withdraw children from the WFCL and prevent children at risk of being engaged in WFCL in selected areas.

4.1 IPEC to extend project services to other impoverished areas in the country such as Bekaa.

4.2 IPEC to identify IP (s) to focus on targeting street children in urban centers.

4.3 IPEC in future projects to promote more partnerships to increase synergies at the community level, using the AP implemented by KYJCSC and HFSD as models.

4.4 IPEC to incorporate in IPs' programmes scholarships and/or incentives to withdrawn child labourers who excel in school performance or vocational training.

4.5 ILO to collaborate with MEHE to offer remedial education in more schools.

4.6 ILO to coordinate with MEHE and CLU in training teachers in child rights and Conventions Nos. 182 & 138.

4.7 ILO/IPEC to coordinate with partner NGOs to give withdrawn children health check-ups as to evaluate their health status and determine whether they have been subjected to any physical abuse or exposed to harmful substances.

4.8 ILO and IPEC to coordinate with MOSA, credit institutions, municipalities and relevant NGOs on providing income generating activities and/or micro credit programmes for parents.

In Yemen, the recommendations were classified as follows:

**5-** Immediate recommendations:

5.1 The project and the donor to extend the project the time needed to develop a third phase Project Document.

5.2 The project should give time for the direct intervention programs (three Rehabilitations s) to mobilize funds from other sources.

## **Programme/implementation for future projects by ILO/IPEC:**

5.3 A new Project Document should ensure the participation of stakeholders and partners in drafting a realistic work plan which depends on the final evaluation of the previous phase, with realistic targets of withdrawn and prevented children.

5.4 The distribution of the budget should provide more money for the direct intervention projects and centers. It should also consider the recommendations of the final evaluation.

5.5 Furthermore, and as suggested by the NPM, implementing project managers should note that the IPEC reporting requirements (such as the TPRs) are the minimum level of information required for the donor. A more detailed Work Plan with a month-by-month timeline and projected and actual cost of activities should be developed for managing project implementation at the field level.

5.6 The Project Document should be translated to Arabic after being approved, so should the evaluation report

5.7 A new Project Document should also include an exit strategy that builds in components of future long-term implementation and elements of sustainability.

5.8 Any future IPEC agenda in Yemen should start with a training needs assessment exercise and accordingly include a comprehensive capacity building programme for the program implementers: CLU staff, partner agency coordinators, NGO program coordinators, and NSC program-related members. Various training programs are recommended to the various program implementers such as planning, program and financial management and reporting, fund-raising, networking and advocacy, legislation and policy formulation, where applicable, monitoring and evaluation, statistical analysis, reporting and report-writing, and fund-raising, as well as gender training and mainstreaming.

5.9 The upcoming phase of IPEC project in Yemen should design comprehensive capacity building and technical assistance programmes based on a broad assessment of the project partners' needs and weaknesses. For that purpose, IPEC HQs and regional (ROAS) need to have a roster for Arabic speaking trainers and consultants ready to deliver the project training needs.

5.10 With regard to targeting, future IPEC programming should give priority to combating the Worst Forms of Child Labour (and not CL at large) - during the phase/s of skills transfer and capacity building to the national level.

5.11 Along the same lines as above, it is important to note that Yemen needs to focus on the WFCL for a while and until it secures the resources (human and financial, and experience) needed to broaden its CL programmes.

5.12 Peer education such as "*child to child*" interventions will have the positive effect of disseminating information about the importance of education and the risks of early and exploitative CL as well as disseminating information regarding the direct and indirect services provided to working children and their families. Nevertheless, and as mentioned earlier, caution is warranted regarding the magnitude of human, technical and financial resources required before such interventions are suggested.

5.13 As regards gender concerns, it should be noted that more emphasis should be focused on the girl child. Because of the high visibility of boy's labour relative to the female child, child labour issues do not seem to have been adequately addressed with regard to the working, school-drop out or home-bound girls. The sex-disaggregated reporting of targeted children shows that the numbers of targeted girls were much smaller than targeted boys. It is difficult to assess whether that was a result of poor targeting of girls or because of girls' invisibility, or both. This indicates the urgent need for focused

and in-depth research on female child labour in terms of both analysis of nationally available secondary data as well as primary research.

5.14 Awareness and advocacy materials should note and address the gender dimension. For example, during the interview of the evaluation team with the MOI, they briefly reviewed the recently produced TV flashes and noted that examples of female child labour were missing from those flashes.

5.15 Regarding direct services, it is important to outline an effective and more extensive referral system which directs family members to income generating as well as credit programmes. The design of the system should be built upon the modest success of the income generating projects in Seyoun and Aden, as well as Sana'a's linkage with CPI and Women's Economic Empowering Association (WEEA), and be coordinated with other relevant institutions particularly the Social Fund for Development and the Social Welfare Fund.

5.16 In addition, practical steps should be taken to implement the agreement between the Sana'a and WEEA to train the mothers of working children on how to manage small projects before giving them a loan. Other credit programmes available through national and international organizations need to be tapped toward expanding income earning alternatives for the families of working children. Furthermore small credit may be solicited from the private sector through the FYCCI.

5.17 There is a need to establish a well organized, unified, and more comprehensive database system in which not only CLU but also all stakeholders including the three Rehabilitation s in Sanaa, Aden, and Seyoun contribute to the system.

5.18 Once the CLMS is designed and operational, extensive training should be conducted for the various IA staff members, such as FPs, inspectors, social workers and all other project-related staff.

5.19 It is highly recommended to issue a periodic newsletter (preferably electronic, since CLU already established a website: [www.childlabour-ye.org](http://www.childlabour-ye.org)) with updated data on CL incidences, targeting (prevention and rehabilitation) and achievements of the elimination of child labour. The e-newsletter may be referenced by all organizations concerned with CL, such as the SFD, UN agencies and potential donors, to stay abreast of ECL developments.

5.20 To ensure that legislation is fully enforced, intensive and on-going training should be conducted, with full-fledged IPEC technical support, to all relevant public institutions in law enforcement activities. Training and awareness-raising programmes should be implemented to relevant officials in labour inspection, schools, governorates, municipalities, workers' and employers' organizations and others to ensure that all key actors are familiarized with the contents and scope of legislation and with the consequences of non-compliance.

5.21 To ensure proper monitoring, the Secretariat of the National Steering Committee should build up a comprehensive database about the Committee members/ institutions to facilitate the process of coordination and policy and legislative follow-up.

### **Policy for future ILO/IPEC projects:**

6.1 IPEC-Yemen coordination with international organizations particularly UNDP and the World Bank is extremely important to achieve one of the main objectives of the IPEC programme namely mainstreaming child labour issues in national policies and plans. In the last few years, UNDP has been extensively providing the Government of Yemen (GoY) with technical assistance to develop numerous national policies and plans including the Poverty Reduction Strategy and Vision 2025. The World Bank has similarly provided technical support to develop national strategies including the National Children and Youth Strategy and the Basic Education Strategy. A good level of coordination with these international organizations will ensure the incorporation of Child labour concerns in national policies and programmes.

6.2 The GoY needs to earmark within its regular annual budgets certain funds to recruit, staff and pay remuneration for the program-related workers, such as coordinators, inspectors, monitoring analysts, educators and social workers etc. The MOSAL (Head of the NSC) in coordination with MOPIC and Ministry of Finance (as suggested new members of the NSC) may coordinate and earmark those funds at the higher national decision making levels, as part of the commitment of the GoY to address, combat, and progressively and eventually eliminate child labour.

6.3 Similarly, the inclusion of a representative from the Ministry of Awqaf and Endowment into the NSC will enhance the resources available for awareness raising and advocacy against CL throughout the local communities, mainly through the Friday prayer and mosque sermons. Training and education in CL issues need to be secured before any such inclusion in the NSC or community-level dissemination of religious messages/sermons.

6.4 A closer coordination with the Higher Council for Motherhood and Childhood is essential for exerting pressure on the relevant government institutions (Ministry of Legal Affairs, the Council of Ministers, and the Parliament) for the approval of the recommended amendments of the national laws in harmony with international conventions.

6.5 Further policy recommendations would include coordination with the MOE for training teachers of the basic education levels nation-wide in issues of CL; also ensuring recruitment of trained female teachers nationally.

6.6 The restructuring of the National Steering Committee to include the Ministry of Development and International Cooperation as well as the Ministry of Finance, is essential for the realization of the project's objectives particularly the modification and congruent funding of a number of poverty alleviation, education and social development policies and programmes and to strengthen their child labour dimension.

6.7 There is a general consensus among stakeholders including senior officials in MOSAL that the status of the Child Labour Unit (CLU) in MOSAL should be elevated to a General Directorate with expanded staff and a bigger government budget allocation. It is recommended that the CLU be integrated into the Labour Relations Sector of MOSAL which oversees a wide range of relevant issues including inspection, labour disputes, occupational health and safety, and worker unions' and employer organizations' affairs.

6.8 In the last few years, the Government of Yemen (GoY) has acknowledged the existence of child trafficking from Yemen to neighbouring countries. However, the 2nd phase of the IPEC project did not include specific interventions to combat the phenomenon with the exception of an initial assessment and contact with the central and local authorities to discuss possible cooperation. Any future IPEC programme in Yemen should include the provision of technical assistance to combat child trafficking as one of its priorities. Coordination and cooperation with other international agencies, particularly UNICEF, ACCESS-MENA, Swedish Save the Children (Radda Barnen), and other international organizations such as OXFAM must be an integral part of future IPEC programming in Yemen, especially in light of technical assistance and resource mobilization.



# 1. Introduction

Toward the end of the IPEC's Project for "Supporting the National Policy and Program Framework (SNPPF) for the Elimination of the Worst Forms of Child Labor in Lebanon and Yemen" the Design, Evaluation and Documentation (DED) section of ILO/IPEC commissioned an independent external consultant team to carry out an independent evaluation of the project. The project was scheduled to end in March 2008, however due to delays caused by various factors the end date was extended to May 2008.

The evaluation team was composed of four members: a team leader who also carried out the evaluation fieldwork in Yemen, an international evaluation consultant who carried out the evaluation in Lebanon, and two national evaluation consultants in Lebanon and Yemen. Annex (1) presents the TOR for the final independent evaluation.

The purpose of the independent evaluation is to ascertain that program objectives have been achieved in both countries and the extent of which the program benefits have accrued to the target group(s) with a focus on gender composition. The Evaluation would guide the recommendation for the preparation of a tentative future proposal for possible further assistance toward combating child labour (CL) benefiting from the lessons learnt from the previous phases. Emphasizing ILO/IPEC's 'tripartite' structure, the evaluation obtains the views of all partners: government, employers' and workers' organizations and NGOs, mainly those who were directly involved in the implementation of action programs.

The evaluation work produced two country evaluation reports and a synthesis report of the two country reports. The present synthesis report summarizes and synthesizes the findings of both country evaluation reports and tries to assimilate the lessons learnt and good practices as well as depict the similarities and/or differences of significance.

## 1.1 Country Background

There was a need in both countries for this project to combat and eliminate child labour. Demographic, socio-economic and security factors influenced the incidence and prevalence of child labour in both countries. However the high correlation between child labour and poverty was evident in both countries.

An ongoing unstable political climate dominated Lebanon since the civil war (1975). And although the reconstruction programs of the early 1990's yielded economic growth of 8%, the trend began to deviate downward by 1994 and by 2001 it had reached 1.3% due to unsuccessful financial policies and lack of a multi-sectoral socio-economic development vision.<sup>2</sup> Consequently, disparities deepened in different geographic regions and the poverty level significantly increased. According to the Living Conditions of the Lebanese Household Survey (2004), 7% of the population is living below the poverty line.

The political and macroeconomic situation also affected changes in the demographic characteristics of the country. For instance, in 1970, 53% of the population was under the age of 19 years old and 43% under 14 years old; by 1997, these percentages had dropped to 39% and 28% respectively. The decline in these young age groups along with other factors such as immigration resulted in a decrease in child labour from 13.5% in 1970 to 7.9% in 1997. On the other hand, a slowing economy prompted many small businesses to try to reduce their costs by hiring children. A Rapid Assessment on the WFCL indicated that the most

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<sup>2</sup> Consultation and Research Institute 2002. National Policy and Programme Framework for the Elimination of Child Labour.

prevalent forms of child labour in the formal sector include seasonal agriculture (especially tobacco production in South Lebanon) in 2002 it was estimated to include 25,000 children.<sup>3</sup> The largest number of working children is assumed to be in the informal sector yet at the time of the evaluation no up to date statistics on child labour were available. And the government is not in favor of conducting a census to assess the magnitude of this problem.<sup>4</sup>

In Yemen, poverty is among the most compelling challenges that the country faces. Yemen is ranked by the UN Global Human Development Report (2003) at 148th among 175 countries in terms of human development. Thirty to 40% of its households are impoverished and a majority of these are located in rural areas. They suffer from low access to basic services including health, education, safe water and sanitation services. Furthermore, Yemen's population growth rate, one of the highest in the world, and high dependency ratio pose serious economic and demographic challenges. The situation of education, especially basic education, has serious implications on child labour. Over two million children of school-going age (some 36.8%) are not enrolled in education. Girls represent 53.7% of those who are out of school. This is among the lowest female enrolment rates in the world. These factors lead to pervasive child labour which is estimated at between 10-20% of the workforce in the country and well over half of the children below 18 years of age work.

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<sup>3</sup> ILO, International Programme on the Elimination of Child Labour (IPEC) Multilateral Programmed of Technical Cooperation (3September 2004), p. 10.

<sup>4</sup> This statement was repeatedly mentioned by officials in the MOL and MEHE and confirmed by the CTA.

## 2. Project Background

The National Policy and Programme Framework Support Project (NPPFSP) is a regional project implemented in Lebanon and Yemen by IPEC with funding from the US Department of Labor (USDOL) of US\$ 3,000,000 distributed as \$1,108,850 for Lebanon and \$562,000 for Yemen; and common costs for both countries \$334,821. In-kind contributions were \$ 1,500,000 from Lebanon and \$ 5,000 from Yemen. The project has a centralized management in the ILO Regional Office for Arab States (ROAS) in Beirut, Lebanon. There is one Chief Technical Advisor (CTA), stationed in Beirut, who is responsible for the overall operational management of the project in both countries, supervision of the project team, provision of technical guidance to all components of the programme and ensuring that it pursues the ILO-IPEC and donor requirements. The overall financial administration is also supervised in Lebanon. At the country-level, each has its own National Programme Manager (NPM) and administrative assistant. The IPEC offices in Lebanon and Yemen are under the supervision of the ROAS in Beirut and receive backstopping and support from IPEC HQ.

The project in both countries shares the same institutional framework and project objectives, yet each is distinct in its implementation as it operates according to the country's contextual environment (institutional capacity, socioeconomic and political situations).

### Lebanon

In support of the Lebanese government's commitment to the ratifications of the ILO Conventions No. 182 and No. 138, IPEC setup a four year Country Programme (CP) in Lebanon (2000 to 2004) funded by the French Government. This CP, also referred to as Phase I, consisted of several initiatives in the domains of policy development, capacity building, promoting and coordinating partnerships, building the knowledge base on child labour, and raising awareness and encouraging social dialogue.<sup>5</sup>

It was during the CP that IPEC assisted in the recomposing of the National Steering Committee in June 2000 and the Child Labour Unit (CLU) at the MOL in 2002. A second phase was considered necessary for the transition of this CP to support the National Policy and Programme Framework (NPPF). Accordingly, IPEC, with the funding of the USDOL, developed the National Policy and Programme Framework Support Project (NPPFSP). The NPPFSP was to be implemented in a time bound programme (TBP) modality over a timeframe of 42 months, starting 30 September 2004 and originally ending 30 March 2008. IPEC requested a two-month extension for its termination to 31 May 2008, which was granted by USDOL.

The Lebanon project's direct beneficiaries included 6,900 children (3,750 boys and 3,150 girls). Of this total, 4,900 children were to receive educational services and 2,000 children were to receive non-educational interventions.

These beneficiaries are classified under two categories according to ILO Conventions No. 182 and No. 138: *withdrawn* or *prevented*. *Withdrawn* children refers to those found working in conditions unacceptable for children and that have been completely withdrawn from child labour and enrolled in educational services and/or provided with training opportunities by the project.<sup>6</sup> It also includes children of legal minimum working age who were engaged in hazardous work or work that inhibits their education. As a result of the project intervention their work is no longer considered hazardous (e.g. shorter hours, safer conditions) and no longer impedes their schooling. *Prevented* refers to children prevented from

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<sup>5</sup> For details, refer to the detailed country evaluation report.

<sup>6</sup> It is unacceptable work because the child is too young to enter work or if 15 years old or older is prevented from attending school or because it impedes a child's ability to learn (ILO, Convention No. 182).

entering work. This group could either consist of siblings of children engaged or previously engaged in child labour who are not working yet or children not yet working but who are at high risk of engaging in child labour.

## **Yemen**

Like Lebanon, there was a Country Programme funded by USDOL which began implementation in 2000. While the Lebanon CP ended in June 2004, that in Yemen was extended until May 2005.

For the first phase of the Country Programme, the strategy focussed on developing a greater understanding of the child labour problem, particularly in relation to its causes, building national capacity, developing policy and legislation, increasing the awareness of policy-makers of the problem, mainstreaming child labour into sectoral policies and programmes, promoting coordination among the related bodies and undertaking small-scale, easily replicable direct action programmes. It has also carried out targeted interventions for prevention, withdrawal and rehabilitation in several selected provinces. Many partnerships between IPEC and governmental and non-governmental institutions were developed at the national and regional levels.

The current phase (II) of the project seeks to continue to support the Yemeni Government's efforts to finalize, implement and operationalize the National Policy and Programme Framework toward the elimination of the WFCL. The intention at the time of the design of the present project was that the draft NPPF would be finalized in May 2005 as an outcome of the Country Programme. Based on the commitment by the Government of Yemen to develop the NPPF, IPEC together with USDOL support designed the present project to consolidate and carry forward the achievements of Phase I country programme.

According to the project document, the overall strategy of the Project is to sustain the advances achieved during Phase I and to make further progress by basing the programme on key institutional structures in order to improve programme efficacy, quality and sustainability. This was to be pursued through enhancing coordination and synergy among institutions, further strengthening the capacity of relevant implementing agencies, improving socio-demographic data analysis and dissemination, strengthening research and training capabilities, linking child labour to socio-economic development, and reducing the incidence of child labour in selected sectors.

A total of 4,300 children between the ages of 6-18 were to be targeted for withdrawal and prevention from exploitative and/or hazardous work through the provision of educational and non-educational services following direct action from the project. Of this total 2,000 (600 girls and 1,400 boys) were to be withdrawn from work and 2,300 (1,000 girls and 1,300 boys) to be prevented from being engaged in child labour.

Due to the constrained budget and the relatively short duration of certain APs, it was decided to focus on a limited number of priority areas and sectors. Those were: working street children in Sanaa, child labour in fisheries in Aden, and rural child labour in Seyoun.

### 3. Overview of Project Implementation

#### Lebanon

The NPPFSP was originally scheduled to begin in September 2004; however, due to several delays such as the recruitment procedures, complications in attaining project approval from the MOL, delays in the signature of the Agreement by the MEHEs regarding its legal aspects; and ministerial signatures required for opening bank accounts for government agencies including the municipalities of Tripoli and Nabatieh, it only became operational in October 2005.<sup>7</sup>

Thirteen Action Programmes (APs) out of the fourteen were operational under the support of IPEC's management team. The fourteenth AP included a theater workshop, "Street Play by Working Children," the first of its kind in Lebanon. Its purpose was twofold; 1) social development of 12 working girls and boys, ages 9-17 years, and awareness-raising of the public on the negative consequences of child labour. The play's performance was a big success but then gradually these children began to dropout for different reasons, especially because they could not commit to the rehearsal schedule, consequently this AP was discontinued.

These APs are implemented by IPEC's implementing partners (IPs) such as government, non-government organizations (NGOs), Association of Lebanese Industrialists (ALI) and General Confederation of Lebanese Workers (GCLW). Each AP was designed to comprise activities whose outcomes would converge in achieving project objectives. Several of these APs were initiated during Phase I and were incorporated in Phase II because they were considered to be successful yet needed more time to mature into sustainable activities. These included APs with Ministry of Labour (to consolidate the capacity of MOL in Lebanon at large), Ministry of Education and Higher Education (MEHE) in Nabatieh; ALI; the GCLW, Armenian Relief Cross (ARC) in Sin el Fil and Bourj Hammoud in the northern poverty belt of Beirut; and Municipality of Tripoli in Bab el Tebbaneh.

In Phase II, some new APs replicated the activities enumerated above while others extended to reach other target groups such as Iraqi and Palestinian refugee children. A couple of APs include a theatre workshop for children and the introduction of a board game; both are designed to raise awareness and educate children on child rights and child labour. The project also includes conducting research studies to build up the knowledge base on child labour in the country, technical support and advisory activities, and workshops for strengthening capacities.

#### Yemen:

Despite the fact that the project was funded for the period of 2004-2008, the actual implementation of activities was delayed for almost two years. The time gap between the completion of the activities of the first phase and the official start of the second phase resulted in the discontinuation of several activities particularly those directed towards working children. Consequently, many of the capacitated staff especially social workers and management staff were no longer available for the current project.

Furthermore, the lengthy recruitment procedures of the IPEC staff delayed project start-up. The unstable political situation underscores exogenous factors that affect project implementation. For example, the IPEC office closed for approximately four months as a result of the conflict in July 2006. Additionally, the delay in the recruitment of the National Project Manager (January 2006) resulted in delaying the start of

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<sup>7</sup> Even though the CTA was recruited in June 2005, IPEC did not become fully operational until its NPM and AFO were recruited in October 2005.

several components of the project. Nevertheless, and due to the commitment of the Yemeni Government to continue its efforts in combating child labour, the National Policy and Programme Framework (NPPF) was launched on the 5<sup>th</sup> of Sept 2007 in a big ceremony attended by the Vice Prime Minister, the Regional Director of ILO, the heads of U.N agencies, representatives of partner ministries, donors and NGOs.

In Yemen, Phase II of the Project entailed ten Action Programmes that have been technically approved and supported by IPEC to include government partners, NGOs, worker and employer organizations. Several of these APs were initiated during the first phase of the country programme in Yemen and were incorporated in the current project of support to the NPPF because they needed more time to be effective and sustain activities. These include:

The four major direct APs worked with Ministry of Social Affairs and Labour (MOSAL) and the Sanaa, Aden and Seyoun CL rehabilitation centers. These APs have been operational since the beginning of the 2007. The duration of these four Action Programmes is 12 months and their starting date was acknowledged to be in the first quarter of 2007.

Four other APs have started late, at the beginning of 2008, and these were with Ministry of Information (MOI), Ministry of Youth (MOY), Ministry of Technical Education and Vocational Training (MOTEV) and Federation of Yemeni Chambers of Commerce and Industry (FYCCI). They have very small budgets which translate into the short duration of their APs, extending over three or four months only. At the time of the independent evaluation, they were just picking up and moving forward with implementing their activities. Two partners, namely the Ministry of Education (MOE) and the General Federation of Workers' Trade Union (GFWTU) have not started due to the fact that they had not yet received their funds at the time of the field work of the independent evaluation. Due to the delay in start-up and transfer of funds for the two latter APs as well as the need for more time for all APs, an extension was approved for the whole project until May 2008. It is worth noting here that some implementing partners (e.g. Seyoun's Working Children's Rehabilitation Centres (WCRC) were soliciting funds at the local level to enable them to continue with their activities and avoid interrupting the services they provide to the working and withdrawn children, an excellent practice that reflects the commitment of implementing partners.

## 4. Findings

### 4.1 Project Design

The project is designed with focus on supporting the NPPF and thus setup an enabling environment to combat the WFCL. Its relevance is reflected in the current social and economic situation in each country.

In Lebanon child labour has become more of a necessity for many families rather than a traditional form of family aid, a phenomenon that is evident in the growing number of children working in the poverty-ridden outskirts of Beirut and mechanics' shops in Saida and Tripoli, as well as in the rising rate of student dropouts at the elementary and secondary school levels. Consequently, the seriousness of the problem of child labour and its social impact has made it a cross-cutting issue in different government policies and strategies such as the NFFP, the Social Action Plan and the EFA strategy. Within this context, the NPPFSP underscores its relevance in Lebanon.

In Yemen, on the other hand, no baseline was available on the incidence of CL at the time of the project design. Nevertheless, the project document took into consideration certain national reference documents such as the Third Five-Year Plan (TFYP) for socio-economic development (2006–2010) and the National Action Plan for children age group 6-14 which emanated from The Childhood and Youth Strategy (TFYP), February 2006. The TFYP highlights within the government's general perspective the main directions for the future of institutional set-up and the economic, financial, administrative, judicial, educational and cultural reforms. The overall goals of this New Five Year plan relate indirectly to combating child labour, and chapter 7 addresses the problem of child labour directly through the inclusion of the *Childhood and Youth Strategy* which was prepared in February 2006. These factors affirm the relevance of the project to be carried out in Yemen.

As such the project's support of the NPPF presented an opportunity for both governments to establish its legal framework, institutional capacity, knowledge base and social perception in eliminating child labour. These criteria are reflected in the NPPF objectives which include:

- Knowledge building on child labour
- Increased capacity of implementation of the NPPF and coordination
- Increased awareness on child labour issues and more effective advocacy
- More inclusive and relevant education system
- Reduced vulnerability of targeted families through socioeconomic policies and measures
- Improved legislation enforcement.

Based on these objectives, the project design of the NPPFSP sets its objectives to coincide with those of the NPPF so that its outcomes converge to provide it the necessary support. Consequently, the NPPSF objectives are:

- Harmonization of the legislative framework with international standards on child labour. This involves revision of legislation and new laws on child labour that comply with international standards to cover the informal sector where child labour is most prevalent (e.g. in farming and domestic labour). Consequently, requiring gender-sensitive studies of what comprises hazardous and exploitative child labour in Lebanon and establishing legislation.
- Capacity building of national institutions to implement policies and programmes to eliminate the Worst Forms of Child Labour (WFCL) and to enhance legislation. This objective translates into several components; it includes improving the database on the WFCL and making it gender sensitive; establishing an operational monitoring child labour system (CLMS); strengthening institutional capacity of existing structures (e.g. MOL inspectors) and

new structures (e.g. child labour units, committees, etc.) by providing training and technical support; improving the capacity of the Ministry of Education to increase student enrollment and retention rates; and, mainstreaming child labour issues in national development policies and programmes.

- Raising awareness about the negative consequences of the WFCL in the country. This objective is twofold: (1) designing and implementing awareness campaigns to sensitize families, schools, community, employers, Government organizations and NGOs, the media etc., about the negative consequences of child labour and Conventions No. 182 & 138; (2) improving the knowledge base of media professionals to encourage more constructive coverage on child labour issues.
- Implementation of effective interventions to serve as models to withdraw and prevent children from exploitative situations and children at risk of being engaged in WFCL in selected areas. This objective seeks to establish mechanisms and strengthen capacities of implementing partners to withdraw children from the WFCL and preventing those at risk, offering beneficiaries with rehabilitative, counseling and health services, in addition to formal and non-formal education. This objective also seeks to offer income-generating opportunities to families of working children.

### Strengths

In the case of Lebanon, the strengths of the project design included:

- It continues the work of Phase I in supporting and strengthening national and regional institution's capacities and an enabling environment for the NPPF;
- It responds to a strong need of a growing national problem of child labour as a result of political and economic crises.
- It adopts a strategy based on forming partnerships and coordination at all levels, government and non-government.
- It is multidimensional and therefore has a comprehensive approach in its activities for eliminating the WFCL.
- It is sensitive to the cultural and social composition of society, i.e., presence of different nationalities (e.g. Palestinian and Iraqi refugees and Syrians), consequently is inclusive of all children in WFCL.

### Shortcomings

In Lebanon, the shortcomings of the project design are twofold: first, the timeframe of the project does not match the time required to reach its large target group and implement the wide scope of its activities in order to attain project objectives. For example, the project design did not take into consideration the time needed to setup the project such as the lengthy bureaucratic procedures of recruitment of project staff and attaining official project signatures. Moreover, the time required for institutionalizing the CLMS on a national basis from the government to the school level requires extensive training and assigning roles and responsibilities for overseeing its management at each level. Second, the project budget does not match the cost of the multitude of outputs included in the project design. The project has tried to share costs by linking to implementing partners with ongoing child-focused activities; nonetheless, the budgeted costs for activities for each child (a target group of 6,900 children, raising awareness activities, rehabilitation, monitoring, etc.) are not sufficient to cover the actual costs for all the services and staff time.

In Yemen, the project document for the second phase was prepared before the completion of the evaluation of Phase I which constricted the learning from the previous phase's lessons and experiences. Some Yemeni counterparts (especially Government partners) complained mainly about the small budget allocated to Yemen and also contented that they were not consulted sufficiently in the review of the project document. Nevertheless, IPEC facilitated discussions with the Yemeni counterparts as to the review and finalization of the project document.



The distribution of the funds as earmarked to Lebanon and Yemen was not proportional considering at least the bigger scale of the problem in Yemen than in Lebanon. Yemen was allocated almost one half of the budget allocated for Lebanon. As a result the interventions carried out by the implementing agencies were constrained and their scope was extremely limited.

In spite of the limited resources in terms of budget and the short duration of implementation, the project Document set unrealistic withdrawal and prevention targets for the Rehabilitation centers. Even though these targets were modified during the implementation period (from 4300 to 2400 working children), the three centers have not been able to meet the modified targets at the time of the independent evaluation's field visits in February 2008.

Furthermore, six Action Programmes (APs) in Yemen did not have direct interventions in rehabilitation services, and the connection between the objectives of these APs and the overall objectives of the project were not clearly stated.

The cultural context which to a great extent plays a key factor in influencing CL in Yemen was not addressed sufficiently in the project document. Furthermore, the project document did not outline a sustainability mechanism nor an exit strategy, both of which would ensure the continuation of activities and interventions with national resources as the project eventually comes to end.

In addition to the many points mentioned above that are idiosyncratic to each country, a major point worth highlighting is that:

*The value of a joint “regional project” could not be discerned by the evaluation process. The main common denominator for both countries was poverty that seems to have direct bearing on child labour. Otherwise each country has its idiosyncratic economic and socio-political characteristics, and the cultures of both countries are so different that no common project formulation would apply to both. Furthermore the institutional capacity and programmatic experience of both countries were not compatible or similar.*

Each country did have its own learning experiences which by sharing with each other and others in the region could be beneficial however this does not warrant a common joint sub-regional project with a joint design.

The evaluation team brought up this issue with a few stakeholders as to the reason/s both Lebanon and Yemen were joined in one project in spite of the many differences that govern them (elaborated later), nevertheless it seemed that the reason was more a logistical one - having to do with funding, rather than programmatic.

## **4.2 Implementation Strategy**

The project includes a dual “upstream-downstream” strategy. This term is defined in the project document as follows: “upstream is policy work in the form of advice and support to policy-makers to create an enabling environment for direct action against child labour, and downstream targeted interventions to reduce and prevent the worst forms of child labour through integrated area-based programmes that can serve as replicable and upscale models of intervention.”<sup>8</sup> According to this definition, this strategy translates into macro and micro interventions, i.e., at the national policy level and the community level, respectively.

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<sup>8</sup> Supporting the National Policy and Programme Framework for the Elimination of the Worst Forms of Child Labour in Lebanon and Yemen: Consolidating Action against the WFCL. ILO IPEC Multilateral Programme of Technical Cooperation (3 September 2004). P. 11

Yet, an *upstream-downstream* strategy should reflect a process of interventions and linkages initiated at the grass-root level moving upward to the national policy level, and vice versa, policies decreed at the national level that convert into action plans eliminating and preventing child labour. For example, *upstream* would include area-based interventions targeting children working in the WFCL and providing them with educational and non-educational services. These services include an upstream process linking the child, the family, school, local community, subsequently the government. At each level, roles and responsibilities are instituted to sustain protecting and preventing children from child labour. This would include raising awareness, strengthening capacities and establishing the legislative framework. In other words, the project objectives are implemented from the grass-root level upwards. Similarly, the *downstream* strategy is initiated at the national level with a legislative framework and policies then integrated in government and civil society institutions to ensure the protection and prevention of children from child labour according to Conventions No. 182 & 138.

Interestingly, IPEC applied an upstream/downstream strategy not limited to macro-micro interventions but one based on linkages, partnerships and processes between government and civil society by implementing APs whose outcomes are intended to converge into project objectives.

In Lebanon, IPEC selected its implementing partners according to the following criteria:

- Stakeholders who are IPEC's tripartite partners.
- Implementing partners from Phase 1 whose activities were successful but required more time to become sustainable (e.g. ARC, ALI and KJYCSC).
- New NGO partners who have child-focused programmes and therefore an add-on child labour component is complementary to their programme.

These criteria were appropriate because (1) they ensured inclusion of partners whose involvement is essential to IPEC; (2) they continued support of activities from Phase 1 to ascertain their sustainability; and (3) they diversified the project by including new partners who would provide different services and extend outreach to more children in different geographic areas.

The project strategy as implemented by IPEC, therefore, has been relevant and effective in making project implementation take on multidimensional channels in dealing with child labour as intended in the project design.

The project in Yemen similarly focused on the dual strategy of (1) upstream policy work (such as policy development and management of change) to create an enabling environment for action against child labour and (2) downstream support, including targeted interventions and capacity development.

While the first phase of the Project in Yemen focused its strategy on developing a greater understanding of the child labour problem and the capacity to address it, the current phase (II) of the Project seeks to continue to support the Government's efforts by focusing on the elimination of the worst forms of child labour.

The strategies for the creation of an enabling environment converge around the development of national capacity and reflect the NPPF's strategic direction. The multi-sectoral aspect of the project design which takes into account the multi-dimensional demands for elimination, prevention and rehabilitation of child labourers, is supposed to be observed by and reflected in the role of the National Steering Committee (NSC). The partnership between GOs and NGOs would strengthen the NSC's capacity to assume its role in policy and legislative development to support an enabling environment for integrating the NPPF. The NSC, supported by IPEC, will provide the platform for partners and stakeholders to coordinate their activities towards the elimination of CL.

The project consolidates its activities and outputs to eliminate the WFCL through a three-pronged programming strategy that seeks to 1) harmonize the legislative framework with international standards; 2) build the capacity of national institutions to implement policies and programmes to

tackle the WFCL and enforce legislation; and 3) increase awareness in Yemen about the negative consequences of the WFCL.

A major difference between the two country programmes is that in Lebanon, the evaluation identified a clear strategy operating horizontally, i.e., community-based networking between project partners, other NGOs, schools, municipalities and community leaders etc. These partnerships have been effective in extending project outreach, sharing resources and information, and targeting working children and preventing those at risk. For example, NGOs that have established contacts with local schools are being assisted by school principals who keep them informed about students who have not re-enrolled at the beginning of the academic year or who are at risk of failing and dropping out of school. These school principals have become sensitized to issues of child labour; they have also become instrumental in trying to reintegrate children into the educational system who have been out of school for more than one year.<sup>9</sup> Because MEHE policy dictates that children who have been out of school for more than one year cannot re-enroll, principals need to apply for an exemption to allow these dropouts to re-enroll in their schools. The usefulness of this horizontal strategy in fostering networking and partnerships is illustrated by the APs in Saida and Nabatieh implemented by Hariri Foundation for Social Development (HFSD) and Kamel Youssef Jaber Cultural Social Center (KYJCSC), respectively, which have forged many partnerships with local NGOs, local government offices such as the MEHE as well as with the municipality of Nabatieh and community leaders.

### **4.3 Delivery of Services**

The project's delivery of services relies on a twofold approach: (1) objectives/outputs offered by IPEC to implementing partners and stakeholders comprising of funds and technical support; and (2) delivery of services offered by implementing partners (IPs) to project beneficiaries.

Each of the project's APs is funded according to their activities, the number of individuals in each target group and timeframe of their AP. Technical support was provided to IPs to incorporate a child labour component in their programme; this included capacity strengthening in the various activities/services they were to offer the project's beneficiaries. Gender sensitivity and protection of child rights, Conventions No. 182 and No. 138 were also included as a component in all training workshops.

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<sup>9</sup> According to the MEHE, a child who has been out of school for more than one year is not allowed to re-enroll except if the Ministry grants him/her an exemption from this policy. The evaluator found during her interviews with school principals and an official from the MEHE that the Ministry has become more lenient in giving exemptions so as to facilitate students' reintegration into formal education and that this shift in policy may be a result of the project. The elimination of this policy would catalyze efforts to reintegrate drop-out children back into formal education.

### 4.3.1 Objectives/outputs to implementing partners and stakeholders.

The following section iterates the main activities/achievements of outputs as stated in the immediate project objectives:

#### Legislative Framework

In Lebanon, a study updating the “Hazardous Child Labour List” was completed. This study was carried out with the participation of health inspectors from the MOL and included mapping hazardous work places in Lebanon. The study was being reviewed by the stakeholders to be submitted to parliament for revision of Decree 700 listing hazardous labour in the country. Furthermore, a study identifying legislative inconsistencies and gaps in Lebanese legislation and its comparison to Arab and international conventions was completed in the “Legal Study on Child Labour in Lebanon and the harmonization of National Legislation with International Conventions.”

In Yemen, The Child Rights Law of 2002 sets the minimum working age at 14 years, but 15 years for industrial work. The existing Labour Law<sup>10</sup> stipulates that minors (defined as any person below 15 years of age) may not be employed without the consent of his/her guardian and without notifying the Ministry’s specialized office (article 48.1). Further provisions concern conditions of work, wages, safety and health measures, etc. Amendments of the law to conform to relevant international conventions are under preparation. A labour inspection mechanism exists to monitor the application of the law and issues reports on violations thereof.

The mapping exercise of the national laws has been completed. The process started with the identification of 19 national laws to be reviewed to evaluate their consistency with international conventions and standards particularly Conventions No. 138 and No. 182. The legal specialists concluded that five national laws needed a comprehensive review: Labour Law No. (5) 1995, Child Rights Law no (45) 2002, The Penal and Criminal Law no (12) 1994, Education Law, and Juvenile Law. The approval of the Council of Minister and the Parliament is needed for a complete adoption of the amendments.

A workshop was organized with a wide participation of major stakeholders to discuss the proposed amendments before submission to the Ministry of Legal Affairs for approval. Greater advocacy efforts in the Council of Ministers and the Parliament are needed in order to approve those amendments.

With regard to child trafficking, the government is in the process of issuing a punitive law against child traffickers. The law consists of five articles addressing different levels of punishment pertaining to the kind of harm caused to the trafficked child. The law also takes action against the parents who give up their children for trafficking. The punitive and criminal law has been approved by the Ministry of Legal Affairs; however, it has not been approved by the Cabinet or the Parliament.

The revision of national laws to be in harmony with international conventions is one of the main tasks of other national institutions. A notable case is the efforts made by the Higher Council for Motherhood and Childhood (HCMC). Several activities have been organized by HCMC in coordination with several ministries including MoSAL and its CLU. The focus of these efforts was to harmonize national laws with the international protocols on child trafficking and using children in armed conflicts. A list of amendments have been approved by the Council of Ministers and sent to the Parliament for approval.

This highlights the importance of a closer coordination between CLU/MOSAL and other governmental institutions particularly the Higher Council for Motherhood and Childhood (HCMC) and the National Women’s Committee (NWC) which have submitted a comprehensive mapping of national laws relevant to women and children and proposed a wider range of amendments to be consistent with international conventions and standards.

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<sup>10</sup> Ministry of Labour and Vocational Training, Deputy Minister’s Office. Republican Decree on Law no.5 of 1995 concerning the Labour Law and its Amendments in Law no. 25 of 1997, Republic of Yemen.

## Capacity Building

In Lebanon, training workshops have been very effective in strengthening institutional capacities which pertains beyond child labour activities. For example, teacher training in remedial education which includes employing child-centered methodology has had a positive impact on improving teaching skills and teacher-student dynamics. As a result, beneficiaries' school performance has significantly improved as school principals confirmed. These teachers are also now applying these skills in their regular classes. While IPs, involved in AVT, trained in the Systems Approach to Modular Education and Training (SAMET), they consider it has long-term benefits in improving accelerated vocational training (AVT) in Lebanon and to broader issues involving employment such as job profiling, professional social skills and acquiring new skills that meet market demands. As a result, students emerge prepared to take advantage of better employment opportunities. Training workshops have given IPs an opportunity to learn about each other's activities in the project and network. Training workshops are a cost-effective means for capacity building. They also present an opportunity for implementing partners to learn about each other's activities, network and collaborate.

Capacity training of CLU inspectors was not completed. This activity had to be repeatedly postponed as a result of security issues erupting at the time of the scheduled workshops.

The second component is delivery of services provided by IPs to project beneficiaries according to their AP in Lebanon. IPEC was flexible in allowing each IP deliver services depending on its human and financial resources, which may include: formal and non-formal education, vocational training, health services to beneficiaries' and their family, counseling, remedial education and summer camps for withdrawn working children.

Teachers and parents confirmed that remedial classes have significantly improved children's school performance. It provides them academic support in courses they find too challenging. Moreover, it provides withdrawn children with additional learning periods to catch up on lessons and thus enables those who qualify to reintegrate back to formal education. While, children who had dropped out of school and enrolled in the project's vocational training classes offered another reason for their dropping out of school, which was not because of their school performance but because they had experienced corporal punishment at the hands of their teachers. This complaint was repeatedly expressed by children (girls and boys) in different project sites, underscoring the seriousness of this issue in relation to problems of student retention and child labour. Teachers, mostly in public schools, feel at liberty to practice corporal punishment because they believe that these students' parents are too poor and badly educated to challenge the school. As a result, students' drop out to avoid further pain and humiliation. This is a serious issue that needs the MEHE attention.

Social welfare services were also provided to beneficiary families or the NGO referred them to the municipality or Social Development Council. The project was supposed to provide parents with income generating activities but this component thus far has not been realized because of the project's insufficient budget, stretched staff and lengthy process required in setting up these activities. As previously mentioned, given the project's short timeframe completion seems unlikely. This is unfortunate as income generating activities for parents are critical in lessening parents' dependence on their children's labour.

Strengths of the project include its flexibility towards IPs which has been effective in encouraging them to make strategic decisions and forming partnerships in their communities. For example, the Armenian Relief Cross (ARC), an NGO located in Bourj Hammoud, one of the poorest outskirts of Beirut with a high number of working children, implements its APs in consortium with six other NGOs and the Social Development Council. The aim of this consortium is to provide complementary activities and services to children and parents. For instance, one NGO provides literacy and remedial classes while another provides rehabilitation counseling and health services for children and their parents. The HFSD in Saida provides rehabilitative services for working children, remedial education, computer literacy and life skills and vocational training.

In Yemen, IPEC provided support to project implementers in various forms. For example, technical assistance was provided by IPEC's Project Desk Officer in Geneva during her visit to Yemen (September-October 2006) particularly in the area of revising the work plan, the project monitoring plan (PMP), and the budget. The IPEC national project manager (NPM) provides on-going support, from monitoring the progress of each implementing partner and assisting in facilitating any constraints, to assisting in finalizing and translating the progress reports.

Although the first phase of the project witnessed intensive training of various partners at different levels and in various program and technical areas, the second phase witnessed very limited training and capacity building. Many of the important activities that would enhance the likelihood to achieve the project's objectives have **not** yet been implemented. For example, the NPM in Lebanon was supposed to be fielded in Yemen in March 2007 to train the staff of the CLU and a number of inspectors on the utilization of the database system developed in Lebanon. This delay has resulted in the absence of a clear set of rules for harmonization of information gathering, reporting, monitoring and evaluation and sharing not only at the national level (Child Labour Unit in MOSAL) but also at the local level particularly the three working Children Rehabilitation centers in Sanaa, Aden, and Seyoun. Similarly, the identification of an international consultant to assist in the implementation of SCREAM with MOY has not been achieved.

Nevertheless, an important activity which was carried out by MOSAL was training the child labour inspectors on the adaptation of the list of WFCL to qualify them to be trainers of trainees TOT. The design and implementation of a Capacity Enhancement Plan was prepared by the national consultant at MOSAL and training the CLU members was ongoing by the time of the final evaluation. Furthermore, the MOE focused on training 100 teachers from five governorates on the teacher guide on combating CL.

With regard to monitoring, the training workshop on CLMS for 23 social workers in the three rehabilitation centers and the labour inspectors of MOSAL has been postponed till April of 2008. Consequently the coordination between local level child labour monitoring, referral and follow up mechanisms developed under targeted interventions was also postponed till April. Similarly, a training workshop for Police Officers and Ministry of Interior staff will be held in March 2008, to ensure their commitment and enforcement of the WFCL.

## **Awareness Raising and Advocacy**

Raising awareness about child labour is also a vital component of the training provided to children, parents and employers in Lebanon. This project trained 50 youth as "mentors," to identify their problems and provide support to working children. Their mission is to follow-up closely with the beneficiaries and to assess their needs for further interventions. Youth mentors are effective in communicating with children their peers and in discussing with them various social problems such as drug use, sex education and awareness-raising on child rights. The HFSD is also in partnership with the Parliamentary Committee for Education and Culture, the National Committee for Public Schools, the Civil Society Organizations Network for Development in Saida and Surrounding, and the Youth Association in the City of Saida. As a result, HFSD has a wide outreach network of support in Saida and complements its activities with its partners.

These experiences illustrate different effective strategies in delivering services by various channels and the importance of partnerships in reaching a wider group of working children and preventing those who are at risk of dropping out of school to work.

In Yemen, the MOI has produced five TV messages for the purpose of awareness-raising. These messages were being tested during the independent evaluation. MOI also started the production of 60

radio flashes on CL in colloquial dialects. The Ministry of Youth has produced a CD with children songs on the WFCL.

The past experience of the earlier phase has shown that as a result of the awareness raising activities of MOI, MOSAL, and the CLU, the issue of child labour has been put on the national agenda as evidenced by the Yemeni Government's commitment to develop the NPPF on the WFCL.

With regard to protection of the environment, the programme is expected to have positive repercussions on sustainable development efforts in terms of environmental benefits. In particular, awareness raising activities that focus on health hazards to working children from the use of chemicals in the informal urban sector and the use of pesticides and herbicides in the agricultural sector will influence policy to regulate or ban these environmentally detrimental substances. Nevertheless, this has not been adequately addressed during the implementation of this phase of the project and much more needs to be done, in terms of securing the needed resources and capacity.

### **Effective interventions of withdrawal and prevention of children at risk from exploitative and WFCL**

The Yemeni Ministry of Technical Education and Vocational Training has started the modification of four modules for training working children in the age of 14-17 years. The four modules are (car/auto maintenance services which includes 1-mechanics and 2-electricity, 3-electronic services (T.V and mobile phones); these are meant mainly for boys. Cosmetics and hair-dressing have been introduced for girls.

The Ministry of Youth and Sports /Girls and Boys Scout Division has produced a brochure on working children, a CD with anti-child-labour songs, developed a training CD on SCREAM in Arabic and produced four Radio messages in Sanaa, Taiz,, Hodiedah and Seyoun.

Enhancing employment opportunities for families of working children should provide the potential income alternative and consequently reduce the incidence of CL. The AP of FYCCI seeks to map existing employment creation opportunities, including business and enterprise structures, and employment and income generation schemes in targeted areas and mainstream parents into existing programmes. Nevertheless the budget allocated to FYCCI does not seem to be adequate to address this objective; let alone that by the time of the final evaluation the funds have just had been transferred to this implementing partner.

Two interdependent shortcomings were identified in the evaluation: 1) project activities were not allotted sufficient time or human resources. Although the project lost a significant amount of time in implementation because of the unstable political climate and other bureaucratic procedures, the project design did not efficiently take into consideration the time needed to setup the project and project's human resources required for delivery of services; consequently affecting implementation such as reaching the targeted number of children in Lebanon and Yemen.

The establishment of the CLMS was not completed and income generating activities for families of working or withdrawn children were provided to only a limited number of cases in Yemen.

In Lebanon, partner NGOs were expected to provide many services necessary to deal with withdrawn or prevented children (e.g. remedial classes, health services, counseling, raising awareness activities the community and employees, monitoring, etc); these activities have created more expenses and additional staff working hours for NGOs, consequently, some partners have had to cover for these costs from their own budgets that were already stretched to the limits. For example, the project designates approximately \$123 per child which is disproportionate to the related cost and expenses of the services and activities provided by the implementing partners. In relation to ACCESS MENA, for instance, their average spending per child is more than \$200.<sup>11</sup>

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<sup>11</sup> USDOL-funded ILO Projects: Project Revision Form. ILO TC Project Number: RAB/04/51/USA. pages. 6-7.

## 4.4 Monitoring

The project's contribution to strengthen the MOL capacity in monitoring is the Child Labour Monitoring System (CLMS), a national monitoring system which includes monitoring child labour in urban and rural areas covering the entire country, and in the formal and informal sectors, risks they may be exposed to, referral of children to services, and verifying that they have been removed and keeping track of them afterwards to ensure that they are engaged in safe alternatives. Moreover, it entails dissemination of information on child labour, a help line and an electronic database.

The Direct Beneficiaries Monitoring and Reporting system (DBMR) is a component of the CLMS which operates at the project level to monitor withdrawn and prevented children. IPEC utilizes the DBMR as its project database and thus includes all AP's progress data, enrollment of beneficiaries in different interventions, outputs, outcomes, costs. This data is used by IPEC for preparation of its bi-annual TPRs.

IPEC provided IP training in monitoring and data inputting in the DBMR. Data inputting into the DBMR is performed by a designated individual at each partner NGO. During the early stages of the project there was confusion in the classification of beneficiaries and filling out the forms. IPEC provided additional training in Lebanon which resolved the problem of classification, but difficulties in inputting the forms into the DBMR persist. Yet, the DBMR has no manual for IPs to use for reference or trouble shooting consequently, they need to contact IPEC for technical support.

During the evaluation in Lebanon, implementing partners complained that these forms were too long, time-consuming, confusing and not culturally sensitive. They also suggested that a workshop be arranged to discuss the DBMR so that they could decide how the beneficiary forms can be condensed and clarified, and made culturally sensitive as it requests too much personal information, and this information is not anonymous. Interestingly, similar complaints were made about these forms during Phase 1. IPEC, Beirut, conveyed this information to IPEC HQ and yet no actions were taken to respond to this matter. In Yemen, the NPM assisted the CL centers to modify and simplify those forms.

The DBMR also requires that implementing partners keep track of beneficiaries for at least a short while after their graduation from the project to ensure that they have not returned to hazardous working conditions. Yet, this is a difficult task as many beneficiaries do not stay in the same residence for long because their families often move when they can no longer pay the rent. A few implementing partners such as ARC, have been able to keep track of some graduates through their parents who continue to visit their health center. In some NGOs (Amel and KYJCSC), beneficiaries who received vocational training continue to visit the NGO after their graduation because they have a sense of belonging to these centers; they have built up a relationship based on friendship and trust. The significance of this relationship cannot be underestimated as these children most often are from broken homes, are socially marginalized and have emotional problems. Consequently, the NGO center represents a safety net.

In Lebanon, the partner NGOs have become skillful in using different means to monitor beneficiaries. For example, some, in collaboration with the school rely on teachers monitoring beneficiaries in their classrooms and keeping track of their progress. In other NGOs, social workers monitor beneficiaries enrolled in their center. These activities highlight the importance of adopting a collaborative outreach monitoring approach which includes a network of NGOs, CBOs, schools, community members, employers and CLU inspectors.

As for integrating the CLMS to operate nationally, a major project component in both countries is still work in progress. It is an extensive task and with the time lost in the project many activities such as training statistical units in the relevant ministries and establishing agreements on roles and



responsibilities have not been completed; in addition, the lack of human resources to give the time and focus needed for this component. Moreover, the MOL and MOSAL (respectively in both countries) who will host the CLMS and coordinate its activities, do not yet have the capacity to take over this responsibility by project end on 31 May 2008. Furthermore, implementation procedures of the CLMS are broad, for example, training of IPs and schools in the DBMR at the project level and to upscale it to MOL-CLU at the national level. Hence, a more specific implementation strategy is required, for example, also applying an *upstream-downstream* strategy; this would include mapping of the different CLMS components, training requirements, human resources (e.g. technical support and trainers), geographic locations, hotline centers and distribution of responsibilities.

In Yemen, the three rehabilitation centers were involved in the local CLMS while MOSAL is involved in the national CLMS. To mainstream child labour issues, each of the three rehabilitation centers is monitoring local developments for CL services and benefits. Although the centers are monitoring and reporting the array of services provided to the targeted children and their families, analytical tools are still relatively weak at the local level. At the time of the independent evaluation, Yemen's DBMR was not operational yet. This resulted in inconsistent and not quite reliable reporting on working and withdrawn children. Further training is needed to secure the proper implementation and follow up of the CL combating interventions in the country at large. Hence the three rehabilitation centers were scheduled to have their first training on the Database CD at the end of March 2008.

A baseline study on child labour in fisheries in Aden has been conducted and submitted to IPEC. A Rapid Assessment study was carried out by a national consultant in the three governorates to cover working girls on the streets, in agriculture and in entertainment. This was the first study on girls labour in Yemen. Another study on girls working in agriculture was carried out in Seyoun. To ensure the timely analysis and dissemination of gender-sensitive data and information on child labour, a workshop was attended by FPs and other project implementers. The recommendations were transformed into a policy brief that will be discussed in a policy round table to be attended by the related ministries. Consequently these ministries will inject the recommendations into their strategies for implementation and follow-up.

Meanwhile and with regard to data collection, analysis and dissemination, SIMPOC is carrying out a national Survey on Child Labour. Two technical meetings took place to discuss the questionnaire, and a supervisory meeting was presided by the Minister of MOSAL and set the survey date for April 2008. UNICEF and the SFD are contributing to this national survey in coordination with the Central Statistics Organization (CSO).

To establish a multi-institutional monitoring mechanism to monitor the implementation of child labour-related legislation, a sex-disaggregated database was established at MOSAL. It consists of a website ([www.childlabour-ye.org](http://www.childlabour-ye.org)) which includes the available data on the child labour project, the objectives of the project and the activities of the CLU. It also includes information on the size of child labour based on the 1994 survey, related laws and legislations, child's right law 45, Decree No56 on WFCL, and other references such as the study on working girls in agriculture in Seyoun, as well as related reports and recommendations. A Compact Disc has also been produced and is being translated into Arabic. A specialist has been trained to operate the database and collect and classify information, research and studies.

## **4.5 Project Management**

The IPEC project team includes a National Programme Manager (NPM) and an Administrative and Financial Officer (AFO) in each country. A Chief Technical Advisor (CTA) oversees project implementation in both countries out of the Beirut (ILO office) while the NPM oversees the daily activities of the project and is constant contact with the IPs providing support and backstopping. The Yemen project, besides the NPM, has an administrative assistant and a financial manager; the latter has been with the project since phase one.

Recruiting of the project staff (IPEC) contributed to delaying start-up of the project because of administrative recruitment procedures. For example, the project's official start date was September 2004, the CTA was recruited in June 2005 (approximately nine months), while completion of recruiting the NPM and AFO was in October 2005 (approximately thirteen months). Consequently, it was not until October 2005 that the office became operational. In addition, for a project of this scale, i.e., implemented in a wide geographic area in both countries; (three regions in Lebanon, and North and South in Yemen) with interventions at the national and community levels, the project's staff is overstretched thus questioning the project's design efficiency in estimating the number of human resources required to cover all project activities.

The project is implemented through the ILO Regional office for Arab States (ROAS) in Beirut with backstopping from ILO-IPEC HQ. The ROAS supervised the overall technical and financial implementation of the project and provided the administrative, logistic and financial support; and coordination with the technical specialist at the Regional Office (RO) in regard to cross-cutting activities/themes to enrich the project's delivery. The RO is also responsible in signing agreements with the IPs and processing contracts and payments. While, ILO-IPEC HQ provides ongoing technical back-up by the Desk Officer. This support covered the revision of workplans, Project Monitoring Plan, provision of technical and financial clearances of APS, revision and submission of TPRs, reviewing and processing project revision requests and offering guidance on various technical issues via various specialized units in HQ.

In Lebanon, the evaluation revealed that the IPEC management team's capacities and social skills are of high quality and have been a catalyst in the project's implementation and performance. They have good working relations with all stakeholders and project partners. Both government and implementing partners expressed that IPEC's management team are supportive and always accessible. Moreover, IPEC has played a significant role in establishing linkages between stakeholders and implementing partners, i.e., between relevant government officials and representatives of civil society, and collaborating on combating child labour as equals. One NGO representative explained that in the early stages of the project, communication between the two parties (relevant government officials and NGOs) was not easy because some NGO staff tended to feel underestimated by government officials. Even though this issue was not discussed with IPEC, the CTA noticed it and discreetly explained to these officials that all project partners are of equal importance and that the success of the project depends on this collaboration. Since then communications between the two parties have significantly improved and there is a sense of equality among them. Moreover, despite the challenging political environment, ongoing delays and disruptions, constrained budget and timeframe, the IPEC management team has persevered in running a project of large scope and wide-ranging activities in a very impressive manner.

In Yemen, the staff of the MOSAL/CLU consists of the head/director and deputy director of the unit – who are regular workers of the MOSAL, a data base specialist, a financial and administrative assistant, and a national consultant. The last three employees have contracts with the IPEC funded project which means that when the fund comes to an end these employees will leave the Unit. The CLU has requested MOSAL to recruit and appoint more permanent personnel (on Ministry payroll) to enable it to perform its mandate more comprehensively. However, these attempts have not been successful.

IPEC office in Sana'a is providing the implementing partners, mainly the three WCRCs, with technical assistance and regular backstopping to assist them in performing their duties. IPEC office communicates with ROAS on behalf of the implementing partners, with reportedly little feedback, technical support or financial follow up from ROAS. A case in point is the repeated delays of fund transfers to the implementing partners which, as mentioned earlier, caused delays in implementation of project activities.

Technical assistance was provided by IPEC Project Desk Officer in Geneva to Yemen during her visit to Yemen (September-October 2006) particularly in the area of revising the work plan, the project

monitoring plan (PMP), and the budget. Nevertheless support and follow up by the CTA (at ROAS) which comprised four visits between 2005 and 2007 was deemed limited by the various implementing partners. The CTA's fifth visit took place during the independent evaluation in March 2008.

Coordination is limited at several other levels, especially between MOSAL/CLU and the WCRCs, and among the WCRCs themselves. Coordination is also minimal between the NSC and MOSAL/CLU, project partners and other related national and international organizations, with negligible inputs and interventions into project monitoring or policy and legislative development.

## **4.6 Partnerships**

The project in Lebanon is founded on partnerships between IPEC, the Lebanese government (e.g., MOL, MEHE, MOSA, MOIM, MOJ, MOH), and non-government partners (e.g., NGOs, ALI, GCLW, schools, syndicates, media). The government's partnership with IPEC also included a contribution to the project of \$1,500,000 in-kind. This was fulfilled by the government and partially by IPs paying for salaries that were not provided by the project, centers/offices premises, equipment, learning materials and extra activities such as; additional educational sessions, scholarships and medical services.

The NSC represents this partnership and provides the platform to collaborate and coordinate procedures on the NPPF within a legal framework. The NSC is headed by the MOL. During Phase II, the NSC convened only five times due to the resignation of the minister of MOL who chairs the meetings; his absence made more complicated the NSC meeting regularly. As such, the MOL succeeded in holding one meeting presided by the Director General instead of the Minister. This has been a hindrance to the project especially in relation to activities concerning policy and standardizing the legal framework of child labour in accordance with international standards which require ministerial approval.

During the evaluation workshop, stakeholders and partners expressed their frustration with the paralyse of the NSC. This has resulted in the lack of a platform that would allow them to discuss issues, coordinate activities or gain access to information regarding each other's progress. Consequently, due to its interrupted life span, the NSC is a fragile entity. IPEC has had to step in to preserve this partnership. At this stage, and under the current political situation, and without IPEC, this national partnership could gradually disintegrate.

Other IPEC partners include UNCHR and ACCESS MENA. IPEC is collaborating with UNCHR in supporting two partner NGOs -- Amel and KYJSCS. The relationship between ACCESS MENA, also a USDOL funded project and member in the NSC, and the project is limited to coordination. Their work on child labour is parallel rather than complementary. ACCESS-MENA has a budget far greater than IPEC's and as a result has a wide network of child-focused activities across the country. In the early stages of the project, there was some overlap between the projects, specifically in targeting the same beneficiaries; yet once this problem was recognized, it was solved by both project managers (ACCESS-MENA and IPEC) meeting regularly to coordinate their activities. Interestingly, both IPEC and ACCESS-MENA will be terminating in the summer of 2008, thus ending the two major projects on child labour in Lebanon.

In Yemen, the level of coordination between the project and other important stakeholders was minimal despite the fact that the aim of one of the activities was to expand partnerships to include the Social Fund for Development (SFD), the Higher Council for Motherhood and Childhood (HCMC), the Department of Social Affairs, the Ministry of Human Right and the Central Statistics Office (CSO). However, a greater cooperation and coordination between the Project and the CSO has been established in the last few months to prepare for the implementation of the National Survey on Child Labour. A limited coordination was also achieved between the Project and the HCMC particularly during the 2<sup>nd</sup> Regional Conference to Combat Violence against Children, held in 2007.

At the national level in Yemen, and to ensure effective partnerships between the NSC and the donor community, a call for action reflecting commitment to combating child labour has been prepared by CLU in coordination with IPEC Sana'a. The partner ministers who will attend the call for action have been identified and the event is scheduled to take place in April 2008.

## 5. Problems and Constraints

The two country projects faced a variety of problems and constraints some of which were common or similar but others were idiosyncratic to each country according to its own circumstances of program implementation of other exogenous factors.

For example in both countries, project implementation has been affected by constraints and exogenous factors since its start-up date manifested in the lengthy bureaucratic procedures that were not considered in the design such as the recruitment procedure of the IPEC staff; delays in the signature of agreement by the MEHE regarding its legal aspects and ministerial approval; and complications between MOSAL in Yemen and ILO-IPEC in signing of the project agreement. These difficulties have had a serious impact on the project's performance, especially in reaching its target group and completing its activities.

Yet, the unstable political situation (more so in the case of Lebanon) underscores exogenous factors that continue to affect project performance. Design of the NPPFSP was made under the assumption of a politically stable country context. Yet by the time of project implementation the situation in Lebanon had descended into political turmoil and economic crises. At the same time the problem of child labour has only grown worse, increasing the demand for project services. Moreover, the IPEC office closed for approximately four months as a result of the conflict in July 2006. In addition, this has had a domino effect, paralyzing political institutions, jeopardizing the security of the country and exasperating a life of destitution for many children. The resignation of several ministers from the government, particularly the minister of MOL, has also hindered significantly many project activities.

To a lesser extent the security situation in Yemen posed some negative factors. The protests of the southern pensioners and the situation in Sa'dah and alHutheen in early 2008 continued to pose political uncertainties and influence the general security climate in the country.

As a result of these exogenous factors, the Lebanon project's timeframe was truncated from 42 months to approximately 20 months. Unquestionably, some revisions had to be made to project design; for example, regional coverage had to be scaled down, which meant, for example, that Bekaa, one of the target areas and poorest regions in Lebanon, was not included; interventions such as income generating activities to parents of withdrawn children could not be offered due to the insufficient funds and human resources required in implementing this component; also the inability to targeting working street children, a growing social phenomenon and one which requires more carefully tailored interventions from both government (i.e., the Ministry of Interior) and NGOs.

In light of the challenging factors that IPEC has had to address in implementing the NPPFSP, it is remarkable that they have been able to cope and pursue project activities in achieving its objectives.

In Yemen and with regard to project design, the landscape denotes a lack of extensive knowledge of the children's working conditions as well as a limited ability to design projects and interventions suitable for these conditions. Nevertheless, the Yemeni partners and stakeholders complained in the interviews that the second phase project document was prepared before the completion of the evaluation of the first phase; also that their participation in the preparation of the project document was very limited. Hence, their proposed activities and interventions were not incorporated into the independent version of the project document. Furthermore, the project document stated that the English and Arabic languages are accredited in the project. Nevertheless, the project document was not translated into Arabic. The NPM made several requests to ILO Regional Office in Beirut to translate the project document into Arabic for the local partners and the Ministry of Planning and International Cooperation. However, no action was taken to do the translation which made most of the partners unaware of the project overall design, objectives, and methodology of the project.

Two major programming constraints faced the implementation of the project in Yemen. On the one hand, the reliance of Yemen's project on the administrative, financial, and technical assistance on ILO ROAS and the CTA has resulted in the delay of the implementation of the APs. This was manifested in (1) the late recruitment of the CTA (June 2005); (2) Lebanon's 33-day conflict (July-August 2006), and (3) the Security Phase III (August -September 2006). On the other hand, a number of constraints emerged in the Yemeni context: (1) late recruitment of the National Project Manager (January 2006); (2) the high turnover of ministers particularly MOSAL and its senior officials and switching posts of the mayors of Aden and Sana'a; and (3) the dissatisfaction of most partners of the allocated budgets. The late recruitment of the NPM and the turnover of some IA staff, resulted in the loss of the knowledge and capacity acquired during phase I, the disruption of institutional memory and momentum. The newly appointed staff needed capacity building and specialized training in the issues of child labour which were not provided adequately.

The inspectors involved in the project were 17 of whom only two were female inspectors. On the one hand having only two female inspectors is not enough to effect their role in monitoring and mainstreaming child labour incidences. On the other hand, the interview with the Inspectors Directorate showed further capacity building was needed for all inspectors (male and female) as well as a need to increase the budget toward increasing their numbers to cover the specific demands of CL monitoring.

The technical support provided to the Yemen project was minimal; IPEC HQ visited the project once in 2006 and the CTA four times only between July 2005 and September 2007. Training and TA from ROAS did not take place in this phase of the project, as mentioned earlier. And interviewed partners have clearly contended that they needed and expected more support and technical inputs from the CTA as well as ROAS.

The CLMS suffered a drawback due to the delay of the NPM in Lebanon to train the staff of the CLU and a number of inspectors on the utilization of the database system developed in Lebanon. However this activity was rescheduled to take place in March or April 2008.

Due to the delay in carrying out the APs and the adverse security situation in Lebanon, it was not possible to hold a mid-term evaluation exercise at an opportune time, which would have provided the opportunity to capture progress of performance and the problems that needed to be tackled at midpoint of implementation.

Three regional steering committees for the Rehabilitation Centers in Sana'a, Aden and Seyoun were established. However, their contribution to the success of the centers has been limited. Furthermore, the congruent meetings of the National Steering Committee were sporadic and no clear mandate was found that would govern their activities and contribution to project implementation and policy and implementation development. That may very well have resulted from the lack of training and skills enhancement provided to committee members (output 5.1.1.4 of Municipality of AP) as well as the absence of a clear action plan to monitor its implementation and follow up of up-streaming program activities and down-streaming policy recommendations as stipulated in output 5.1.1.5 in the same AP.

The lack of enforceable mechanisms for a data base system affected the progress of a consolidated CLMS that is based on harmonized national laws with international conventions relevant to child labour. Another problem was the lack of coordination between stakeholders with regard to the related CL monitoring system.

Public awareness of the negative consequences of Child Labour needs to be further enhanced, and the worst forms of child labour still needs further exposure and advocacy in the official media. Due to the incompleteness of various awareness activities by certain IAs the contribution of this project had relatively little impact on raising public awareness. Furthermore, certain awareness and advocacy resources, like traditional community leaders and the mosque *imams* (Ministry of Awqaf / Religious Affairs) have not been sufficiently tapped according to output 5.5.3.2 of Municipality of Sana'a AP.

Another problem was the absence of a Labour Health and Safety unit/directorate in the organizational structure of the Ministry of Health which limits the services that could be provided to working and withdrawn children. Furthermore, the lack of adequate income generating alternatives to substitute the income lost as a result of withdrawing children from work constitutes another constraint to the families of working children.

The lack of transportation for targeted children residing in remote areas, especially in the case of Aden and Seyoun, delayed the achievement of the targeted numbers of children withdrawn from work.

Yemen also suffered from the very limited budget allocated to its CL project which was almost one half of the budget allocated for Lebanon despite the fact that the phenomenon of child labour in Yemen is larger than in Lebanon. Consequently, the budget allocated for several partners was limited considering the objectives of their Action Programmes (APs). Hence, in the event of a 3<sup>rd</sup> phase of IPEC project, Yemen should have a separate project document and not to be combined with Lebanon in one project document.

The transfer of payments from IPEC (ROAS) to the Action Programmes was not according to the signed agreement between the two sides, as iterated by several implementing partners individually and during the stakeholders' workshop. Additionally the lengthy process of transferring the funds to the various implementing partners hampered the progress of several APs.

The lack of budget to cover the salaries/stipends of the (workers union/ GFWTU) focal points at the provincial level hampered the implementation of the APs in the governorates. Similarly, limited financial resources were allocated for inspectors in the governorates, which affected their commitment in terms of adequate time dedicated to addressing CL.

At the management level, a great deal of time and effort was lost in the long process of communication and follow up by IPEC Sana'a with ROAS on the one hand, and the implementing partners on the other, regarding financial and management issues. Hence, the negative impact of the managerial and financial bureaucracy, among others, was evident in the delayed outcomes of the project.

Due to the short time allowed to implement the APs, there was a lack of independence and flexibility in the work of AP coordinators. Similarly there was a lack of communication and coordination between the partners in the IPEC programme. Furthermore, there was limited interaction and coordination between the IPEC partners and other relevant government ministries and institutions.

Although extensive training was provided to the various implementers in Phase I, there seemed to be hardly any further training in the current project in Yemen. With regard to labor inspection, it was found that the number of female inspectors remains small considering the importance of their role in outreach and targeting working children and employers of children. And considering the importance of a CL monitoring system, the visits by the SIMPOC consultant to finalize the preparation of the National Child Labour Survey were limited, which caused the survey to be delayed which would influence the long term monitoring of CL.

## 6. Conclusions

### 6.1 Achievements

During the 20-month period in operation IPEC has made significant achievements in meeting its objectives with some variation between the two targeted countries, Lebanon and Yemen.

The following lists these achievements as they relate to each project objective:

Objective 1: Harmonization of the legislative framework with international standards on child labour. Achievements include:

- In Lebanon, decree 700 was to be updated as a result of the completion of the “Hazardous Child labour List,” conducted by a working group set up by the MOL. This was a key component in the harmonization of the Lebanese legislation with the ratified Conventions and will serve as a tool in monitoring the WFCL within the country context. Additionally, the MOL- CLU was also pushing to make into a law.
- Research studies were conducted and have contributed to updating gender sensitive information on WFCL in Lebanon and will be incorporated into the legislative framework. These include “Baseline Study on Education and Child Labour Risks on Tobacco Plantations, Srifa;” and, a survey on child domestic workers in North Lebanon was completed.
- In Yemen, and with regard to the worst forms of child labour (WFCL), MoSAL issued the list in 2004. Nevertheless, the enforcement of the list of WFCL has been minimal at best. This is exacerbated by the fact that child labour is ubiquitous and exists mostly within the informal economy and in agriculture. However, the list of WFCL remained unofficially approved until January 2007 when the Minister gave the number (56) to the Ministerial Decree identifying the list.

Objective 2: Capacity building of national institutions to implement policies and programmes to eliminate the WFCL and to enforce legislation. Achievements include:

- Institutional and human capacities of stakeholders and IPs have been strengthened as a result of the training workshops provided by the project. For example, NGOs are competent in initiating their own partnerships in the community with CBOs, community leaders and schools as a means to extend their outreach in raising awareness on child labour, targeting and monitoring working children and preventing those at risk.
- The project has established partnerships between relevant government ministries in the NSC, municipalities and partner NGOs in collaborating on combating WFCL; this is unusual for Lebanon.
- Remedial classes have significantly improved student performance, particularly those at risk of dropping out of school. Teachers trained in remedial education have also enhanced their teaching skills and classroom dynamics.
- ALI’s- CLU has become a sustainable institution conducting effective activities in reaching out to industrialists in different parts of the country in raising awareness on child labour laws, distributing documents and dealing with emerging issues on child labour are sustainable.
- IPEC’s training of IPs, the NEO and relevant training institutions in the SAMET has had significant impact on changing their approach in AVT. It has encouraged them to adopt broader issues involving employment such as job profiling, professional social skills and acquiring new skills that meet market demands. As a result, students emerge prepared to take advantage of better employment opportunities.
- In Yemen, the harmonization process of the national laws in accordance with the international conventions finalized most of its activities and was followed up by a workshop discussing the mapping and proposed amendments of the national laws to be presented to the Legal Affairs Ministry.



- However due to the relatively low institutional capacity of MoSAL and other relevant institutions, the enforcement of laws protecting workers' rights, women and children rights, occupational health and safety, and other core labour issues has been weak and limited.

Objective 3: Increase awareness in Lebanon about the negative consequences of the WFCL in the country. Achievements include:

- Lebanon: Media coverage on child labour issues and ongoing initiatives have increased thus raising the public's awareness to the issue of child labour in the country and efforts to combat WFCL. For example, the project received media coverage in numerous TV presentations and newspapers.
- ALI updated its reference handbook on child labour for employers in Lebanon. While, heads of local and thematic trade unions, they had trained, have also become active in conducting local awareness raising campaigns. Outcomes of these efforts are demonstrated in an increasing number of industrialists expressing interest in learning more about complying with child labour laws to protect their reputation.
- The project's AP which included developing a board-game for children has been an effective means to raise awareness on child labour issues.
- In Yemen, a number of training programmes and awareness-raising activities on the list have been organized by the Child Labour Unit at MoSAL for a wide range of stakeholders including inspectors, school children and the teaching staff.
- MOSAL and the CLU therein have been up-streaming CL issues in the Higher Council for Motherhood and Childhood and UNICEF. They have been raising awareness on the list of the WFCL among the labour inspectors, NGOs, Schools and Children's Parliament and tripartite partners. A booklet of the List of WFCL has been produced and distributed.
- The National Steering Committee (NSC) meetings were limited and its up-streaming and down-streaming role was negligible. Realizing the importance of the linkages of the tripartite approach, and of the mutli-sectoral integrated approach, will strengthen the mechanisms to foster more and higher visibility achievements, build on past successes, as well as achieve more effectiveness.

Objective 4: Implementation of effective interventions to serve as models to withdraw and prevent children from exploitative situations and children at risk of being engaged in WFCL in selected areas. Achievements include:

- Lebanon: IPEC has withdrawn and prevented 3,902 beneficiaries from working in the WFCL and have provided them with access to formal and non formal education and AVT opportunities as well as to rehabilitation, counseling and health services.
- IPs and school principals have assisted many children to reintegrate to formal education by making appeals to the MEHE to exempt them from its policy prohibiting children out of school more than one year to re-enroll. However, there is no statistic on how many children have been re-enrolled in school as a result of the project as almost every IP and school principal has made it a priority. The MEHE has been very cooperative in granting these appeals; and, the MDG and EFG are major incentives to increase their enrollment rates, yet, no effort has been made to eliminate this law.
- IPEC has implemented fourteen APs out of which thirteen are running smoothly. These APs are being implemented in three regions in the country: Beirut, Tripoli and the south (Saida, Bint Jbeil and Nabatieh)
- Families of beneficiaries have also benefited from health services, distribution of medicine and social follow-ups.
- Implementing partners have been successful in initiating their own partnerships within their local communities which have enhanced their efforts in targeting child labourers and children at risk. The project intervention in Nabatieh, KYJCSC is a model whereby NGOs, MEHE, the municipality and community leaders are working together on child labour issues. This intervention is a success story and a model that can be used for replication and future project interventions.

- Monitoring systems in some schools have been completed to identify and prevent cases of drop-outs in relation to child labour.
- Many of the important activities in Yemen that would enhance the possibility of achieving the project's objectives have not been implemented by the time of the independent evaluation. For example, the GFWTU and FYCCI, whose central role was to change the negative attitudes regarding child labour and its worst forms and to raise public awareness in the importance of education, even if on a part time basis, have not started their activities by the time of the final evaluation.
- The failure to train staff of the CLU and a number of inspectors on the utilization of the database system developed in Lebanon by the Lebanon NPM who was supposed to be fielded in Yemen in March 2007 would curtail monitoring activities. Only a well developed and utilized CLMS would ascertain the retention rates of withdrawn children and the types of their mainstreaming like, e.g., their reinstatement into the school system and/or vocational training.

## 6.2 Sustainability

IPEC's legacy in Lebanon is the establishment of an institutional system for the prevention and protection of children from the WFCL. It has accomplished this task by providing comprehensive support that responds to the needs of the NPPF and its objectives. Yet, as the evaluation findings indicate, even though the project has successfully laid the groundwork, the country is not ready to take over the NPPF and sustain the activities set in motion by IPEC due to the limitation of an enabling environment. The project's short timeline and the delays it experienced have hindered the completion of all its outputs/activities according to its project design. Partnerships in the NSC have been formed, yet are still vulnerable as their collaboration and coordination capabilities have not been tested. In terms of the project's interventions, Phase II inherited activities from Phase I such as APs implemented by the ALI, ARC and KYJSC. This allowed them more time to mature so as to ensure their sustainability. The evaluation found that this was an effective strategy as it succeeded in achieving this objective. Remaining IPs, however, which are making significant efforts on child labour, require additional capacity strengthening to ensure their sustainability.

Sustainability, as perceived in the evaluation, depends on three criteria: financial resources, human resources and institutional capacity. Some implementing partners have all three such as ALI, KYJCSC and HFSD. Other implementing partners have only been able to partially fulfil these criteria. In spite of these deficiencies all implementing partners are united by their sincere commitment to the cause of combating child labour. Their staffs have firsthand knowledge of the suffering of children in Lebanon. Given additional project support to strengthen these partners' capacities, their shared commitment guarantees their sustainability.

Yemen's project generally had a short life span with limited results to ensure sustainability for the longer term. Nevertheless the various partners, government and otherwise, committed to contributing and maintaining the project beyond IPEC's support. Some types of commitment were financial, institutional, and policy as follows:

The Capital's secretariat, e.g., will consider adding its budget for maintaining the Sanaa center for the Year 2009. Negotiations were taking place with the Social Fund for Development to financially support the activities of the two Rehabilitation Centers in Aden and Seyoun after the end of IPEC funding in May 2008. IPEC office and the Child Labour Initiative (CLI) negotiated the possibility of CLI payment of salaries to the educators, social workers and administrators. In July 2007, the long-awaited Al-Amal Bank, the establishment of the country's first microfinance bank for the poor, was officially announced with a capital of US\$ 10 million and the subscription by the government of Yemen (25%), the Yemeni private sector (25%) and AGFUND (50%). The main objective of the bank was to contribute to poverty alleviation and absorbing unemployment through the provision of low cost business financing to the poor. Such microfinance programmes will provide the families of

working children with the alternative income opportunities that will help offset their need for their children's income supplementation. Other activities are funded by other committing partners or stakeholders: UNICEF is co-funding the National Survey on Child Labour with \$60,000 and the Social Fund for Development with more than \$ 160,000. The Child Protection Initiative (CPI) is IPEC's partner in financing the Sana'a Center with \$40,000.

To improve the economic situation and alleviate poverty and unemployment, Yemen held its first post Consultative Group (CG) meeting in June 2007 to evaluate the progress in allocating the pledges made during the London CG Meeting in November 2006. Currently, these pledges stand at about \$5 billion, with about 60 % in the form of grants and the rest in concessional loans. The GCC share in these pledges amount to about \$2.3 billion. Such economic breakthroughs will provide the opportunity of curtailing unemployment and poverty which consequently will reduce poor families' need for child labor income. Nevertheless this needs targeted socio-economic planning that holds in focus the problem of child labour.

Institutionally, and in pursuit of improving of the status of children and youth in Yemen, the government decided to establish an institutional structure responsible for supervising the development and implementation of national policies and programs related to children and youth including the National Children and Youth Strategy. A Presidential decree was issued in June 2007 to form the *Higher Committee for Youth and Childhood* chaired by the Vice President of the Republic and the membership of several ministers including Youth & Sports, Education, Vocational Training, and Health. In addition, the Second Arab Conference for the International Society for the Prevention of Child Abuse and Neglect (ISPCAN) was organized by the Yemeni Higher Council for Motherhood and Childhood in June 2007.

The Minister of MOSAL, the lead implementing partner and Head of the NSC, committed to focusing efforts on overseeing and enhancing the role of the NSC with regard to continuous and sustainable CL programming and monitoring. Other partners also became more aware to commit to the sustainability of the CL project. Seven ministers accepted to participate in the Signing Ceremony of Commitment (to draw the Plan of Action) to combat child labour, which was to take place in March 2008. This promises sustainability especially when this commitment is reflected in the strategies and plans of their respective ministries. Similarly, the commitment of the national media to cover all activities related to the project and to discuss the matter on TV with officials and working children will guarantee continuity of addressing CL as long as the WFCL exist. The Ministry of Information progress in implementing its AP, mainly the production of 5 TV and 60 radio messages in local dialects as well as training focal points in MOI offices ensures the increase of national awareness.

Yemen has been accepted to rejoin the Millennium Challenge Account (MCA) Threshold Programme in February 2007 after it failed to meet its obligations in 2005. In the last few months, it received funds to speed up early reforms that would allow it to apply for full membership, known as compact status, in a few years' time. Observed in sound programming, the *millennium development goals* (MDGs) will have positive effects on working children at large and the girl child specifically. Benefits will accrue directly and indirectly from the following goals: Goal 2 "Achieve universal primary education," Goal 3 "Promote gender equality," Goal 1 "Eradicate extreme poverty and hunger," Goal 7 "Ensure environmental sustainability" and Goal 8 "Develop global partnerships for development"

### **6.3 Lessons Learned**

The findings of the evaluation offer several lessons which can contribute to future project interventions:

1. The timeframe of the project correlates with sustainability of the project. Project design should take into consideration the nature of the outcomes to be achieved in relation to the allocated time of the project. A project such as addressing the problems of child labour which

requires multidimensional interventions at the macro and micro levels needs a significant period of time to achieve its objectives and sustainability. At the macro level, activities involving policy change and legislation involve lengthy bureaucratic procedures; that also applies to capacity building of government partners. At the micro level, changing social behaviour -- particularly that of parents and employers -- and providing appropriate interventions such as rehabilitation, educational and income generating for both children and parents also require considerable time to have an impact. Allowing sufficient time for project implementation to build capacities ensures sustainability. This was demonstrated in the extension of project interventions from Phase 1 which included KYJCSC, ARC and ALI. As the evaluation found, these projects are now sustainable.

2. Project budget also affects the quantity and quality of the expected outcomes. In this case, project funds were insufficient to reach a target group of 6,900 children in different geographic areas and implement all activities. Furthermore, limited financial resources for APs placed financial burdens on implementing partners, which should not be the case.
3. National statistics on child labour are critical to develop a baseline data to assess the magnitude of the problem, design appropriate solutions and measure their impact. Case studies are useful in providing specific information but cannot substitute for a national databank.
4. Teacher-student interaction is an important factor affecting student dropout/retention. It is assumed that students drop out of school mainly because of their failing grades.
5. Partnerships with local NGOs, which already have child-focused activities to work on child labour is a resourceful means for reaching a wider scope of working children in different areas in the country. In addition, it builds capacities in sustaining activities efforts in combating child labour.
6. The lack of effective child labour inspection, especially in the informal sector where the majority of children work, allows a significant number of children vulnerable to WFCL to fall through the cracks.
7. An effective inspection system on child labour necessitates a multi-sectoral approach to facilitate collaboration between inspectors from the CLU, MOI, NGOs, employers, schools and community members. In other words, effective inspection should consist of a network of partners to identify children at risk, share information, withdraw children, punish violators and enforce the law.
8. Training workshops are a cost efficient and cost-effective means for capacity building. They also present an opportunity for implementing partners to learn about each other's activities, network and establish collaborations.
9. Raising awareness activities need to be customized according to their target group. For example, awareness programs for working children and their parents should be relevant to their socioeconomic setting and rely on situations that they can identify with to gain their attention. ALI conducts special awareness campaigns for industrialists that have been effective in sensitizing employers about child labour.
10. The project's multi-sectoral approach linking government and civil society leads to a comprehensive and integrated format in combating and preventing the WFCL child labour.
11. Poverty and unemployment are challenging factors that make parents dependent on their children's economic participation. Consequently, offering parents a substitute for their

children's work such as income generating activities or micro credit programs are important to lessen their dependency on their children's labour.

12. The social environment and services offered by an NGO is important for retaining children in a program until they graduate from the project. Extracurricular activities such as arts and crafts for younger children and/or counseling and rehabilitation for withdrawn children are also valuable in dealing with emotional problems.

#### Lessons Learnt / Yemen:

13. IPEC has been successful in fostering coordination between government institutions, donors and development programmes. This is manifested in the vital role played by IPEC office in coordinating efforts to implement the 1<sup>st</sup> national survey on Child Labour. The survey will be implemented by the Central Statistics Organization authorities, with the technical support of ILO/SIMPOC, and the financial support of UNICEF and the Social Fund for Development. Such partnerships would expand the possibilities for the project to utilize secondary resources already available for further development of its activities and achievement of its goals. A good example of coordination was found in Sana'a WCRC where cooperation and coordination were established between the Center, the Child Protection Initiative (CPI) and the Women's Economic Empowerment Association (WEEA). The coordination resulted in the organization of training programmes for the working children's families in income generating skills. Furthermore, the IPEC office and the Sana'a WCRC are members in CPI's Steering Committee.
14. Being part of the local council system (the Municipality Sana'a) was one of the main positive and good lessons learned during phase two. The Municipality which includes executive branches of all ministries provides the forum within which all obstacles facing Sana'a WCRC are discussed and coordinated solutions are identified. However, it has been clear that the affiliation of Sana'a WCRC with the Municipality of Sana'a (considered as a government institution) has prevented the Center from receiving direct financial assistance from international and donor agencies. In order to be eligible for this fund the status of the Center should be modified to be a non-governmental organization. It is evident from the above that Lebanon managed to gain more experience due to the length of the first and second phases of the project combined. Furthermore, the capacity of the various staff members and their assimilation to the children's difficult circumstances led to creative interventions that expanded the effectiveness of the project.

## 6.4 Good Practices

### Good Practices / Lebanon

Good practices are those identified in the project as effective means and methods in achieving the desired outcomes and are replicable. Some of those in Lebanon were:

1. the effectiveness of the Remedial classes in improving student performance and reintegrating children into formal education.
2. NGOs that solicit youth as mentors to assist in targeting, follow-up, services and offering advice on issues such as drug use, sex education and raising awareness is an effective strategy to win attention of beneficiaries.
3. Partnerships with local NGOs, which already have child-focused activities to work on child labour is a resourceful means for reaching a wider scope of working children in different areas in the country. In addition, it builds capacities of civil society which has long-term benefits in sustaining efforts in combating child labour.

4. Social workers who use social and communication skills in raising awareness campaigns and meetings with parents can be influential in gaining parents' commitments to the project.
5. Community participation in elimination of child labour and the WFCL by means of networking and establishing partners such as those between NGOs, schools and parents, is critical for targeting children and for sustainability.
6. Extracurricular activities are important for children in motivating them to learn and participate socially and academically.
7. The welcoming environment of NGO staff and their sense of commitment to child labour are key to the success of recruiting and retaining beneficiaries.
8. ALI and workers syndicates' commitment and involvement play an important role in reaching employers and child labour.

### **Good Practices / Yemen:**

9. Considering the piloting nature of the APs, the project design managed to diversify the type of partners' structures to include government institutions, NGOs, municipalities, and independent unions. This is clearly evident in the nature of the three partners administering the WCRC in Aden, Seyoun and Sana'a. In Sana'a, partnership was established with the Mayor's office - as mentioned earlier, whereas in Aden with both the Mayor's office and a local NGO (Combating Child Labour Organization). In Seyoun, partnership was established with the local NGO AlNahda Cultural and Social Charity Organization, and to diversify the sources of financial support to the WCRC, those Organizations succeeded in establishing -through public donations- an endowment from which the interest was used to cover the cost of some of the WCRC's activities especially when the IPEC payments were delayed.
10. The establishment of local-level subcommittees is a conducive mechanism to help identify and target working children as well as to provide a sense of responsibility and ownership by the local communities. Such sub-committees were formed by the three WCRC centers in Sanaa, Seyoun and Aden.
11. At the local level, the Aden rehabilitation center has established a multi-sectoral committee which has met three times and the Sana'a 's committee has met once. The CLU has been further strengthened by the second NSC meeting which discussed projects problems and means of solving them.
12. The recruitment of volunteers in the targeted communities to establish a close monitoring and follow-up system of the targeted children, and their re-enrolment in the formal educational system (Aden WCRC).
13. Part of the main positive good practices is that the CL service centers work two shifts/periods (morning and afternoon) to be able to balance between the school time for those children and their activities and classes at the center.
14. The recruitment of national consultants to carry out some of the main activities of the project has been a successful strategy to overcome the difficulties encountered in the recruitment of international consultants. National experts were recruited to perform a range of assignments including the implementation of a number of baseline studies (working girls in agriculture study in Seyoun, working children in fisheries in Aden, and working girls in agriculture, entertainment and street children). The mapping of national laws relevant to child labour as well as the capacity-building efforts at CLU are a good first step to continue with harmonizing the CL-related laws.

Having a closer look into the good practices and the lessons learnt in each country draws more onto the differences rather than the similarities of both countries. This situation may be described in that Lebanon supposedly has a longer history of organizing, more involvement of women in public life and charitable types of work, as well as formal work. Lebanon may also have a track experience in raising funds from civil society whereby due to the extreme poverty in Yemen, funds are usually drawn from formal (i.e. government and international donor) sources. Nevertheless, a lesson of extreme value for both countries is what would be **recommended** as joint sharing of experiences and the good practices. It is advisable that IPEC as well as both countries seek to organize field visits for both sites by both project staffs to benefit from the experience of the other country/project. Furthermore to benefit from the systems that were developed and utilized to monitor CL incidences and their management, such as the CLMS or other indigenously created mechanisms. Such mechanisms need to also be encouraged.

## 7. Recommendations: What Next?

However with the investments provided so far by IPEC and both governments it is only worthwhile to utilize the experiences gained and the resources tapped throughout the implementation of both projects to look into the specific recommendations for each country to continue to pursue and combat CL. It is recommended that IPEC capitalize on that investment and momentum by studying the option of a third phase for both countries. One important point needs to be added here: this report and the two separate evaluation reports for both countries did not find enough factors to warrant a joint sub-regional projects. On the contrary, it is advisable that IPEC/ILO help each country solicit its own funding and continue with its own national project.

The findings of the evaluation of the projects of both countries will provide important input into any future design of a potential further phase of the present project for Lebanon or in the context of the Decent Work Country Programme in Yemen. It is thus **recommended** that the evaluation and any further design of the further phase be undertaken by the same consultant. The link between the evaluation process and the design process would allow for a clear and valuable flow of lessons learned and good practices from one phase to the other and would allow ILO to firmly base the project document on the experiences and findings from its experiences in Lebanon and Yemen.

At the time of the evaluation, the future of both country projects seemed to generally elude to one of two options, although that was more clearly spelt out for Lebanon than in the case of Yemen.. Those options are:

Option one involves closing IPEC on 31 May 2008, and handing over its activities to the relevant partners, particularly the NSC who will oversee the administration of the NPPF. Consequences regarding this option include:

- Conventions Nos. 182 and 138 would be unenforceable in Lebanon (as is the case with many laws and decrees) as the government's institutional capacity has not reached full potential in order to take over the role and responsibilities in implementing the NPPF and therefore in overseeing the protection and prevention of children from the WFCL. Even though the political will is there it cannot make-up for the absence of required human capabilities.
- And in the case of Yemen, the NSC was still too weak to handle an undertaking of such responsible dimension.
- Even if community-based interventions would continue withdrawing and preventing children for the WFCL they would still have a challenging task without an effective legal system to back them. Moreover, if the political and economic situation continues to be as tumultuous as it is now, child labour in Lebanon will swell. Poverty, high unemployment and often certain security considerations will continue to plague the possibilities of curtailing CL in Yemen.
- Investments made in the human and financial resources of the NPPFSP would have modest long-term returns.

Option two entails extending the project to a third phase to allow it complete its activities to secure an enabling environment for the NPPF. Future interventions should be considered within the following framework:

- Continue the current project with the objective to enable IPs of Phase II and the NSC ensure their sustainability; this includes maintaining the same project design, objectives, target group and completing unfinished project activities/outputs, especially mainstreaming the CLMS;
- Implement new APs that incorporate lessons learned and good practices from the Phase II independent evaluation.
- Integrate two cross-cutting themes: (1) mainstreaming combating the WFCL by establishing CLUs in all the relevant ministries; (2) sustainability.



Based on this overall framework, more specific recommendations for project interventions are presented under each project objective. Recommendations solicited from stakeholders during a final evaluation workshop. Although these recommendations are not a direct outcome of the evaluation, they are important to include as they are derived from the IPs experiences and knowledge gained through this project.

In Lebanon these recommendations are:

Harmonization of the legislative framework with international standards on child labour. Recommended interventions include:

1.1 IPEC to pursue increasing the knowledge base on the WFCL by conducting gender-sensitive studies on the WFCL such as; drug trafficking, arms, prostitution and pornography, and identifying their prevalence according to their geographic regions. There is very little information on these issues but many believe that a significant number of children may be involved in these activities.

1.2 IPEC to advocate for a national survey on child labour so as to enable the MOL-CLU and the NSC have national baseline data to assess national efforts in combating the WFCL, and include in the CLMS.

1.3 IPEC and partners to advocate (MEHE) for prohibiting corporal punishment in schools, as it is a significant factor contributing to student dropout.

1.4 IPEC to advocate for child labour laws (MOL-CLU) to be enforced in the informal sector as that is where child labour is most prevalent. Hence, this would allow CLU inspectors to seek working children especially those under the legal working age.

1.5 IPEC to advocate for enforcement of laws that penalise offenders (MOL) for hiring children under age and/or exposing children to work in exploitative or hazardous conditions. As long as violators feel there are no consequences for exploiting children as cheap labourers, this practice will continue.

1.6 IPEC and partners to advocate for change in legislation (MEHE) to raise mandatory schooling age from 12 years old to 15 years old to make it congruent to the legal working age in order to ensure retention of children in school.

1.7 IPEC and partners to advocate for change in MEHE policy to allow children dropouts of more than one year to re-enrol in formal schooling. The current MEHE decree obstructs many children at such a young age from ever having the opportunity of pursuing formal education.

Capacity building of national institutions to implement policies and programmes to eliminate the WFCL and to enhance legislation. Recommendations for interventions include:

2.1 NSC members and IPEC to continue strengthening capacity of the NSC in preparing work plans, prioritizing activities, allocating resources, coordinating activities and disseminating information to its members.

2.2 for future projects, pursue capacity strengthening of IPs in (1) targeting skills particularly withdrawing children from the WFCL; (2) ensuring their sustainability for example by learning how to prepare grant proposals, fund raising, soliciting participation from the private sector.

2.3 Government to establish a monitoring network/partnership between relevant government and civil society in reporting child labour offenders.

2.4 Partners to collaborate with the NEO and vocational training centers in standardizing AVT curriculum and integrating the SAMET. The NEO considers the present state of AVT in array as a result of various curricula and considers that standardizing the curricula and incorporating the

SMAET would enhance the quality of AVT and thus improve children of legal age to attain better employment.

2.5 Continue capacity building of the MOL-CLU inspectors.

2.6 IPEC to simplify the use of the DBMR by making it more user-friendly, condensing the beneficiary forms and culturally sensitizing it; this effort should include the participation IPs.

2.7 IPEC to develop a manual for the DBMR to include instructions and trouble shooting.

2.8 IPEC to design an implementation strategy for the national integration of the CLMS -- for instance, an upstream/downstream strategy whereby the CLMS is initiated first at the municipality level by training relevant participants (schools, NGOs, municipality, etc). Once this module is completed and tested for any implementation problems its application can then be replicated at other municipalities, then upscale to the district level subsequently the governorate level, with ongoing testing at each level. Moreover, a CLMS unit should be hosted in the governorate office of the MOL, which then feeds into the MOL at the central level.

2.9 Coordinate activities for mainstreaming by establishing CLUs in different ministries included in the NSC (such as MEHE, MOIM, MOJ and MOH). This was intended in Phase II but not completed.

2.10 IPEC to conduct an analytical study of development policies and programmes on how child labour issues can be mainstreamed into them.

Increase awareness in Lebanon about the negative consequences of the WFCL in the country. Recommendations for this objective include:

3.1 ILO and Government to strengthen capacity of CLU to carry out legal education campaigns, which empower citizens, especially parents of working children, to report complaints concerning their children's abuse or exploitation in the workplace.

3.2 ILO and partners to strengthen capacity of NGOs and CBOs in conducting awareness raising meetings and campaigns for children, parents and the community. The objective of these campaigns for this target group should include three objectives: (1) raise awareness of parents on the negative consequences of child labour, child rights and Conventions nos. 182 & 138; (2) inform them of the importance of education and its long-term benefit versus the no return benefits of child labour; (3) empower them to protect their children from abusive working situations.

3.3 MOL-CLU to assign a national media/public relations expert at the MOL-CLU to oversee production and distribution of awareness raising materials. Moreover, that awareness-raising material is target specific (i.e., schools, parents, workers, employers, general public, etc.).

3.4 MOL-CLU to develop a guidebook listing all ongoing activities and participants working on child labour issues in Lebanon.

Implement effective interventions that would withdraw children from the WFCL and prevent children at risk of being engaged in WFCL in selected areas.

4.1 IPEC to extend project services to other impoverished areas in the country such as Bekaa.

4.2 IPEC to identify IP (s) to focus on targeting street children in urban centers.

4.3 IPEC in future projects to promote more partnerships to increase synergies at the community level, using the AP implemented by KYJCSC and HFSD as models.

4.4 IPEC to incorporate in IPs' programmes scholarships and/or incentives to withdrawn child labourers who excel in school performance or vocational training.

4.5 ILO to collaborate with MEHE to offer remedial education in more schools.

4.6 ILO to coordinate with MEHE and CLU in training teachers in child rights and Conventions Nos. 182 & 138.

4.7 ILO/IPEC to coordinate with partner NGOs to give withdrawn children health check-ups as to evaluate their health status and determine whether they have been subjected to any physical abuse or exposed to harmful substances.

4.8 ILO and IPEC to coordinate with MOSA, credit institutions, municipalities and relevant NGOs on providing income generating activities and/or micro credit programmes for parents.

In Yemen, the recommendations were classified as follows:

Immediate recommendations:

5.1 The project and the donor to extend the project the time needed to develop a third phase Project Document.

5.2 The project should give time for the direct intervention programs (three Rehabilitations s) to mobilize funds from other sources.

Programme/implementation for future projects by ILO/IPEC:

5.3 A new Project Document should ensure the participation of stakeholders and partners in drafting a realistic work plan which depends on the final evaluation of the previous phase, with realistic targets of withdrawn and prevented children.

5.4 The distribution of the budget should provide more money for the direct intervention projects and centers. It should also consider the recommendations of the final evaluation.

5.5 Furthermore, and as suggested by the NPM, implementing project managers should note that the IPEC reporting requirements (such as the TPRs) are the minimum level of information required for the donor. A more detailed Work Plan with a month-by-month timeline and projected and actual cost of activities should be developed for managing project implementation at the field level.

5.6 The Project Document should be translated to Arabic after being approved, so should the evaluation report

5.7 A new Project Document should also include an exit strategy that builds in components of future long-term implementation and elements of sustainability.

5.8 Any future IPEC agenda in Yemen should start with a training needs assessment exercise and accordingly include a comprehensive capacity building programme for the program implementers: CLU staff, partner agency coordinators, NGO program coordinators, and NSC program-related members. Various training programs are recommended to the various program implementers such as planning, program and financial management and reporting, fund-raising, networking and advocacy, legislation and policy formulation, where applicable, monitoring and evaluation, statistical analysis, reporting and report-writing, and fund-raising, as well as gender training and mainstreaming.

5.9 The upcoming phase of IPEC project in Yemen should design comprehensive capacity building and technical assistance programmes based on a broad assessment of the project partners' needs and weaknesses. For that purpose, IPEC HQs and regional (ROAS) need to have a roster for Arabic speaking trainers and consultants ready to deliver the project training needs.

5.10 With regard to targeting, future IPEC programming should give priority to combating the Worst Forms of Child Labour (and not CL at large) - during the phase/s of skills transfer and capacity building to the national level.

5.11 Along the same lines as above, it is important to note that Yemen needs to focus on the WFCL for a while and until it secures the resources (human and financial, and experience) needed to broaden its CL programmes.

5.12 Peer education such as “*child to child*” interventions will have the positive effect of disseminating information about the importance of education and the risks of early and exploitative CL as well as disseminating information regarding the direct and indirect services provided to working children and their families. Nevertheless, and as mentioned earlier, caution is warranted regarding the magnitude of human, technical and financial resources required before such interventions are suggested.

5.13 As regards gender concerns, it should be noted that more emphasis should be focused on the girl child. Because of the high visibility of boy’s labour relative to the female child, child labour issues do not seem to have been adequately addressed with regard to the working, school-drop out or home-bound girls. The sex-disaggregated reporting of targeted children shows that the numbers of targeted girls were much smaller than targeted boys. It is difficult to assess whether that was a result of poor targeting of girls or because of girls’ invisibility, or both. This indicates the urgent need for focused and in-depth research on female child labour in terms of both analysis of nationally available secondary data as well as primary research.

5.14 Awareness and advocacy materials should note and address the gender dimension. For example, during the interview of the evaluation team with the MOI, they briefly reviewed the recently produced TV flashes and noted that examples of female child labour were missing from those flashes.

5.15 Regarding direct services, it is important to outline an effective and more extensive referral system which directs family members to income generating as well as credit programmes. The design of the system should be built upon the modest success of the income generating projects in Seyoun and Aden, as well as Sana’a’s linkage with CPI and Women’s Economic Empowering Association (WEEA), and be coordinated with other relevant institutions particularly the Social Fund for Development and the Social Welfare Fund.

5.16 In addition, practical steps should be taken to implement the agreement between the Sana’a and WEEA to train the mothers of working children on how to manage small projects before giving them a loan. Other credit programmes available through national and international organizations need to be tapped toward expanding income earning alternatives for the families of working children. Furthermore small credit may be solicited from the private sector through the FYCCI.

5.17 There is a need to establish a well organized, unified, and more comprehensive database system in which not only CLU but also all stakeholders including the three Rehabilitation s in Sanaa, Aden, and Seyoun contribute to the system.

5.18 Once the CLMS is designed and operational, extensive training should be conducted for the various IA staff members, such as FPs, inspectors, social workers and all other project-related staff.

5.19 It is highly recommended to issue a periodic newsletter (preferably electronic, since CLU already established a website: [www.childlabour-ye.org](http://www.childlabour-ye.org)) with updated data on CL incidences, targeting (prevention and rehabilitation) and achievements of the elimination of child labour. The e-newsletter may be referenced by all organizations concerned with CL, such as the SFD, UN agencies and potential donors, to stay abreast of ECL developments.

5.20 To ensure that legislation is fully enforced, intensive and on-going training should be conducted, with full-fledged IPEC technical support, to all relevant public institutions in law enforcement activities. Training and awareness-raising programmes should be implemented to relevant officials in labour inspection, schools, governorates, municipalities, workers’ and employers’ organizations and others to ensure that all key actors are familiarized with the contents and scope of legislation and with the consequences of non-compliance.

5.21 To ensure proper monitoring, the Secretariat of the National Steering Committee should build up a comprehensive database about the Committee members/ institutions to facilitate the process of coordination and policy and legislative follow-up.

## Policy for future ILO/IPEC projects:

6.1 IPEC-Yemen coordination with international organizations particularly UNDP and the World Bank is extremely important to achieve one of the main objectives of the IPEC programme namely mainstreaming child labour issues in national policies and plans. In the last few years, UNDP has been extensively providing the Government of Yemen (GoY) with technical assistance to develop numerous national policies and plans including the Poverty Reduction Strategy and Vision 2025. The World Bank has similarly provided technical support to develop national strategies including the National Children and Youth Strategy and the Basic Education Strategy. A good level of coordination with these international organizations will ensure the incorporation of Child labour concerns in national policies and programmes.

6.2 The GoY needs to earmark within its regular annual budgets certain funds to recruit, staff and pay remuneration for the program-related workers, such as coordinators, inspectors, monitoring analysts, educators and social workers etc. The MOSAL (Head of the NSC) in coordination with MOPIC and Ministry of Finance (as suggested new members of the NSC) may coordinate and earmark those funds at the higher national decision making levels, as part of the commitment of the GoY to address, combat, and progressively and eventually eliminate child labour.

6.3 Similarly, the inclusion of a representative from the Ministry of Awqaf and Endowment into the NSC will enhance the resources available for awareness raising and advocacy against CL throughout the local communities, mainly through the Friday prayer and mosque sermons. Training and education in CL issues need to be secured before any such inclusion in the NSC or community-level dissemination of religious messages/sermons.

6.4 A closer coordination with the Higher Council for Motherhood and Childhood is essential for exerting pressure on the relevant government institutions (Ministry of Legal Affairs, the Council of Ministers, and the Parliament) for the approval of the recommended amendments of the national laws in harmony with international conventions.

6.5 Further policy recommendations would include coordination with the MOE for training teachers of the basic education levels nation-wide in issues of CL; also ensuring recruitment of trained female teachers nationally.

6.6 The restructuring of the National Steering Committee to include the Ministry of Development and International Cooperation as well as the Ministry of Finance, is essential for the realization of the project's objectives particularly the modification and congruent funding of a number of poverty alleviation, education and social development policies and programmes and to strengthen their child labour dimension.

6.7 There is a general consensus among stakeholders including senior officials in MOSAL that the status of the Child Labour Unit (CLU) in MOSAL should be elevated to a General Directorate with expanded staff and a bigger government budget allocation. It is recommended that the CLU be integrated into the Labour Relations Sector of MOSAL which oversees a wide range of relevant issues including inspection, labour disputes, occupational health and safety, and worker unions' and employer organizations' affairs.

6.8 In the last few years, the Government of Yemen (GoY) has acknowledged the existence of child trafficking from Yemen to neighbouring countries. However, the 2nd phase of the IPEC project did not include specific interventions to combat the phenomenon with the exception of an initial assessment and contact with the central and local authorities to discuss possible cooperation. Any future IPEC programme in Yemen should include the provision of technical assistance to combat child trafficking as one of its priorities. Coordination and cooperation with other international agencies, particularly UNICEF, ACCESS-MENA, Swedish Save the Children (Radda Barnen), and other international organizations such as OXFAM must be an integral part of

future IPEC programming in Yemen, especially in light of technical assistance and resource mobilization.

#### Summary Conclusion:

So in summary, one concludes that there are the common recommendations that would apply to the projects in both countries, however it is of critical importance to study each country's situation separately and continue to design the appropriately tailored program for its unique needs, circumstances and resources, bearing in mind the proper utilization of and capitalization on the already capacitated human resource. As mentioned earlier in the report, exchange of information, the lessons learnt as well as the good practices may be shared to broaden the prospects of knowledge formation and sharing.

## Annexes

### *Annex 1. Terms of Reference*



**International Programme on the Elimination of Child Labour  
ILO/IPEC**

**Final Version : Basis  
for Contract  
February 2008**

**Terms of Reference  
For  
Independent Evaluation  
Supporting the National Policy and Programme Framework for  
the Elimination of Worst Forms of Child Labour in Lebanon and  
Yemen: Consolidating Action Against Worst Forms of Child  
Labour**

ILO Project Code	RAB/04/P51/USA
ILO Project Number	P.265.03.500.051
ILO Iris Code	12475
Country	Lebanon and Yemen
Duration	42 months
Starting Date	September 2004
Ending Date	March 2008
Project Locations	National level and selected districts
Project Language	English and Arabic
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$3,000,000

## I. Background and Justification

- 1 The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
- 2 A **TBP** is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.<sup>12</sup>
- 3 The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Lebanon and Yemen is one of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level.<sup>13</sup>
- 4 From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.
- 5 ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>

<sup>12</sup> More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

<sup>13</sup> The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.



- 6 The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks.
- 7 The current project comprises of two distinct components for Lebanon and Yemen with a centralized management in the ILO Regional Office for Arab States (ROAS) in Beirut, Lebanon.

## **Lebanon**

- 8 The Government of Lebanon has shown commitment to the goal of eliminating child labour and has participated in the IPEC programme since 2000. That same year the Government of Lebanon ratified ILO Convention 182 and Convention 138 as well as other relevant international treaties. The first IPEC Country Programme in Lebanon was supported by the French Government (2000-2004) and the programme supported a broad range of initiatives in the areas of policy development, capacity building, promoting and coordinating partnerships, building and using the knowledge base on child labour, and awareness raising and social dialogue. The project was evaluated in March 2004. It also developed models for the prevention of child labour and the withdrawal and rehabilitation of working children.
- 9 The government has developed a National Policy and Programme Framework (NPPF) for implementing time bound measures to eliminate the worst forms of child labour. The NPPF offers the opportunity for a convergence of efforts, using the experience gained to consolidate and accelerate earlier achievements, strengthening the policy environment and aligning donor-sponsored activities in support of national priorities and programmes.
- 10 The IPEC Lebanon Programme will contribute to the implementation of the national NPPF through a NPPF Support Project (NPPFSP). The NPPFSP is designed to adopt a time-bound approach in line with the priorities set forth in the Government's NPPF document. The current project was designed to echo many of the directions of work already initiated within NPPF and is based on the frameworks' strategic priorities.
- 11 Stakeholders in Lebanon participated in a multi-disciplinary group meeting utilizing the Strategic Programme Impact Framework methodology (SPIF). The meeting was used as an opportunity for all stakeholders present to analyse the child labour situation, consider the structural and underlying causes of child labour and elaborated on the necessary changes that had to take place in the country in order to eliminate the worst forms of child labour and how IPEC can support those changes. (See the strategic programme framework in Annex 1)

## **Project approach and strategy**

- 12 There are consistent and explicit linkages with the NPPF and NPPFSP at the national and local levels (see annex 2). The project adopted a dual strategy: 'upstream' or policy work in the form of advice and support to policy-makers to create an enabling environment for direct action against child labour and the second a 'downstream' targeted interventions to reduce and prevent the worst forms of child labour through integrated area-based programmes that can serve as a replicable and upscaled models of interventions.
- 13 The following are the major components of the Lebanon programme:  
**Policy environment:**
  - Legislative framework
  - Capacity building: Knowledge base, child labour monitoring, training and technical advice, increasing school enrolment and retention of working children and awareness raising.

### **Targeted Interventions:**

- Support service to children
- Support service to families

14 In support of the above components the present project has **four immediate objectives**:

- Immediate Objective One: By the end of the project, the legislative framework in relation with the WFCL will be harmonized (internally and with international standards)
- Immediate Objective Two: By the end of the project, the national capacity to implement policies and programmes tackling WFCL and to enforce relevant legislation will be enhanced
- Immediate Objective Three: By the end of the project, there will be an increased awareness in Lebanon about the negative consequences of the WFCL in the country
- Immediate Objective Four: By the end of the project, effective model interventions will have withdrawn and prevented exploitative situations for boys and girls in WFCL and children at risk of being engaged in WFCL in selected areas

### **YEMEN**

- 15 The Government of Yemen has demonstrated a strong commitment to the elimination of child labour by joining the IPEC programme also in 2000. The Government ratified Conventions 182 and 138 in 2000. The Government since that time has committed itself to the formulation and adoption of a national child labour policy as called for in Convention 182. An initial draft framework as developed through a task group which was endorsed by the Government and they asked for IPEC's support to improve the contents of the framework and to broaden its coverage.
- 16 Through its Country Programme (2000-2005) IPEC provided assistance to the MOL to revise and update the draft framework to include an analysis of recent information on child labour and education; specialist input in the areas of gender, education, statistics, welfare, justice and policing, occupational health and safety and legislation. An independent evaluation at the mid-term and at the end of the project was conducted. The intention at the time of the design of the present project was that the draft NPPF would be finalised in May 2005 as an outcome of the Country Programme.
- 17 Based on the commitment by the Government of Yemen to develop the NPPF, IPEC together with USDOL support designed the present project to consolidate and carry forward the achievements of the Phase I country programme.
- 18 As part of project development activities, in May 2004 a strategic planning workshop (SPIF) (see annex 3) was held in Sanna with the participation of all stakeholders-government authorities at all levels, workers' and employers' organisations, NGOs, universities and the international donor community. The stakeholder workshop became the basis for the determining the areas in which IPEC could assist the Government of Yemen in its efforts towards developing the NPPF.
- 19 The IPEC project in Yemen will thus focus on 'upstream' policy work to create an enabling environment for action against child labour and to provide downstream support including targeted interventions and capacity development in high-leverage areas. The strategies selected reflect country priorities by building on the expected results of the ongoing CP and echo many of the directions of work already initiated. The NPPFSP (the current project) aims to consolidate the achievements of Phase I.
- 20 The project consists of the following components:
- ❖ Creation of an enabling environment: Harmonising legislation and strengthening enforcement mechanisms, capacity building of national institutions, knowledge base, child labour monitoring, strengthening the Child Labour Unit (CLU), training

- ❖ Targeted interventions: Increasing the capacity of rehabilitation centers, support for children and support for families
- 21 To carry out the following components, the present project has four immediate objectives:
- Immediate Objective One: By the end of the project, the legislative framework in relation with the WFCL will be harmonized with international standards and enforcement mechanisms strengthened
  - Immediate Objective Two: By the end of the project, the national capacity to implement policies and programmes tackling WFCL and to enforce relevant legislation will be enhanced.
  - Immediate Objective Three: By the end of the project, there will be an increased awareness in Yemen about the negative consequences of the WFCL in the country and on how to deal with this problem.
  - Immediate Objective Four: By the end of the project, effective interventions to serve as models will have withdrawn and prevented from exploitative situations boys and girls in WFCL and children at risk of being engaged in WFCL in selected areas.

## Evaluation Background

- 22 As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. The mid-term evaluation was originally scheduled for November 2006, but due to the situation in Lebanon at that time, it was decided to re-schedule the evaluation to a time when field visits could be conducted. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process. This draft TOR is being circulated to seek further inputs from the stakeholders since the last consultation took place in 2006.
- 23 The project will be ending in May 2008. It is now being proposed that we hold only one independent evaluation of the project with prior agreement from the key stakeholders.

## II. Scope and Purpose

### Scope

- 24 The evaluation will cover the IPEC project of support project in Lebanon and Yemen. This evaluation will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL and especially the National Policy and Programme Framework. The evaluation should **focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.**
- 25 Each component will be seen as an individual project. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. The evaluation should look at **the project as a whole**, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and any specific recommendations for use in the NPPF in Lebanon and in Yemen. Links between the two projects and any common approaches as well as the support received from the regional management structures will be examined as well.
- 26 The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account

relevant factors and developments in the national process as well as the political climate of the countries. The focus of the evaluation however will be on the IPEC project NPPFSP in Lebanon and Yemen.

## Purpose

- 27 The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in programming future activities, existing or planned ILO/IPEC interventions as well as in the broader terms of action against child labour in the context of the Time Bound Programme process.
- 28 It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing NPPF Support Project to the NPPF in Lebanon and Yemen. In addition, the evaluation will serve to document potential good practices and models of interventions that were developed in the life cycle of this project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the countries.
- 29 The evaluation will have to take into account relevant factors and developments in the national TBP process. This is in view of the focus on the contribution of the ILO/IPEC Project of Support to the general TBP process in the promotion of an enabling environment, and as a facilitator in the overall national TBP strategic programme framework. However, the main focus of the evaluation will be on IPEC Project of Support as a component of the national TBP process.
- 30 Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of “learning by doing” of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
- 31 The findings of this evaluation will be an important input into any future design of a potential further phase of the present project for Lebanon or in the context of the Decent Work Country Programme in Yemen. It is thus proposed that the evaluation and any further design of the further phase be undertaken by the same consultant. The link between the evaluation process and the design process would allow for a clear and valuable flow of lessons learned and good practices from one phase to the other and would allow ILO to firmly base the project document on the experiences and findings from its experiences in Lebanon and Yemen.

## III. Suggested Aspects to be Addressed

- 32 The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency and sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*.
- 33 In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

- 34 The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). **The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.**
- 35 The evaluation will be conducted following UN evaluation standards and norms and the OECD DAC principles.
- 36 In general, it is of key importance that the evaluation opens the doors and causes discussions on the engagement of partners, communities, families (where relevant) and governmental organizations. In particular, the evaluation will review levels of complementarity and synergy between the activities carried out by various partners, such as between development agencies (UN agencies such as UNICEF, UNESCO, UNFPA etc., as examples); between ministries: ministries of social development / welfare, labour, education, planning; ministries of economy and finances; between the authorities of local level, of regional level and national level; and between agencies of implementation.

### **List of Suggested Aspects to Address**

#### **Design and Planning (Applicable to both countries)**

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders.
- Were lessons learned from past IPEC interventions in Lebanon and Yemen (examples: the country programmes in Lebanon and Yemen) incorporated into the project design?
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation in both countries was taken into consideration at the time of the design and whether these were considered and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- How well did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?
- Are the time frame for programme implementation and the sequencing of project activities logical and realistic? If not, what changes are needed to improve them?
- Is the strategy for sustainability of impact defined clearly at the design stage of the project?
- How relevant are project indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring results.
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children?
- Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
- Are the linkages between inputs, activities, outputs and objectives clear and logical? Do the action programmes designed under the project provide clear linkages and

complement each other regarding the project strategies and project components of intervention?

- Assess the decision to link country programs in Lebanon and Yemen through a common project and CTA. Did these linkages create efficiencies and promote knowledge-sharing? What were any constraints of this setup if any.

### **Achievements (Implementation and Effectiveness)**

- Examine the preparatory process and its effect on delivery
- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity; were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs, especially in regards to meeting the target of withdrawing and preventing children by means of the pilot interventions.
- Assess the criteria for selecting beneficiaries for the project
- Assess the participation of different relevant actors in the National Steering Committee (e.g. Ministry of Labour's Child Labour Unit, Ministry of Education, Science and Technology, trade unions, employers' organizations etc.) How are these structures participating in program implementation? How is this participation contributing to progress toward project's objectives?
- Assess the results of the relationship between the NSC and the implementing agencies, what is their collaboration.
- Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Please examine the project's coordination with other child-focussed interventions supported by IPEC or by other organisations in Lebanon and Yemen, specifically the USDOL-funded CHF ACCESS MENA project. To what extent were synergies exploited and economies of scale created?
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work in the future on the NPPF.
- How effective has the project been at stimulated interest and participation in the project at the local and national level?
- Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs.
- How appropriate were the criteria for selecting the AP regions and sectors?
- Assess the effectiveness of the action programmes implemented and their contribution to the immediate objectives of the project. Has the capacity of community level agencies and organizations in Lebanon and Yemen been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Will the entire target population been reached? Are the expected outputs being delivered in a timely manner, with the appropriate quantity and quality?
- Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), processes or systems.
- Please assess the project's beneficiary monitoring system, how effective is the project's beneficiary monitoring strategies.
- How effectively are strategies for child labour monitoring being implemented??
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?

- Assess the project's gender mainstreaming activities.
- What kinds of benefits have the target beneficiaries gained?
- To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?
- How effective is the project in raising awareness about child labour and in promoting social mobilization to address this issue?
- Identify unexpected and multiplier effects of the project.
- How effectively has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other projects launched in support of the NPPF thus far)?
- How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?
- How relevant and effective are the studies commissioned by the project in terms of affecting the national debates on education and child labour?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects.
- Examine how the ILO/IPEC project have interacted and possibly influenced national level policies, debates and institutions working on child labour.
- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NPPF and by other partners.
- Assess the influence of the project on national data collection and poverty monitoring or similar process.
- Assess the extent to which the ILO/IPEC project of support has been able to mobilize resources, policies, programmes, partners and activities to be part of the NPPF.
- Please examine the contribution of the projects on the project's 'safety net' activities such as micro health insurance, micro-savings schemes and community level income generating activities.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources.

### **Relevance of the Programme**

- Examine whether the project responded to the real needs of the beneficiaries.
- Validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- How does the strategy used in this project fit in with the national education and anti-poverty efforts, and interventions carried out by other organizations? Does the programme remain consistent with and supportive of the NPPF?
- Does the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?

### **Sustainability**

- Assess to what extent a phase out strategy has been defined and planned and what steps are being taken to ensure sustainability. Assess whether these strategies have been articulated/explained to stakeholders.
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.

- Assess the contributions of the project regarding sustained action and involvement by local/national institutions (including governments) and the target groups.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NPPF.
- Assess the feasibility/sustainability of a new phase in light of the achievements of the project in terms of national ownership, national policy frameworks etc.

### **Special Aspects to be Addressed:**

- Examine the extent and nature to which the ILO/IPEC project of support (NPPFSP) has provided key technical and facilitation support to the further development, enhancement and implementation of the NPPF.
- In addition to the general lessons learned and recommendations provide specific lessons and recommendations on how to integrate the lessons from the project into planning processes and implementation for the NPPF as a TBP approach in Lebanon and Yemen, particularly focusing on identifying elements of emerging effective models of interventions.
- **As this project is designed as a regional project, are there any links between the two projects? What benefits were there from having a regional project design?**
- **Assess the implications, if any, of this regional approach versus a national approach.**
- How was the Strategic Programme Impact Framework or similar strategic planning approaches used as a national planning process with national key stakeholders?
- Any specific recommendations for orienting the projects in the two countries for future design purposes.

## **IV. Expected Outputs of the Evaluation**

37 The expected outputs to be delivered by the evaluation team are:

- A desk review
- Evaluation instrument prepared by the evaluation team reflecting the combination of tools and detailed instruments needed to address the range of selected aspects to address and considering the need for triangulation. A common framework should be established to ensure common information is available in the two reports for the synthesis work.
- Field visit to Lebanon by one member of the evaluation team and field visit to Yemen for the other member
- Stakeholder workshops facilitated by the evaluators in Lebanon and Yemen including pre-workshop programme and briefing note
- Draft evaluation report. The evaluation report should include stakeholder workshop proceedings and findings from field visits by evaluation team
- Final Report for each country including:
  - ✓ Executive Summary with key findings, conclusions and recommendations
  - ✓ Clearly identified findings
  - ✓ Clearly identified conclusions and recommendations
  - ✓ Lessons learnt
  - ✓ Potential good practices and effective models of intervention.
  - ✓ Findings and recommendations relevant to future design processes
  - ✓ Appropriate Annexes including present TORs
  - ✓ Standard evaluation instrument matrix
- Synthesis report covering both evaluation reports by the team leader



- 38 The total length of the evaluation reports should be a maximum of 30 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
- 39 All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
- 40 The final reports will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the evaluation team should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

## V. Evaluation Methodology

- 41 The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
- 42 The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
- 43 The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Lebanon and Yemen and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
- 44 The evaluation will be carried out using a desk review of appropriate material, including the project documents, progress reports, outputs of the project and action programmes, results of any internal planning process in the two countries and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultants will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by DED prior to the commencement of the field mission
- 45 The evaluation will be carried out using a desk review, a briefing meeting in Beirut at the ILO-Beirut office with the CTA, field visits to project locations in Lebanon and Yemen to interview project staff and project partners, beneficiary girls and boys and other key stakeholders. A workshop will be held in Beirut and Sanna.

- 46 The evaluators will interview the donor representative and ILO/IPEC HQ and regional backstopping officials through a conference call early in the evaluation process, preferably during the desk review phase.
- 47 The evaluation methodology includes two workshops in each of the respective countries. These workshops will take place towards the end of the fieldwork. The results of these workshops should be taken into consideration for the preparation of the draft report. The consultant will be responsible for organizing the methodology of the workshops. The identification of the number of participants of the workshops and logistics will be under the responsibility of the project team to be decided in consultation with the evaluation team. Key project partners should be invited to the stakeholder workshops.
- 48 Once the evaluation reports are completed, the team leader will produce a **synthesis report** covering both countries.

#### **Composition of the evaluation team**

- 49 The evaluation will be carried out by two lead evaluation consultants that previously have not been involved in the project and national consultant(s) (depending on the profile of the two lead consultants). The lead consultants are responsible for drafting and finalizing the evaluation report. Both evaluation consultants are expected to submit an evaluation instrument based on the desk review, one evaluator will be designated team leader, the team leader will be responsible for consolidating the evaluation instrument, coordinating the evaluation in view of the synthesis report to be produced (ensure that common questions are being asked in both countries to facilitate an analysis of the evaluation reports) and for producing the synthesis report at the end of the evaluation process in addition to the country evaluation report.
- 50 The background of the **evaluators** (International Consultants) should include:
  - Relevant background in social and/or economic development.
  - Experience in the design, management and evaluation of development projects, in particular with policy level work, institution building and local development projects.
  - Experience in evaluations in the UN system or other international context as team leader
  - Relevant regional experience preferably prior working experience in Lebanon or Yemen
  - Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated.
  - Experience at policy level and in the area of education and legal issues would also be appreciated.
  - Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.
  - Familiarity with and knowledge of specific thematic areas.
  - Fluency in English and preferably working knowledge of Arabic.
  - Experience facilitating workshops for evaluation findings.

The background of the **evaluation team member(s)** (National Consultants) should include:

- ✓ Experience in evaluation of development projects, in particular with local development projects.
- ✓ Relevant background in social and/or economic development
- ✓ Experience in the area of capacity building and children's and child labour issues and rights-based approaches in a normative framework in the country context would be highly appreciated
- ✓ Experience working in their country
- ✓ Fluency in English

- ✓ Experience facilitating workshops for evaluation findings

- 51 The lead evaluators will be responsible for undertaking a **desk review** of the project files and documents, participate in the briefing meeting in Beirut and undertake **field visits** to the project locations, **and facilitate the workshops**.
- 52 The **national consultant(s)** will be responsible for undertaking a desk review, preparing a background document in consultation with the lead evaluators, participate and take notes during the field visits, support planning and facilitation of the workshops and provide input as discussed with the team leader to the draft report.
- 53 The lead evaluators will be responsible for **drafting** the evaluation report. Upon feedback from stakeholders to the draft report, the lead evaluators will further be responsible for **finalizing** the report **incorporating** any comments deemed appropriate.
- 54 The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project offices in Beirut and Sanna with the administrative support of the ILO office in Beirut. DED will be responsible for consolidating the comments of stakeholders and submitting it to the evaluators.
- 55 It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the **UN evaluation standards and norms**.

## Timetable and Workshop Schedule

- 56 The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.
- 57 The evaluator will be engaged for 5 workweeks of which two weeks will be in country in Lebanon and Yemen respectively. The timetable is as follows.

Phase	Responsible Person	Tasks	Duration and Dates
I	Lead evaluators & national consultants	<ul style="list-style-type: none"> <li>○ Telephone briefing with IPEC DED</li> <li>○ Desk Review of project related documents</li> <li>○ Evaluation instrument based on desk review</li> <li>○ Briefing in Beirut with CTA and evaluation team</li> </ul>	(5 work days) Feb. 4-8  Feb. 14-15 (two days in Beirut)
II	Lead Evaluator I & National consultant 1	<ul style="list-style-type: none"> <li>○ In-country to Lebanon for consultations with project staff</li> <li>○ Consultations with project staff /management</li> <li>○ Field visits</li> <li>○ Consultations with girls and boys, parents and other beneficiaries</li> <li>○ Workshop with key stakeholders</li> </ul>	(7 work days) Feb. 18-26
	Lead Evaluator II & National Consultant II (If appropriate)	<ul style="list-style-type: none"> <li>○ In-country to Yemen for consultations with project staff</li> <li>○ Consultations with project staff /management</li> <li>○ Field visits</li> <li>○ Consultations with girls and boys, parents and other beneficiaries</li> <li>○ Workshop with key stakeholders</li> </ul>	(14 days) Feb. 18-29
III	Lead Evaluators	<ul style="list-style-type: none"> <li>○ Draft report based on consultations from field visits and desk review and workshop in the project countries in evaluator's home country</li> </ul>	(8 work days) Immediately following field visits and no later than March 7th for Lebanon and March 12 <sup>th</sup> for Yemen
IV	DED	<ul style="list-style-type: none"> <li>○ Circulate draft report to key stakeholders</li> <li>○ Consolidate comments of stakeholders and send to team leader</li> </ul>	When draft report received from evaluators
V	Lead Evaluators	<ul style="list-style-type: none"> <li>○ Finalize the report including explanations on why comments were not included</li> </ul>	When comments received from stakeholders (3 work days)

VI	Team Leader	○ Synthesis report covering Lebanon and Yemen	When both reports are finalized (7 days)
TOTAL WORK DAYS			○ TOTAL WORK DAYS 39 days for evaluation team leader and 30 days for evaluator II

## Sources of Information and Consultations/Meetings

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

Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee
- Telephone discussion with USDOL Mr. Mihail Seroka
- USDOL ACCESS MENA project management
- Interview with U.S. Embassy Beirut and Sanaa
- Interviews with national partners

## Final Report Submission Procedure

58 For independent evaluations, the following procedure is used:

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

## VI. Resources and Management

### Resources

59 The resources required for this evaluation are:

- For lead evaluator I:
  - Fees for an international consultant for 39 work days
  - Local DSA in project locations for maximum three nights in Beirut and 15 nights in various locations in Yemen

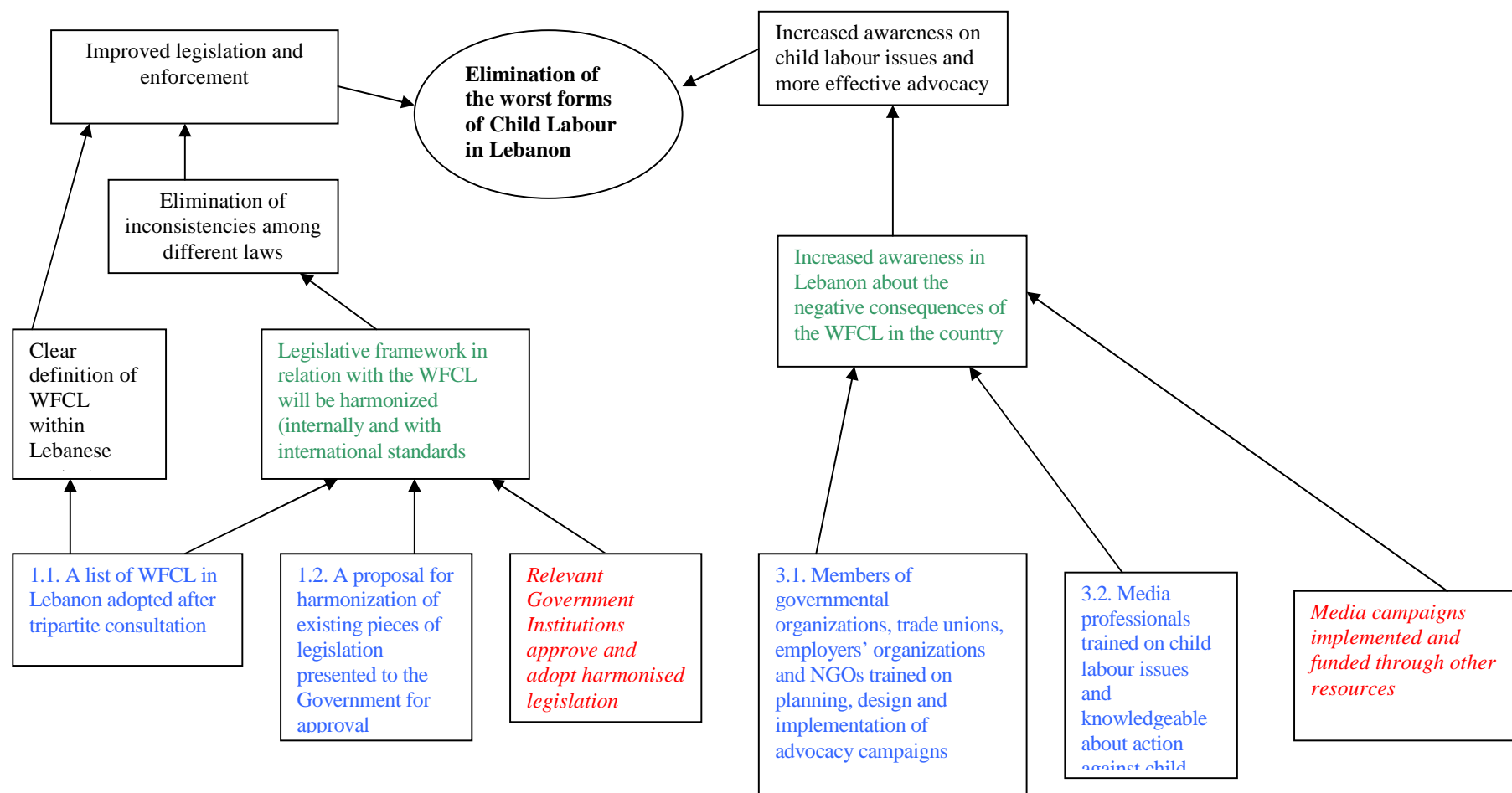
- Travel and visa from consultant's home residence to Beirut and to Yemen in line with ILO regulations and rules
- For national consultant Yemen (if appropriate):
  - Fees for a national consultant for 15 days
  - DSA as relevant for various locations in Yemen
- For evaluator II
  - Fees for an international consultant for 30 work days
  - Local DSA in project locations for maximum 12 nights in various locations in Lebanon
  - Travel and visa from consultant's home residence to Lebanon in line with ILO regulations and rules
- For national consultant Lebanon (If appropriate):
  - Fees for a national consultant for 15 days
  - DSA as relevant for various locations in Lebanon
- For the evaluation exercise as a whole:
  - Fees for local travel in-country in Lebanon and Yemen
  - Stakeholder workshops expenditures in Beirut and Sanaa
  - Any other miscellaneous costs.

A detailed budget is available separately.

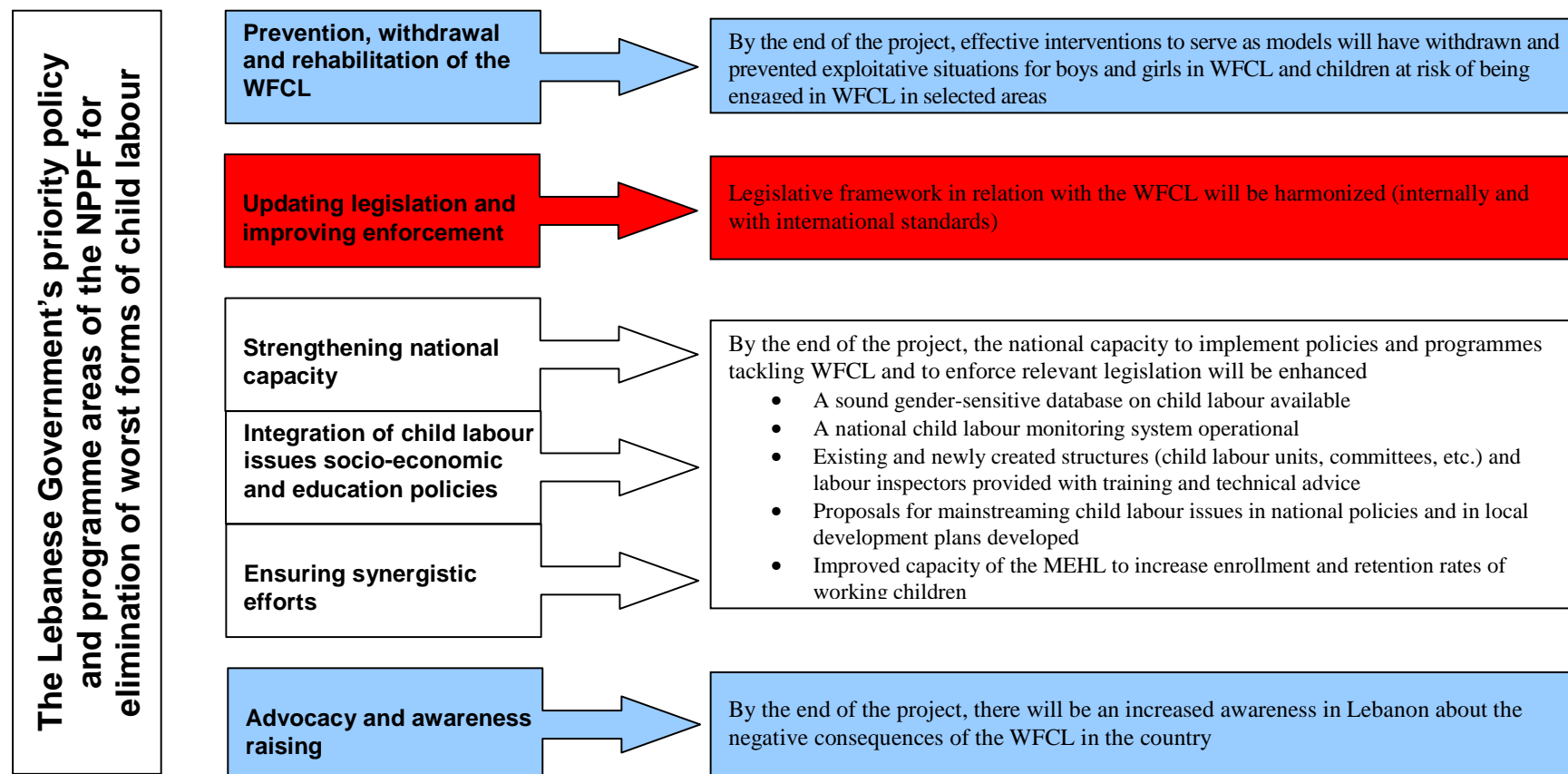
## **Management**

- 60 The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Beirut and Sanaa and the ILO Regional Office for Arab States in Beirut will provide administrative and logistical support during the evaluation mission.

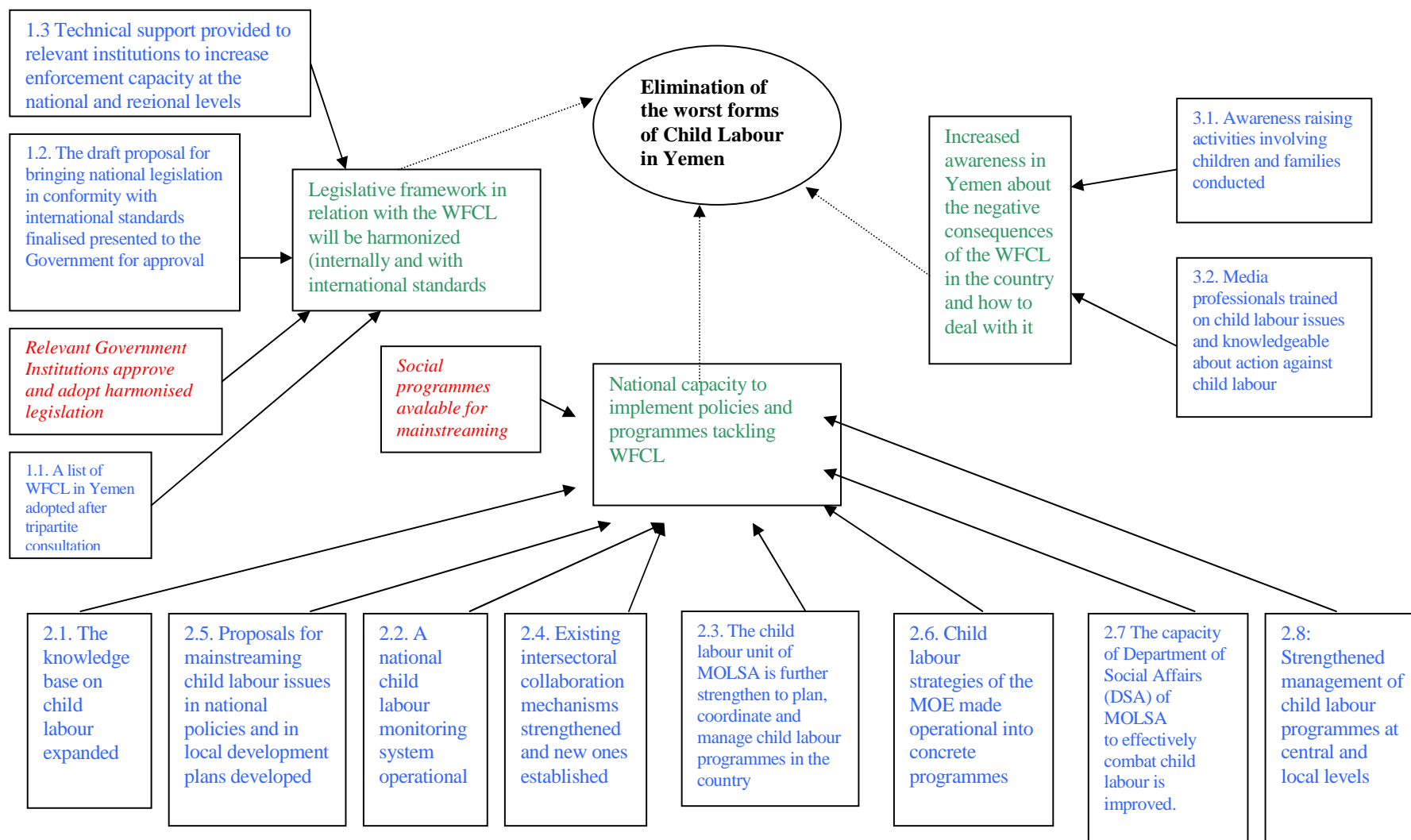
# Annex 1 of the Terms of Reference: PROGRAMME FRAMEWORK LEBANON



## Time-Bound Programme Support Project



# Annex 3 of the Terms of Reference: Strategic Programme Framework Yemen





## ***Annex 2. Lebanon National Report***

### **Independent Evaluation**

#### **Supporting the National Policy and Programme Framework for the Elimination of the Worst Forms of Child Labour in Lebanon: Consolidating Action Against the Worst Forms of Child Labour**

**Prepared by  
Mouna H. Hashem, PhD  
&  
Habbouba Aoun**

**28 July 2008**

ILO Project Code	RAB/04/P51/USA
ILO Project Number	P.265.03.500.051
ILO Iris Code	12475
Country	Lebanon and Yemen
Duration	42 months
Starting Date	September 2004
Ending Date	31 May 2008
Project Locations	National level and selected districts
Project Language	English and Arabic
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: US \$3,000,000

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## List of Acronyms

<b>ACCESS MENA</b>	Alternatives to Combat Child Labour Through Education and Sustainable Services
<b>ARC</b>	Armenian Relief Cross
<b>AFO</b>	Administrative and Financial Officer
<b>ALI</b>	Association of Lebanese Industrialists
<b>CBO</b>	Community based organization
<b>CDR</b>	Council for Development and Reconstruction
<b>CLMS</b>	Child labour monitoring system
<b>CLU</b>	Child Labour Unit
<b>CP</b>	Country Programme
<b>CRC</b>	Convention on the Rights of the Child
<b>CTA</b>	Chief Technical Advisor
<b>EFA</b>	Education for All
<b>ESCWA</b>	Economic and Social Commission for Western Asia
<b>FAO</b>	Food and Agricultural Organization of the United Nations
<b>GCTL</b>	General Confederation of Lebanese Trade Unions
<b>GCLW</b>	General Confederation of Lebanese Workers
<b>GP</b>	Good Practices
<b>HCC</b>	Higher Council for Childhood
<b>HFSD</b>	Hariri Foundation for Social Development
<b>ILO</b>	International Labour Organization
<b>IPEC</b>	International Programme on the Elimination of Child Labour
<b>KYJCSC</b>	Kamel Youssef Jaber Cultural Social Center
<b>LCDP</b>	Local Community Development Programme
<b>LL</b>	Lessons learned
<b>MEHE</b>	Ministry of Education and Higher Education
<b>MOIM</b>	Ministry of Interior and Municipalities
<b>MOL</b>	Ministry of Labour
<b>MOSA</b>	Ministry of Social Affairs
<b>NPM</b>	National Project Manager
<b>NPPF</b>	National Policy and Programme Framework
<b>NPPFSP</b>	National Policy and Programme Framework Support Project
<b>NSC</b>	National Steering Committee
<b>PC</b>	Project Coordinator
<b>PRC</b>	Provincial Rehabilitation Centre
<b>RA</b>	Rapid Assessment
<b>ROAS</b>	Regional Office for Arab States
<b>SDC</b>	Social Development Council
<b>SPF</b>	Strategic Programme Framework
<b>TBP</b>	Time-Bound Programme
<b>UNDP</b>	United Nations Development Program
<b>UNESCO</b>	United Nations Educational Scientific Cultural Organization
<b>UNHCR</b>	United Nation High Commission for Refugees
<b>UNICEF</b>	United Nations Children's Fund
<b>USDOL</b>	United States Department of Labour
<b>WB</b>	World Bank
<b>WFCL</b>	Worst forms of child labour

## Executive Summary

The NPPFSP was launched in September 2005 to support the Lebanese government implement the NPPF and thus implement its international commitment to the ratification of ILO Conventions No. 182 and No. 138.

In light of the ending of the NPPFSSP in 31 May 2008, an independent evaluation was conducted to assess the project's performance in achieving its objectives. The following evaluation report pertains only to the project in Lebanon. The findings of the evaluation highlights lessons learned (*LL*) and good practices (*GP*). Moreover, it aims to serve as a learning tool for IPEC and project's stakeholders and partners on measures that could be considered for future interventions.

The methodology employed in the evaluation was qualitative and conducted in a participatory approach to encourage the IPEC project team, stakeholders and implementing partners to share their experiences. The evaluation instrument applied addresses key questions pertaining to the project's three major components: project design, implementation and achievements. ILO's four criteria- relevance, effectiveness, efficiency and sustainability- were also incorporated. Data collection and analysis consisted of primary and secondary data. The first entailed desk review of project documents; the latter was carried out by a ten-day country visit by the international and national consultants whereby they collected data by field visits to project sites, interviews with project management, stakeholders and implementing partners, focus group meetings with direct and indirect beneficiaries, and a workshop.

The NPPFSP is a regional project implemented in Lebanon and Yemen (September 2004- May 2008), with a centralized management in the ILO Regional Office for Arab States in Beirut, Lebanon and backstopping in HQ, Geneva. Its CTA oversees project implementation in both countries. In Lebanon, the project builds on achievements of IPEC's country programme (Phase I, 2000-2004). At the national level this includes continuing support government's implementation of the NPPF by harmonizing its legal framework, strengthening its institutional capacity and knowledge base. At the regional level, it includes community based interventions for the withdrawal, prevention and rehabilitation of children involved in the WFCL. Thirteen Action Programmes (APs) are currently operational under the support of IPEC's management team and implemented by IPEC's partners (government and non-government agencies).

### Project Design

Project design of the NPPFSP is based on selecting project objectives that coincide with those of the NPPF and providing outputs whose outcomes would converge to the NPPF. The project's objectives therefore include:

1. to harmonize the national legislative framework in relation with the WFCL with international standards;
2. to support national capacity building to implement policies and programmes tackling WFCL and to enhance enforcement of relevant legislation;
3. to increase awareness regarding the negative consequences of the WFCL in the country;
4. to have effective models of interventions to withdraw and prevent exploitative situations of boys and girls in WFCL and children at risk of being engaged in WFCL in selected areas.

Findings of the evaluation conclude that the project design was relevant and effective in meeting the demands of the government and the cultural, economic, and social attributes of the country. This is demonstrated in the following;

- it continues the work of Phase I in supporting and strengthening national and regional institution's capacities and an enabling environment for the NPPF;

- it responds to a strong need of a growing national problem of child labour as a result of political and economic crises.
- it adopts a strategy based of forming partnerships and coordination at all levels, government and non-government.
- it's multidimensional and therefore has a comprehensive approach in its activities for eliminating the WFCL.
- it is sensitive to the cultural and social composition of society, i.e., presence of different nationalities (e.g. Palestinian and Iraqi refugees and Syrians), consequently is inclusive of all children in WFCL.

Yet, the project design has two interdependent shortcomings. First, the timeframe of the project does not match the time required to reach its large target group and implement the wide scope of its activities in order to attain project objectives. Second, the human resources and project budget do not match the multitude of outputs included in the project design.

Lessons learned from the project design include:

- The importance of taking into considering the nature of the outcomes to be achieved in relation to the allocated time of the project. For example, institutionalizing the CLMS which requires macro and micro level interventions pertaining extensive training; or legislative change regarding child labour which involves lengthy bureaucratic procedures.
- Allowing sufficient time for project implementation to build capacities ensures sustainability. This was demonstrated in the extension of several project interventions from Phase 1 (MEHE, ALI, ARC and MOL, GCLW and Municipality of Tripoli). As the evaluation found, these projects are now sustainable.
- Allocating sufficient funds for project interventions affects the quantity and quality of the expected outcomes. In this case, project funds were insufficient to reach a target group of 6,900 children in different geographic areas and implement all activities. Furthermore, limited financial resources for APs placed financial burdens on implementing partners.
- Assigning project staff based on the magnitude of the project would allow more project activities to be implemented.

### Project Implementation

Assessing performance of project implementation includes the implementation strategy, delivery of services, monitoring, targeting, management and partnerships. Also taken into consideration are constraints and/or exogenous factors that may have affected project performance.

The evaluation found that the project's dual strategy-upstream-downstream as implemented by IPEC is relevant and efficient in allowing the project take on multidimensional channels in dealing with child labour. Yet, the evaluation identified another strategy operating horizontally, i.e., community-based networking between project partners, other NGOs, schools, municipalities and community leaders etc., which enhances project's performance.

The project's delivery of services consists of: (1) outputs offered by IPEC to IPs such as funds and technical support; and, (2) delivery of services by implementing partners to project beneficiaries. The project is flexible in letting implementing partners deliver services as they choose depending on their human and financial resources. As a result, this has encouraged partners in seeking partnerships in their communities and using different channels in reaching a wider network of children working under legal age or involved in the WFCL. The only drawback is that they were not allotted sufficient time or resources.

Monitoring activities are twofold: (1) the Direct Beneficiaries Monitoring and Reporting (DBMR), which includes monitoring at the project level, for example, enrollment of beneficiaries and their referral to the various project services. IPEC also uses the DBMR as the project's database; (2) The

Child Labour Monitoring System (CLMS), which is a project contribution to strengthen the MOL capacity in monitoring child labour in the entire country. It also entails dissemination of information on child labour, a help line and an electronic database. Implementing partners have complained that the DBMR data forms are too long, time-consuming, confusing and not culturally sensitive. Extending the DBMR to operate at a national level, i.e., the CLMS as required is still work in progress and would not be completed by the end of project timeline.

At the time of the evaluation, the project's direct beneficiaries included 3,902 children (2,016 boys and 1,886 girls). Project's targeting activities include gender equality and the APs offer gender appropriate activities to boys and girls. One difficulty in targeting efforts was reaching children in more exploitative and hazardous forms of child labour such as drug trafficking, domestic work, or prostitution, because reaching these children requires more specialized targeting skills. IPs need additional capacity strengthening to enhance their targeting skills if they are to effectively reach this group of children.

IPEC project management team has been a major asset to the project. Their technical capacities and social skills are of high quality and have good working relations with all stakeholders and project partners. Despite the challenging political environment and disruptions, constrained budget, human resources and timeframe, the IPEC management team has persevered in running a project of large scope and wide-ranging activities in a very impressive manner. Both the RO and HQ have been very supportive in providing the necessary administrative and technical support.

IPEC has promoted partnerships with a wide array of government and non-government agencies. IPEC's partnership with the government also included the latter's contribution to the project of \$1,500,000 in-kind, which was fulfilled by covering costs such as equipment learning materials and office premises.

The NSC reflects the project's partnership and platform for all stakeholders to collaborate and coordinate activities for the NPPF. During Phase II, the NSC convened only five times due to the resignation of the minister of MOL who chairs the meetings. This has been a hindrance to the project. Stakeholders and partners are frustrated with the paralyses of the NSC as it has obstructed them from having a platform to network and coordinate activities. Due to the NSC interrupted life span, it is a fragile entity and without IPEC support it could gradually disintegrate. ACCESS-MENA is another important IPEC's partner as it is also funded by USDOL and is the largest child labour project in Lebanon. Yet, the work of both projects is parallel rather than complementary and the partnership between them has been limited to ensuring that there is no overlap in targeting beneficiaries.

IPEC has been exposed to considerable exogenous factors to deal with during project implementation. The project's large beneficiary group of 6,900 children was difficult to reach due to its constrained budget, timeline and institutional capacity of implementing partners. Furthermore, the lengthy ILO recruitment procedures of the IPEC staff delayed project start-up. While the unstable political situation underscores exogenous factors that affect project implementation. For example, the IPEC office closed for approximately four months as a result of the Israeli conflict in July 2006. Following, the resignation of several ministers from the government during 2007 significantly delayed project activities that required ministerial signatures.

### Achievements

During the 20-month period in operation IPEC has made significant achievements in meeting its objectives such as:

- Several research studies have been conducted and have contributed to updating information on the WFCL, gender sensitive, and will contribute to the harmonization of the legislative framework with international standards.
- Legislatively, completion of the "Hazardous Child labour List," by a working group set up by the MOL will contribute to updating Decree 700. This is a key component in the

harmonization of the Lebanese legislation with the ratified Conventions and will serve as a tool in monitoring the WFCL within the country context.

- IPs (NGOs) are capable to monitor their beneficiaries by employing the DBMR.
- Capacity building of IPs in working on child labour has been strengthened by training workshops provided by the project.
- Partnerships formed between MEHE, MOSA, NGOs and municipalities have resulted in ongoing collaborative activities, extending resources and outreach in targeting working children and those at risk.
- Capacity building of CBOs has been enhanced and is demonstrated in their taking initiative to collaborate with GOs, NGOs and schools in activities for eliminating and preventing child labour.
- IPEC has become a member of the Education for All consultative committee, as a result of the MEHE endorsement of the negative correlation of student dropout and child labour.
- Teachers trained for remedial classes have enhanced their teaching skills by adopting a more student-centered approach, consequently improving teacher-student dynamics and student achievement.
- Participants who were trained in SAMET are relating what they learned to broader issues involving employment such as job profiling, professional social skills and acquiring new skills that meet market demands. As a result, students emerge prepared to take advantage of better employment opportunities.
- ALI's CLU institutional capacity is competent and activities sustainable. They have updated its reference handbook on child labour for employers in Lebanon; heads of local and thematic trade unions are active in conducting awareness raising campaigns.
- IPEC has implemented fourteen APs out of which thirteen are running smoothly in three regions in the country.
- 3,902 withdrawn and prevented beneficiaries have gained access to formal and non-formal education, rehabilitation, counseling and health services.
- Families of beneficiaries have also benefited from health services, distribution of medicine and social follow-ups.

### Sustainability

Sustainability, as perceived in the evaluation, depends on three criteria: financial resources, human resources and institutional capacity. Some implementing partners have all three such as ALI, KYJCSC and HFSD. Other implementing partners have only been able to partially fulfil these criteria. In spite of these deficiencies all implementing partners are united by their sincere commitment to the cause of combating child labour. Their staffs have firsthand knowledge of the suffering of children in Lebanon. Given additional project support to strengthen these partners' capacities, their shared commitment guarantees their sustainability.

### **Recommendations: What Next?**

There are two options to consider regarding future interventions in eliminating the WFCL in Lebanon by enabling the Lebanese government take ownership of the NPPF. Option one involves closing IPEC on 31 May 2008, and handing over its activities to the relevant partners, particularly the NSC who will oversee the administration of the NPPF. Consequences to be considered regarding this option include:

- ILO conventions Nos. 182 and 138 would be unenforceable in Lebanon (as is the case with many laws and decrees) as the government's institutional capacity (particularly the NSC) has not reached full potential to take over the role and responsibilities in implementing the NPPF. Even though the political will is there it cannot make-up for the absence of required human capabilities.
- Even if community-based interventions would continue withdrawing and preventing children from the WFCL they would still have a challenging task without an effective legal system to

back them. Moreover, if the political and economic situation continues to be as tumultuous as it is now, child labour in Lebanon will swell.

- Investments made in the human and financial resources of the NPPFSP would have modest long-term returns.

Option two entails extending the project to a third phase as to allow it to complete its activities in securing an enabling environment for the NPPF. Under this scenario, future interventions should be considered within the following framework:

- to continue the project based on the same project design; this includes maintaining the same project objectives, target group (6,900 children) and completing unfinished project activities/outputs, especially establishing the CLMS and income generating activities for families. In addition to incorporating lessons learned and good practices identified in the Phase II independent evaluation. This recommendation is similar to that implemented in Phase I to Phase II, and has proven to be a successful strategy.
- to integrate two cross-cutting themes: 1) mainstreaming combating the WFCL by establishing CLUs in all the relevant ministries; 2) sustainability of IPs.

Based on this overall framework, more specific recommendations for project interventions are presented under each project objective. The evaluator has also included recommendations solicited from stakeholders during a final evaluation workshop. Although these recommendations are not a direct outcome of the evaluation, they are important because they are derived from the IPs experiences and knowledge gained through this project. The main report provides a detailed list of recommendations in relation to each objective.

## **1. Introduction**

### **1.1 Country Background**

Child labour is prevalent in Lebanon and has been accelerating during the last decade. This is evident in the country by the large amount of children seen working in small industrial workshops and farms. The high correlation between child labour and poverty has made this phenomenon more severe by the ongoing unstable political climate dominating the country since the civil war (1975). Although the early 1990's witnessed economic growth of 8% as a result of reconstruction programs, the trend began to deviate downward by 1994 and by 2001 it had reached 1.3% due to unsuccessful financial policies and lack of a multi-sectoral socio-economic development vision.<sup>14</sup> Consequently, disparities deepened in different geographic regions and the poverty level significantly increased. According to the Living Conditions of the Lebanese Household Survey (2004), 7% of the population is living below the poverty line.

The political and macroeconomic situation also affected changes in the demographic characteristics of the country. For instance, in 1970, 53% of the population was under the age of 19 years old and 43% under 14 years old; by 1997, these percentages had dropped to 39% and 28% respectively. The decline in these young age groups along with other factors such as immigration resulted in a decrease in child labour from 13.5% in 1970 to 7.9% in 1997. On the other hand, a slowing economy prompted many small businesses to try to reduce their costs by hiring children. A Rapid Assessment on the WFCL indicated that the most prevalent forms of child labour in the formal sector include seasonal agriculture (especially tobacco production in South Lebanon) in 2002 it was estimated to include 25,000 children.<sup>15</sup> The largest number of working children is assumed to be in the informal sector yet

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<sup>14</sup> Consultation and Research Institute 2002. National Policy and Programme Framework for the Elimination of Child Labour.

<sup>15</sup> ILO, International Programme on the Elimination of Child Labour (IPEC) Multilateral Programmed of Technical Cooperation (3September 2004), p. 10.



at the time of the evaluation no up to date statistics on child labour were available. The government is not in favor of conducting a census to assess the magnitude of this problem.<sup>16</sup>

## 1.2 Project Background

The NPPFSP is a regional project being implemented in Lebanon and Yemen by IPEC with the funding of USDOL. The project has a centralized management in the ILO Regional Office for Arab States (ROAS) in Beirut, Lebanon. There is one CTA, stationed in Beirut, responsible for the overall operational management of the project in both countries, supervision of the project team, provision of technical guidance to all components of the programme and ensuring that it pursues the ILO-IPEC and donor requirements. The overall financial administration is also supervised in Lebanon. At the country-level, each has its own NPO and administrative assistant. The IPEC office in Lebanon and Yemen are under the supervision of the ROAS in Beirut and receive backstopping and support from IPEC HQ.

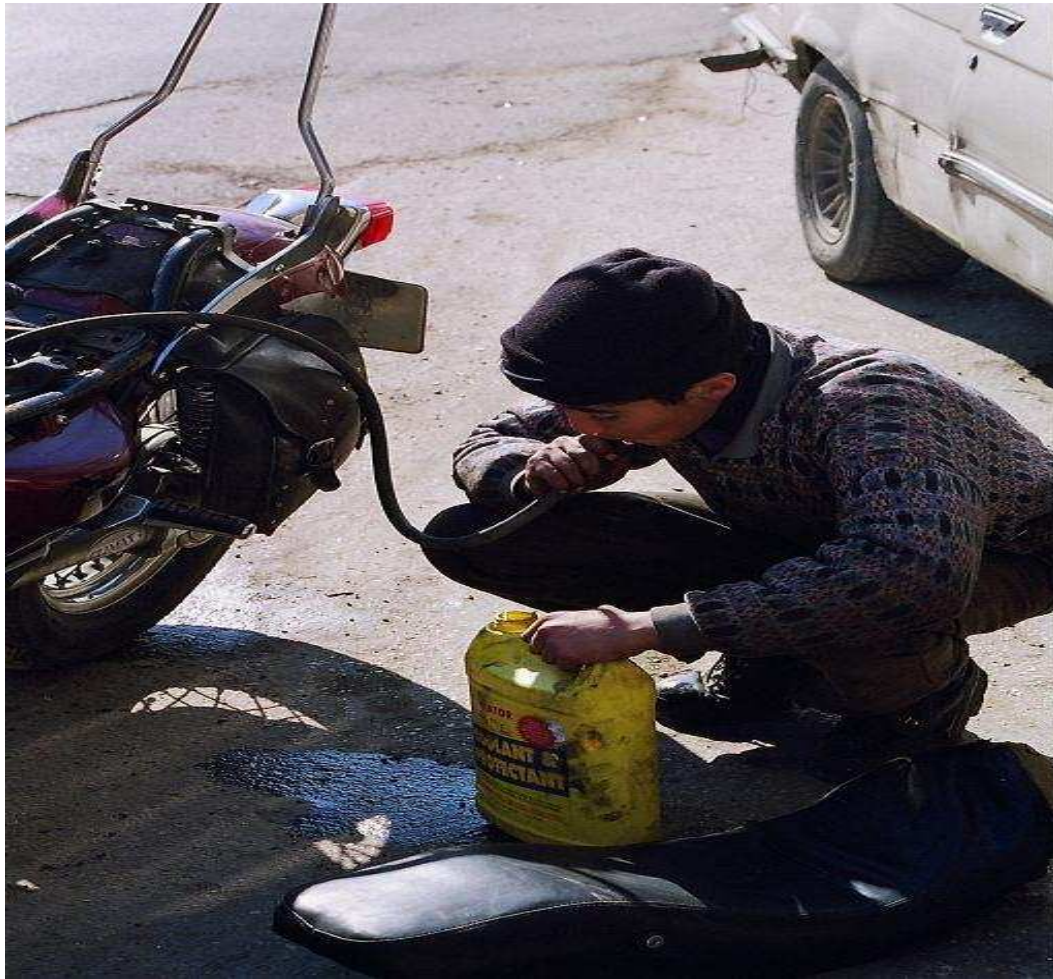
The project in both countries share the same institutional framework and project objectives, yet, each is distinct in their implementation as they operate according to their contextual environment (institutional capacity, socioeconomic and political). The following evaluation report pertains only to the Lebanon component of the project.

In support of the Lebanese government's commitment to the ratifications of the ILO Conventions No. 182 and No. 138, IPEC was setup as a four year Country Programme (CP) in Lebanon (2000 to 2004) and funded by the French Government. This CP, also referred to as Phase I, consisted of several initiatives in the domains of policy development, capacity building, promoting and coordinating partnerships, building the knowledge base on child labour, and raising awareness and encouraging social dialogue.<sup>17</sup>

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<sup>16</sup> This statement was repeatedly mentioned by officials in the MOL and MEHE and confirmed by the CTA.

<sup>17</sup> French Government funding was \$600,000. ILO, International Programme on the Elimination of Child Labour (IPEC) Multilateral Programmed of Technical Cooperation (3September 2004), p. 10.



It was during Phase I, IPEC assisted in the recomposing of the National Steering Committee in June 2000 and the Child Labour Unit (CLU) at the MOL in 2002.<sup>18</sup> A second phase was considered necessary for the transition of this CP to the National Policy and Programme Framework (NPPF). In a Memorandum of Understanding, IPEC offered to continue its support to the government in implementation of the NPPF. Accordingly, IPEC, with the funding of the USDOL, developed the National Policy and Programme Framework Support Project (NPPFSP).<sup>19</sup> The NPPFSP, therefore, was to be implemented in a time bound programme (TBP) over a timeframe of 42 months, starting 30 September 2004 and originally ending 30 March 2008. IPEC requested a two-month extension for its termination to 31 May 2008, which was granted by USDOL.

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<sup>18</sup> The NSC was originally established by the MOL after its signing of the Memorandum of Understanding with IPEC in 1997. In 2002, it was expanded to include the new IPs in the NPPFSP.

<sup>19</sup> Total funding for the project in Lebanon and Yemen was \$3,000,000; funding for Lebanon was \$1,108,850 and for Yemen \$562,000; and common costs for both countries \$334,821.

### Beneficiaries

The project's direct beneficiaries will include 6,900 children (3,750 boys and 3,150 girls). Of this total, 4,900 children would receive educational services and 2,000 children would receive non-educational interventions. These beneficiaries are classified under two categories according to ILO Conventions No. 182 and No. 138: *withdrawn* or *prevented*. *Withdrawn* children refers to those found working in conditions unacceptable for children and that have been completely withdrawn from child labour and enrolled in educational services and/or provided with training opportunities by the project.<sup>20</sup> It also includes children of legal minimum working age who were engaged in hazardous work or work that inhibits their education. As a result of the project intervention their work is no longer considered hazardous (e.g. shorter hours, safer conditions) and no longer impedes their schooling. *Prevented* refers to children prevented from entering work. This group could either consist of siblings of children engaged or previously engaged in child labour who are not working yet or children not yet working but who are at high risk of engaging in child labour.



### 1.3 Scope and Purpose of the Evaluation

In light of the ending of NPPFSP on 31 May 2008, ILO-IPEC DED in Geneva scheduled an independent evaluation. The project did not undergo a mid-term evaluation although it was originally scheduled for November 2006. Due to the political situation in Lebanon at that time, it was decided to re-schedule the evaluation to a time when field visits could be conducted. The security situation stabilized enough in early 2008 to allow field visits, consequently it was decided with key stakeholders that there will only be one independent evaluation of this project.

The evaluation aims to serve as a learning tool for the IPEC management, its stakeholders and partners. Its scope encompasses the project's overall efforts and contributions and assesses its performance in reaching its objectives and highlights lessons learned from this experience, its good practices; and what future measures could be considered to enhance project performance, if the project were to be extended, and/or other IPEC interventions. Yet, the scope of the evaluation is constrained

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<sup>20</sup> It is unacceptable work because the child is too young to enter work or if 15 years old or older is prevented from attending school or because it impedes a child's ability to learn (ILO, Convention No. 182).

due to its short timeline, particularly the field work which was conducted in 8 days in three regions.<sup>21</sup> In-depth assessments are not always possible because of the evaluation's time constraint, consequently, are at times based on the evaluator's objective judgment.

The purpose of the evaluation includes the following:<sup>22</sup>

- to review the project's design and objectives and their relevance and validity to the problem and the socioeconomic context of the country;
- to examine the project's performance to determine the extent its objectives have been achieved;
- to examine the efficiency and effectiveness of delivery of project outputs and activities;
- to identify constraints/exogenous factors that may have affected project implementation and performance.
- to draw lessons learned from experiences and good practices.

## 2. Evaluation Methodology

The evaluation is qualitative and conducted in a participatory approach to encourage the IPEC project team, stakeholders and IPs to share their experiences and lessons learned from their involvement in the project. The evaluation methodology is based on addressing key questions related to the evaluation concerns and analyzing data collected on the project's immediate objectives, its implementation and its achievement. In addition, it incorporates ILO's evaluation guidelines for independent evaluations, applying its four criteria: relevance, effectiveness, efficiency and sustainability. An evaluation matrix was designed by the consultant to outline the evaluation framework and serves as the evaluation instrument. It encompasses the project's three major components: project design, implementation and achievements and lays out the key issues to be addressed in each component, data collection, key informants and data sources (Annex 2).<sup>23</sup> For example:

- Project design key issues include the project's rationale, its objectives and relevance to the problem and the social economic and cultural context of the country.
- Implementation key issues are those that relate to the effectiveness and relevance of the strategy employed; delivery of outputs; monitoring system; targeting; project management and partnerships established. The influence of any exogenous factors and their affect on project implementation is taken into account.
- Achievements key issues include the project's performance and outcomes in relation to reaching project objectives and its sustainability.

### 2.1 Data Collection and Analysis

The consultants (international and national) were responsible for data collection. This included:

- Desk review of Technical Progress Reports (TPRs), country case studies and other relevant documents. During this period, the international consultant also had two conference calls: one with DED to discuss the scope of the evaluation and protocol and the other with USDOL to discuss issues of their concern to include in the evaluation.
- Field visits to project sites (Annex 3). The international consultant made a 10-day visit to Lebanon to conduct the evaluation in the field with the assistance of the national consultant (Annex 4). In Beirut, the evaluation team of consultants for Lebanon and Yemen completed the design of the evaluation methodology. Proceeding, visits were made to the project's Action Programmes (APs) in different geographic areas: Saida, Bint Jbeil, Nabatieh, Bourj Hammoud,

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<sup>21</sup> Field work in Lebanon was conducted over a period of 10 days of which 2 days were spent on the workshop.

<sup>22</sup> TOR (Annex 1).

<sup>23</sup> Most of the issues included are those provided in the TOR in addition to some that emerged from the desk review or during the field visits (Annex 2).

Bourg Barajneh and Sin-el-Fil. They observed project management and activities such as remedial education, literacy classes, English language lessons, art and handcrafts for younger children and vocational training for older boys and girls in computer skills, hairdressing and make-up.

- Interviews with key informants such as; IPEC project managers, stakeholders, relevant government officials and implementing partners such as NGOs, trade and worker unions, school principals and teachers. Questions from the evaluation matrix were addressed to each informant according to his/her role in the project. These interviews solicited their viewpoint on the relevance of project design, project objectives, implementation, the constraints and exogenous factors they consider to have influenced project performance, lessons learned from participating in the project and its sustainability.
- Focus group meetings were conducted with children in remedial education classes, withdrawn students in vocational training centers, remedial education teachers and NGO staff.
- A workshop was conducted at the end of the evaluation by the consultants including stakeholders and implementing partners. In addition, representatives from the US Embassy, USAID, UNHCR, UNICEF, and other donor organizations were invited (Annex 3). The purpose of the workshop was to share preliminary findings. In addition, based on these findings, participants, divided into working groups developed their recommendations to enhance project performance and sustainability.

Data analysis consists in analyzing the strengths and weaknesses in each of the project's components: design, implementation and achievements in relation to the criteria- relevance, effectiveness and sustainability. This also entails examining the rational of project objectives; the appropriateness of project outputs; linkage to the expected outcomes; its monitoring system; partnerships; and impact and sustainability.

### 3. Overview of Project Implementation

The NPPFSP was originally scheduled to begin in September 2004; however, due to several delays such as ILO's lengthy bureaucratic recruitment procedures, complications in attaining project approval from the MOLSA in Yemen, delays in the signature of the Agreement by the MEHEs regarding its legal aspects; and ministerial signatures required for opening bank accounts for government agencies including the municipalities of Tripoli and Nabatieh. it only became operational in October 2005.<sup>24</sup>

Thirteen APs out of the fourteen are currently operational under the support of IPEC's management team (Annex 3). The fourteenth AP included a theater workshop, "Street Play by Working Children," first of its kind in Lebanon. Its purpose was twofold; 1) social development of 12 working girls and boys, ages 9-17 years, and awareness-raising of the public on the negative consequences of child labour. It was the first of its kind in Lebanon. The play's performance was a big success but then gradually these children began to dropout for different reasons, especially because they could not commit to the rehearsal schedule, consequently this AP was discontinued.

These APs are implemented by IPEC's IPs (government, NGOs, ALI and GCLW). Each AP is designed to comprise activities whose outcomes would converge in achieving project objectives. Several of these APs were initiated during Phase I and were incorporated in Phase II because they were considered to be successful yet needed more time to mature into sustainable activities. These include:

- AP: Consolidating the Capacity of the MOL to Address Child Labour Problems in Lebanon. Implemented by MOL.

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<sup>24</sup> Even though the CTA was recruited in June 2005, IPEC did not become fully operational until its NPM and AFO were recruited in October 2005.



- AP: Withdrawal and Prevention of Children in the WFCL in Nabatieh. Implemented by MEHE.
- AP: Consolidating the Lebanese Industrialists Association to Address Child Labour Problems in Lebanon. Implemented by ALI
- AP: Consolidating the Lebanese Labour Unions to Address Child labour Problems in Lebanon. Implemented by GCLW.
- AP: Prevention and Elimination of the Worst Forms of Child Labour in Sin el Fil, and Bourj Hammoud in the northern poverty belt of Beirut. Implemented by ARC.
- AP: Withdrawal and Prevention of Children from the Worst Forms of Child Labour in Bab el Tebbaneh, Tripoli. Implemented by the Municipality of Tripoli.

In Phase II, some new APs replicate the activities enumerated above while others extend to reach other target groups such as Iraqi and Palestinian refugee children. A couple of APs include a theatre workshop for children and the introduction of a board game; both are designed to raise awareness and educate children on child rights and child labour. The project also includes conducting research studies to build up the knowledge base on child labour in the country, technical support and advisory activities, and workshops for strengthening capacities.

## 4. Findings

### 4.1 Project Design

The project is designed with focus on supporting the NPPF and thus setup an enabling environment to combat the WFCL in Lebanon. Its relevance is reflected in the current social and economic situation in the country. For many families child labour has become more of a necessity rather than a traditional form of family aid, a phenomenon that is evident in the growing number of children working in the poverty-ridden outskirts of Beirut and mechanics' shops in Saida and Tripoli, as well as in the rising rate of student dropouts at the elementary and secondary school levels. Consequently, the seriousness of the problem of child labour and its social impact has made it a cross-cutting issue in different government policies and strategies such as the NFFP, the Social Action Plan and the EFA strategy. Within this context, the NPPFSP underscores its relevance in Lebanon.

Therefore the project's support of the NPPF presents an opportunity for the Lebanese government to establish its legal framework, institutional capacity, knowledge base and social perception in eliminating child labour. These criteria are reflected in the NPPF objectives which include:

- Knowledge building on child labour
- Increased capacity of implementation of the NPPF and coordination
- Increased awareness on child labour issues and more effective advocacy
- More inclusive and relevant education system
- Reduced vulnerability of targeted families through socioeconomic policies and measures
- Improved legislation enforcement.

Based on these objectives, the project design of the NPPFSP sets its objectives to coincide with those of the NPPF so that its outcomes converge to provide it the necessary support. Consequently, the NPPSF objectives include:

- Harmonization of the legislative framework with international standards on child labour. This involves revision of legislation and new laws on child labour that comply with international standards to cover the informal sector where child labour is most prevalent (e.g. in farming and domestic labour). Consequently, requiring gender-sensitive studies of what comprises hazardous and exploitative child labour in Lebanon and establishing legislation.

- Capacity building of national institutions to implement policies and programmes to eliminate the WFCL and to enhance legislation. This objective translates into several components; it includes improving the database on the WFCL and making it gender sensitive; establishing an operational monitoring child labour system (CLMS); strengthening institutional capacity of existing structures (e.g. MOL inspectors) and new structures (e.g. child labour units, committees, etc.) by providing training and technical support; improving the capacity of the MEHE to increase student enrollment and retention rates; and, mainstreaming child labour issues in national development policies and programmes.
- Raising awareness about the negative consequences of the WFCL in the country. This objective is twofold: (1) designing and implementing awareness campaigns to sensitize families, schools, community, employers, GO and NGOs, the media etc., about the negative consequences of child labour and Conventions No. 182 & 138; (2) improving the knowledge base of media professionals to encourage more constructive coverage on child labour issues.
- Implementation of effective interventions to serve as models to withdraw and prevent children from exploitative situations and children at risk of being engaged in WFCL in selected areas.<sup>25</sup> This objective seeks to establish mechanisms and strengthen capacities of implementing partners to withdraw children from the WFCL and preventing those at risk, offering beneficiaries with rehabilitative, counseling and health services, in addition to formal and non-formal education. This objective also seeks to offer income-generating opportunities to families of working children.<sup>26</sup>

Strengths of the project design include:

- it continues the work of Phase I in supporting and strengthening national and regional institution's capacities and an enabling environment for the NPPF;
- it responds to a strong need of a growing national problem of child labour as a result of political and economic crises.
- it adopts a strategy based of forming partnerships and coordination at all levels, government and non-government.
- it's multidimensional and therefore has a comprehensive approach in its activities for eliminating the WFCL.
- it is sensitive to the cultural and social composition of society, i.e., presence of different nationalities (e.g. Palestinian and Iraqi refugees and Syrians), consequently is inclusive of all children in WFCL.

*LL: The project's multi-sectoral strategy, linking government and civil society, and taking into account the multidimensional demands for elimination, prevention and rehabilitation of child labourers leads to a comprehensive approach in combating the WFCL.*

Shortcomings of the project design are twofold: first, the timeframe of the project does not match the time required to reach its large target group and implement the wide scope of its activities in order to attain project objectives. For example, the project design did not take into consideration the time needed to setup the project such as; the lengthy bureaucratic procedures of recruitment of project staff and attaining official project signatures. Moreover, the time required for institutionalizing the CLMS on a national basis from the government to the school level requires extensive training and assigning roles and responsibilities for overseeing its management at each level. Second, the project budget does not match the cost of the multitude of outputs included in the project design. The project has tried to share costs by linking to implementing partners with ongoing child-focused activities; nonetheless, the

<sup>25</sup> Ibid, pgs. 12-14.

<sup>26</sup> Ibid.

budgeted costs for activities for each child (a target group of 6,900 children, raising awareness activities, rehabilitation, monitoring, etc.) are not sufficient to cover the actual costs for all the services and staff time.

#### 4.2 Implementation Strategy

The project strategy includes a dual strategy, i.e., “*upstream-downstream*.” This term is defined in the project document as follows: “*upstream is policy work in the form of advice and support to policy-makers to create an enabling environment for direct action against child labour, and downstream targeted interventions to reduce and prevent the worst forms of child labour through integrated area-based programmes that can serve as replicable and upscale models of intervention.*”<sup>27</sup> According to this definition, this strategy translates into macro and micro interventions, i.e., at the national policy level and the community level, respectively.

Yet, an *upstream-downstream* strategy should reflect a process of interventions and linkages initiated at the grass-root level moving upward to the national policy level, and vice versa, policies decreed at the national level that convert into action plans eliminating and preventing child labour (Figures 1 & 2). For example, *upstream* would include area-based interventions targeting children working in the WFCL and providing them with educational and non-educational services. These services include an upstream process linking the child, the family, school, local community, subsequently the government. At each level, roles and responsibilities are instituted to sustain protecting and preventing children from child labour. This would include raising awareness, strengthening capacities and establishing the legislative framework. In other words, the project objectives are implemented from the grass-root level upwards. Similarly, the *downstream* strategy is initiated at the national level with a legislative framework and policies then integrated in government and civil society institutions to ensure the protection and prevention of children from child labour according to Conventions No. 182 & 138.

Interestingly, IPEC applied an upstream/downstream strategy not limited to macro micro interventions but one based on linkages, partnerships and processes between government and civil society by implementing APs whose outcomes are intended to converge into project objectives.

IPEC selected its implementing partners according to the following criteria:

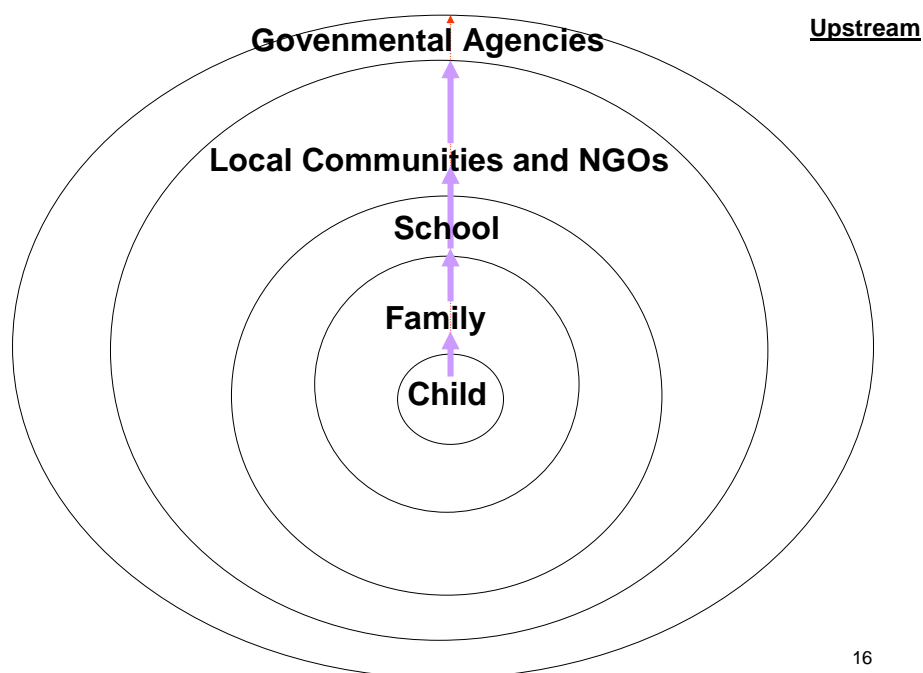
- Stakeholders who are IPEC’s tripartite partners.
- Implementing partners from Phase 1 whose activities were successful but required more time to become sustainable (e.g. ARC, ALI and KJYCSC).
- New NGO partners who have child-focused programmes and therefore an add-on child labour component is complementary to their programme.

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<sup>27</sup> Supporting the National Policy and Programme Framework for the Elimination of the Worst Forms of Child Labour in Lebanon and Yemen: Consolidating Action against the WFCL. ILO IPEC Multilateral Programme of Technical Cooperation (3 September 2004). P. 11

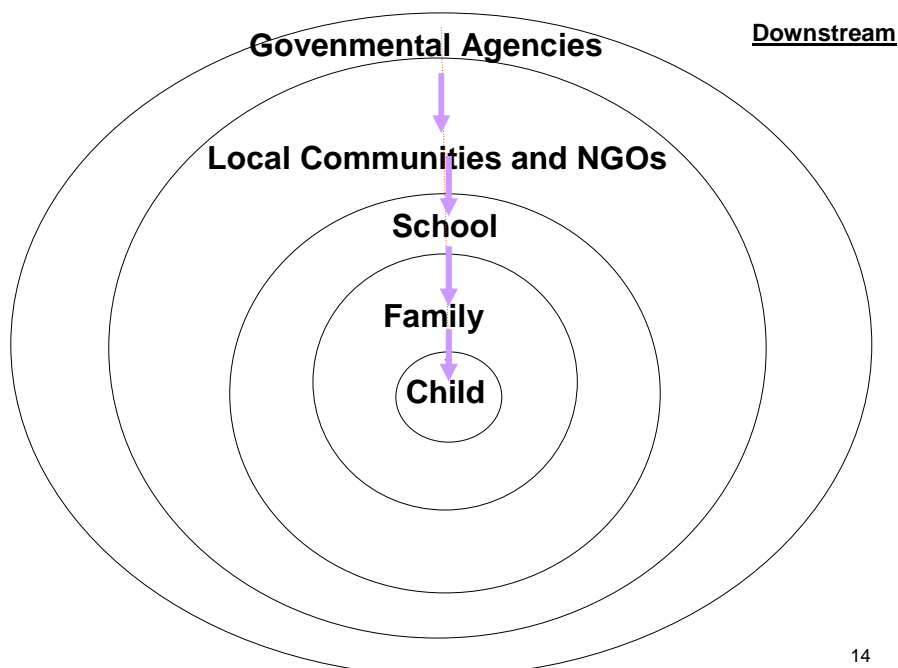


Figure 1



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Figure 2



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These criteria were appropriate for the following reasons:

- they ensured inclusion of partners whose involvement is essential to IPEC;
- they continued support of activities from Phase 1 to ascertain their sustainability;

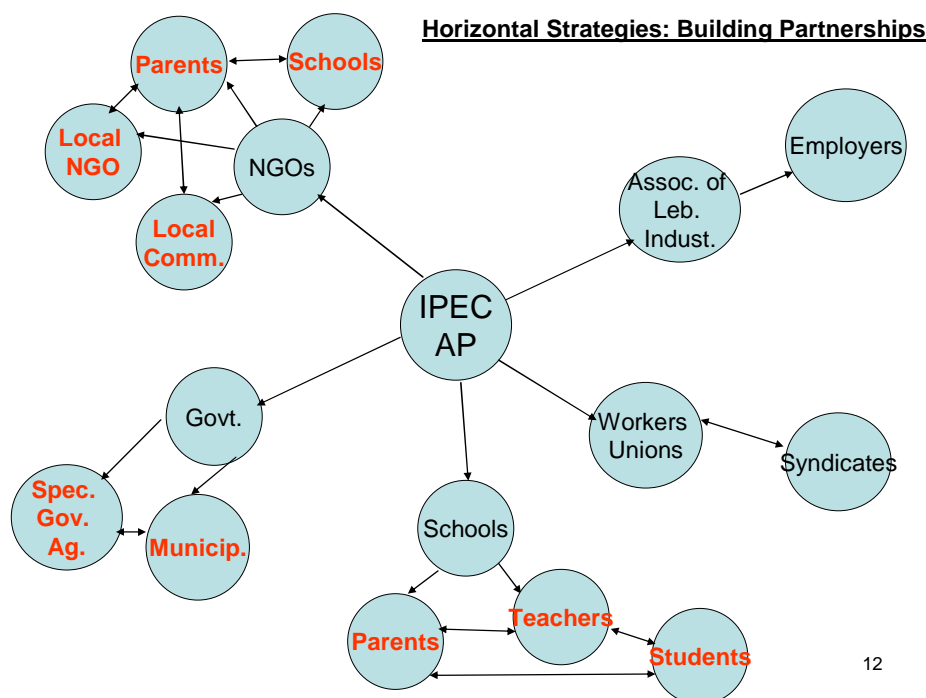
- they diversified the project by including new partners who would provide different services and extend outreach to more children in different geographic areas.

The project strategy as implemented by IPEC, therefore, has been relevant and effective in making project implementation take on multidimensional channels in dealing with child labour as intended in the project design. Yet the evaluation also identified another strategy operating horizontally, i.e., community-based networking between project partners, other NGOs, schools, municipalities and community leaders etc. (Figure 3). These partnerships have been effective in extending project outreach, sharing resources and information, and targeting working children and preventing those at risk. For example, NGOs that have established contacts with local schools are being assisted by school principals who keep them informed about students who have not re-enrolled at the beginning of the academic year or who are at risk of failing and dropping out of school. These school principals have become sensitized to issues of child labour; they have also become instrumental in trying to reintegrate children into the educational system who have been out of school for more than one year.<sup>28</sup> Because MEHE policy dictates that children who have been out of school for more than one year cannot re-enroll, principals need to apply for an exemption to allow these dropouts to re-enroll in their schools. The usefulness of this horizontal strategy in fostering networking and partnerships is illustrated by the APs in Saida and Nabatieh implemented by HFSD and KYJCSC, respectively, which have forged many partnerships with local NGOs, local government offices such as the MEHE as well as with the municipality of Nabatieh and community leaders.

*GP: Community-based partnerships have been effective in extending project outreach, sharing resources and information, and targeting working children and preventing those at risk.*

<sup>28</sup> According to the MEHE, a child who has been out of school for more than one year is not allowed to re-enroll except if the ministry grants him/her an exemption from this policy. The evaluator found during her interviews with school principals and an official from the MEHE that the ministry has become more lenient in giving exemptions so as to facilitate students' reintegration into formal education and that this shift in policy may be a result of the project. The elimination of this policy would catalyze efforts to reintegrate drop-out children back into formal education.

Figure 3



12

#### 4.3 Delivery of Services

The project's delivery of services relies on a twofold approach: (1) outputs offered by IPEC to stakeholders and implementing partners comprising of funds and technical support; and (2) delivery of services offered by IPS to project beneficiaries.

Each of the project's APs is funded according to their activities, the number of individuals in each target group and timeframe of their AP. Technical support was provided to IPs to incorporate a child labour component in their programme; this included capacity strengthening in the various activities/services they were to offer the project's beneficiaries. Gender sensitivity and protection of child rights, Conventions No. 182 and No. 138 were also included as a component in all training workshops.

Training workshops have been very effective in strengthening institutional capacities which pertains beyond child labour activities. For example, teacher training in remedial education which includes employing child-centered methodology, has had a positive impact on improving teaching skills and teacher-student dynamics. As a result, beneficiaries' school performance has significantly improved as school principals confirmed. These teachers are also now applying these skills in their regular classes. While IPs, involved in AVT, trained in the Systems Approach to Modular Education and Training (SAMET), they consider has long-term benefits in improving accelerated vocational training (AVT) in Lebanon and to broader issues involving employment such as job profiling, professional social skills and acquiring new skills that meet market demands. As a result, students emerge prepared to take advantage of better employment opportunities.

Training workshops have given IPs an opportunity to learn about each other's activities in the project and network.

*LL: Training workshops are a cost-effective means for capacity building. They also present an opportunity for implementing partners to learn about each other's activities, network and collaborate.*

Capacity training of CLU inspectors was not completed. This activity had to be repeatedly postponed as a result of security issues erupting at the time of the scheduled workshops.

The second component is delivery of services provided by IPs to project beneficiaries according to their AP. IPEC is flexible in allowing each IP deliver services depending on its human and financial resources, which may include: formal and non-formal education, vocational training, health services to beneficiaries' and their family, counseling, remedial education and summer camps for withdrawn working children.

Teachers and parents confirmed that remedial classes have significantly improved children's school performance. It provides them academic support in courses they find too challenging. Moreover, it provides withdrawn children with additional learning periods to catch up on lessons and thus enables those who qualify to reintegrate back to formal education. While, children who had dropped out of school and enrolled in the project's vocational training classes offered another reason for their dropping out of school, which was not because of their school performance but because they had experienced corporal punishment at the hands of their teachers. This complaint was repeatedly expressed by children (girls and boys) in different project sites, underscoring the seriousness of this issue in relation to problems of student retention and child labour. Teachers, mostly in public schools, feel at liberty to practice corporal punishment because they believe that these students' parents are too poor and badly educated to challenge the school.<sup>29</sup> As a result, students' drop out to avoid further pain and humiliation. This is a serious issue that needs the MEHE attention.

*LL: Students are also dropping out because of teachers' harsh treatment and corporal punishment. Teachers, mostly in public schools, feel at liberty to practice corporal punishment because they believe that these students' parents are too poor and badly educated to challenge the school.*

Social welfare services are also provided to beneficiary families or the NGO refers them to the municipality or Social Development Council. The project was supposed to provide parents with income generating activities but this component thus far has not been realized because of the project's insufficient budget, stretched staff and lengthy process required in setting up these activities. As previously mentioned, given the project's short timeframe completion seems unlikely. This is unfortunate as income generating activities for parents are critical in lessening parents' dependence on their children's labour.

Strengths of the project are demonstrated in giving IPs this flexibility has been effective in encouraging them to make strategic decisions and forming partnerships in their communities. For example, the Armenian Relief Cross (ARC), an NGO located in Bourj Hammoud, one of the poorest outskirts of Beirut with a high number of working children, implements its APs in consortium with six other NGOs and the Social Development Council. The aim of this consortium is to provide complementary activities and services to children and parents. For instance, one NGO provides literacy and remedial classes while another provides rehabilitation counseling and health services for children and their parents. The HFSD in Saida provides rehabilitative services for working children, remedial education, computer literacy and life skills and vocational training. Raising awareness about

<sup>29</sup> This information was gathered from the evaluator's interviews with students from different age groups.

child labour is also a vital component of the training provided to children, parents and employers. This project has trained 50 youth as “mentors,” to identify their problems and provide support to working children. Their mission is to follow-up closely with the beneficiaries and to assess their needs for further interventions. Youth mentors are effective in communicating with children their peers and in discussing with them various social problems such as drug use, sex education and awareness raising on child rights. The HFSD is also in partnership with the Parliamentary Committee for Education and Culture, the National Committee for Public Schools, the Civil Society Organizations Network for Development in Saida and Surrounding, and the Youth Association in the City of Saida. As a result, HFSD has a wide outreach network of support in Saida and complements its activities with its partners.

These experiences illustrate different effective strategies in delivering services by various channels and the importance of partnerships in reaching a wider group of working children and preventing those who are at risk of dropping out of school to work.

*GP: Giving IPs flexibility on how they deliver their AP services has been effective in encouraging them to make their own strategic decisions and forming partnerships in their communities.*

*GP: Soliciting youth mentors is an effective strategy in targeting children’s and gaining their attention in raising their awareness on issues such as drug use, sex education and child rights.*

Two interdependent shortcomings were identified in the evaluation: 1) project activities were not allotted sufficient time or human resources. Although the project lost a significant amount of time in implementation because of the unstable political climate and other bureaucratic procedures, the project design did not efficiently take into consideration the time needed to setup the project and project’s human resources required for delivery of services; consequently affecting implementation such as reaching the target group of 6,900 children, establishing the CLMS and offering income generating activities for families; all of which could not be completed. 2) Partner NGOs are expected to provide many services necessary to deal with withdrawn or prevented children (e.g. remedial classes, health services, counseling, raising awareness activities the community and employees, monitoring, etc); these activities have created more expenses and additional staff working hours for NGOs, consequently, some partners have had to cover for these costs from their own budgets that are already stretched to the limits. For example, the project designates approximately \$123 per child which is disproportionate to the related cost and expenses of the services and activities provided by the implementing partners. In relation to ACCESS MENA, for instance, their average spending per child is more than \$200.<sup>30</sup>

*LL: Project resources- time, human resources and funding- affect delivery of services, and their outcomes. In this case, project resources were insufficient to complete delivering all project services such as reaching 6,900 children and implementing all activities. Furthermore, limited financial resources placed financial burdens on many IPs (NGOs), which should not be the case.*

<sup>30</sup> USDOL-funded ILO Projects: Project Revision Form. ILO TC Project Number: RAB/04/51/USA. pgs. 6-7.

#### 4.4 Monitoring

The project's contribution to strengthen the MOL capacity in monitoring is the Child Labour Monitoring System (CLMS), a national monitoring system which includes monitoring child labour in urban and rural areas covering the entire country, and in the formal and informal sectors, risks they may be exposed to, referral of children to services, and verifying that they have been removed and keeping track of them afterwards to ensure that they are engaged in safe alternatives. Moreover, it entails dissemination of information on child labour, a help line and an electronic database.

The Direct Beneficiaries Monitoring and Report (DBMR) is a component of the CLMS which operates at the project level to monitor withdrawn and preventing children. IPEC utilizes the DBMR as its project database and thus includes all AP's progress data, enrollment of beneficiaries in different interventions, outputs, outcomes, costs. This data is used by IPEC for preparation of its bi-annual TPRs.

IPEC provided IP training in monitoring and data inputting in the DBMR, this entails filling out unified beneficiary forms which comprise stakeholder, IPEC and USDOL requirements, and are designed to profile beneficiaries based on interviews with parents and the classification of beneficiaries according to ILO criteria by designating them as either *withdrawn* or *prevented*; and, inputting this monitoring data in the DBMR. Data inputting into the DBMR is performed by a designated individual at each partner NGO. During the early stages of the project there was confusion in the classification of beneficiaries and filling out the forms. IPEC provided additional training which resolved the problem of classification, but difficulties in inputting the forms into the DBMR persist. Yet, the DBMR has no manual for IPs to use for reference or trouble shooting consequently, they need to contact IPEC for technical support.

During the evaluation implementing partners complained that these forms were too long, time-consuming, confusing and not culturally sensitive. They also suggested that a workshop be arranged to discuss the DBMR so that they could decide how the beneficiary forms can be condensed and clarified, and made culturally sensitive as it requests too much personal information, is not anonymous.<sup>31</sup>

The DBMR also requires that implementing partners keep track of beneficiaries for at least a short while after their graduation from the project to ensure that they have not returned to hazardous working conditions. Yet, this is a difficult task as many beneficiaries do not stay in the same residence for long because their families often move when they can no longer pay the rent. A few implementing partners such as ARC, have been able to keep track of some graduates through their parents who continue to visit their health center. In some NGOs (Amel and KYJCSC), beneficiaries who received vocational training continue to visit the NGO after their graduation because they have a sense of belonging to these centers; they have built up a relationship based on friendship and trust. The significance of this relationship cannot be underestimated as these children most often are from broken homes, are socially marginalized and have emotional problems. Consequently, the NGO center represents a safety net.

*LL: The DBMR forms are too long, time-consuming, confusing and not culturally sensitive.*

Partner NGOs have become skillful in using different means to monitor beneficiaries. For example, some, in collaboration with the school rely on teachers monitoring beneficiaries in their classrooms

<sup>31</sup> Interestingly, similar complaints were made about these forms during Phase 1. IPEC, Beirut, conveyed this information to IPEC HQ and yet no actions were taken to respond to this matter.

and keeping track of their progress. In other NGOs, social workers monitor beneficiaries enrolled in their center. These activities highlight the importance of adopting a collaborative approach in monitoring which includes a network of NGOs, CBOs, schools, community members, employers and CLU inspectors.

*GP: A collaborative approach in monitoring which includes a network of NGOs, CBOs, schools, community members, employers and CLU inspectors, would enhance monitoring activities by extending its outreach in withdrawing working children, identifying those at risk, information sharing, aiding CLU inspectors and enforcing the law.*

As for integrating the CLMS to operate nationally, a major project component, is still work in progress. It is an extensive task and with the time lost in the project many activities such as training statistical units in the relevant ministries and establishing agreements on roles and responsibilities have not been completed; in addition, the lack of human resources to give the time and focus needed for this component. Moreover, the MOL who will host the CLMS and coordinate its activities does not yet have the capacity to take over this responsibility by project end on 31 May 2008. Furthermore, implementation procedures of the CLMS are broad, for example, training of IPs and schools in the DBMR at the project level and to upscale it to MOL-CLU at the national level. Hence, a more specific implementation strategy is required, for example, also applying an *upstream-downstream* strategy; this would include mapping of the different CLMS components, training requirements, human resources (e.g. technical support and trainers), geographic locations, hotline centers and distribution of responsibilities.

#### 4.5 Targeting

At the time of the evaluation, the most recent beneficiary count included 3,902 children (2,016 boys and 1,886 girls, Table 1). Targeting working children is carried out in different methods, for example; social workers visit work sites where working children are prevalent to persuade them to enroll in their programme. The social workers also speak to their employers, depending on the age group of the child/children employed, about the law regarding employing children, and the importance in allowing children (15 years and older) to leave work for a few hours to attend vocational training. Some NGOs hold social events for children and their parents in their centers. Music, competitions and prizes are presented to make it attractive for children to attend. During these events awareness-raising are included and many working children are enlisted to the programme. Working children are also identified by word-of-mouth in small communities. This latter method is mostly used in targeting girls not enrolled in school and/or working often as domestic workers.

Most implementing partners expressed the opinion that reaching children at risk was easier than withdrawing children. That's because many children work in the informal sector and are difficult to reach as their employers often deny having children employed in their businesses. It is also difficult for CLU inspectors to seek out children working in the informal sector as there is no enforceable law. In addition, CLU inspectors have limited capabilities in conducting inspections to seek working children. Furthermore, families living in extreme poverty are too dependent on the income made by their children regardless of how meager it is and there is still lack of awareness among parents and employers of the negative consequences of child labour. Hence, providing parents with income generating activities would reduce this dependency.

Preventing children at risk from dropping out of school to find work is an easier task for IPs because it's facilitated by teachers and school principals or other community members. Most NGOs have established networks with schools whose administrators are instrumental in helping them identify children at risk. For example, a school principal contacts the NGO when he/she recognizes that a child

with poor school performance is likely to drop out of school. Principals also inform them of children who did not re-enroll at the beginning of the school year. In response, social workers from the NGO visit the parents to persuade them to keep their children enrolled and offer them remedial classes to improve their school performance. In some cases, parents did not re-enroll their children in school because they moved far from the school and cannot afford transportation costs. Several NGOs solved this problem by providing transportation services to these children. Conversely, social workers' meetings with parents have also provided an opportunity to involve them in raising awareness campaigns.

*LL: Severe poverty and lack of employment opportunities for parents are challenging factors that make them dependent on their children's economic participation. Consequently, offering parents a substitute such as income generating activities and/or micro credit programs are important to lessen their dependency on their children's labour.*

*GP: Most NGOs have established networks with schools whose principals and teachers are instrumental in helping them identify children at risk.*

**Table 1: Children Withdrawn or Prevented in Educational Services, September 2007 to February 2008**

<u>Children</u>	<u>Male</u>	<u>Female</u>	<u>Total</u>
Withdrawn	525	415	940
Prevented	1491	1471	2962
Total	2016	1886	3902

IPEC Technical Progress Report September 2008. Beirut, Lebanon

In promoting gender equality in targeting efforts, the project and its IPs have been effective in ensuring that the APs offer gender appropriate activities to boys and girls. This is best demonstrated in the AVT where girls, for example, are offered training as beauticians to meet a demand in the labor market that is likely to persist since many religious women will only go to a female hair dresser. By contrast, most boys enroll in computer literacy classes. The evaluation also found that only in very few areas would parents withdraw their daughters from school for traditional reasons. In remedial classes visited by the evaluator, there were more girls than boys. Overall there is more awareness of the importance of education, including girl's education, among Lebanese society in comparison to other Arab countries (for example, school enrollment at the elementary level for both girls and boys was 98%). Girls' enrollment in some rural areas begins to decline after completion of primary school mainly because parents' inability to cover schooling cost. Once girls' drop out they either stay home and take responsibility for house chores or find employment as domestic workers. In the worst case scenario, they are forced to work as prostitutes and in the pornography industry.

Complaints were raised by many partner NGOs that the project overemphasized the need to reach the target group number rather than focusing on providing quality services for children. Partners explained that most children withdrawn from hazardous or abusive work conditions suffer from a range of behavioral, psychological and emotional problems. Many of them are violent and often have health problems. Consequently, partners say that they need to provide a wide array of services based on their specific needs such as rehabilitative services, health and psychological services, shelter,



recreational activities, formal or non-formal education, or vocational training. As one NGO representative put it, “treating child labourers include a package of life skills.” Consequently, as most partner NGOs have limited resources, financial and human, highlights the issue whether priority should be given to reaching the target group number at the expense of providing them less services, or reaching less beneficiaries and providing them with quality services that would ensure they do not return to working. IPs (and the evaluator) believe that the latter has more long-term benefits.

While IPs employed different methods to target children working in hazardous conditions, very few included those in more exploitative forms of labour (e.g., drug trafficking, domestic work, street children, or prostitution) because reaching these children require more specialized targeting skills. Consequently, IPs need additional capacity strengthening to enhance their targeting skills if they are to effectively reach children in the WFCL.

#### 4.6 Project Management

The IPEC project team includes a Chief Technical Advisor (CTA), National Programme Manager (NPM) and an Administrative and Financial Officer (AFO). The CTA oversees project implementation in both Lebanon and Yemen, while the NPM oversees the daily activities of the project in Lebanon and is in constant contact with the IPs providing support and backstopping.

Recruiting of the project staff (IPEC) also contributed to delaying start-up of the project because of ILO’s lengthy administrative recruitment procedure. For example, the project’s official start date was September 2004, the CTA was recruited in June 2005 (approximately nine months), while completion of recruiting the NPM and AFO was in October 2005 (approximately thirteen months). Consequently, it was not until October 2005 that the office became operational. In addition, for a project of this scale, i.e., implemented in three regions with interventions at the national and community level, the project’s staff is overstretched thus questioning the project’s design efficiency in estimating the number of human resources required to cover all project activities.

The project is implemented through the ILO ROAS in Beirut with backstopping from ILO-IPEC HQ. The ROAS supervises the overall technical and financial implementation of the project and provided the administrative, logistic and financial support; and coordination with the technical specialist at the RO in regard to cross-cutting activities/themes to enrich the project’s delivery. The RO is also responsible in signing agreements with the IPs and processing contracts and payments. While, ILO-IPEC HQ provides ongoing technical back-up by the Desk Officer. This support covered the revision of workplans, Project Monitoring Plan, provision of technical and financial clearances of APS, revision and submission of TPRs, reviewing and processing project revision requests and offering guidance on various technical issues via various specialized units in HQ.

IPEC management team’s capacities and social skills are of high quality and have been a catalyst in the project’s implementation and performance. They have good working relations with all stakeholders and project partners. Both government and implementing partners expressed that IPEC’s management team are supportive and always accessible. Moreover, IPEC has played a significant role in establishing linkages between stakeholders and implementing partners, i.e., between relevant government officials and representatives of civil society, and collaborating on combating child labour as equals. One NGO representative explained that in the early stages of the project, communication between the two parties (relevant government officials and NGOs) was not easy because some NGO staff tended to feel underestimated by government officials. Even though this issue was not discussed with IPEC, the CTA noticed it and discreetly explained to these officials that all project partners are of equal importance and that the success of the project depends on this collaboration. Since then communications between the two parties have significantly improved and there is a sense of equality among them.

Moreover, despite of the challenging political environment, ongoing delays and disruptions, constrained budget and timeframe, the IPEC management team has persevered in running a project of large scope and wide-ranging activities in a very impressive manner.

#### 4.7 Partnerships

The project is founded on partnerships between IPEC, the Lebanese government (e.g., MOL, MEHE, MOSA, MOIM, MOJ, MOH), and non-government partners (e.g., NGOs, ALI, GCLW, schools, syndicates, media). The government's partnership with IPEC also included a contribution to the project of \$1,500,000 in-kind. This was fulfilled by the government and partially by IPs paying for salaries that were not provided by the project, centers/offices premises, equipment, learning materials and extra activities such as; additional educational sessions, scholarships and medical services.

The NCS represents this partnership and provides the platform to collaborate and coordinate procedures on the NPPF within a legal framework. The NSC is headed by the MOL. During Phase II, the NSC convened only five times due to the resignation of the minister of MOL who chairs the meetings; his absence made more complicated the NSC meeting regularly. As such, the MOL succeeded in holding one meeting presided by the Director General instead of the Minister. This has been a hindrance to the project especially in relation to activities concerning policy and standardizing the legal framework of child labour in accordance with international standards which require ministerial approval.

During the evaluation workshop, stakeholders and partners expressed their frustration with the paralyses of the NSC. This has resulted in the lack of a platform that would allow them to discuss issues, coordinate activities or gain access to information regarding each other's progress. Consequently, due to its interrupted life span, the NSC is a fragile entity. IPEC has had to step in to preserve this partnership. At this stage, and under the current political situation, and without IPEC, this national partnership could gradually disintegrate.

Other IPEC partners include UNCHR and ACCESS MENA. IPEC is collaborating with UNCHR in supporting two partner NGOs -- Amel and KYJSCS. The relationship between ACCESS MENA, also a USDOL funded project and member in the NSC, and the project is limited to coordination. Their work on child labour is parallel rather than complementary. ACCESS-MENA has a budget far greater than IPEC's and as a result has a wide network of child-focused activities across the country. In the early stages of the project, there was some overlap between the projects, specifically in targeting the same beneficiaries; yet once this problem was recognized, it was solved by both project managers (ACCESS-MENA and IPEC) meeting regularly to coordinate their activities. Interestingly, both IPEC and ACCESS-MENA will be terminating in the summer of 2008, thus ending the two major projects on child labour in Lebanon.

### **5. Exogenous Factors**

Project implementation has been affected by constraints and exogenous factors since its start-up date. These difficulties have had a serious impact on the project's performance, especially in reaching its target group and completing its activities. For example, the lengthy bureaucratic procedures that were not considered in the design such as the lengthy ILO recruitment procedure of the IPEC staff; delays in the signature of agreement by the MEHE regarding its legal aspects and ministerial approval; and, complications between MOLSA in Yemen and ILO-IPEC in signing of the project agreement.

Yet, the unstable political situation underscores exogenous factors that continue to affect project performance. Design of the NPPFSP was made under the assumption of a politically stable country context. Yet by the time of project implementation the situation in the country had descended into political turmoil and economic crises. At the same time the problem of child labour has only grown

worse, increasing the demand for project services. Moreover, the IPEC office closed for approximately four months as a result of the Israeli conflict in July 2006. In addition, this war has had a domino effect, paralyzing political institutions, jeopardizing the security of the country and exasperating a life of destitution for many children. The resignation of several ministers from the government, particularly the minister of MOL, has also hindered significantly many project activities.

As a result of these exogenous factors, the project's timeframe was truncated from 42 months to approximately 20 months. Unquestionably, some revisions had to be made to project design; for example, regional coverage had to be scaled down, which meant, for example, that Bekaa, one of the target areas and poorest regions in Lebanon, was not included; interventions such as income generating activities to parents of withdrawn children could not be offered due to the insufficient funds and human resources required in implementing this component; also the inability to targeting working street children, a growing social phenomenon and one which requires more carefully tailored interventions from both government (i.e., the Ministry of Interior) and NGOs.

In light of the challenging factors that IPEC has had to address in implementing the NPPFSP, it's remarkable that they have been able to cope and pursue project activities in achieving its objectives.

## **6. Conclusion**

### **6.1 Achievements**

During the 20-month period in operation IPEC has made significant achievements in meeting its objectives. The following lists these achievements as they relate to each project objective:

Objective 1: Harmonization of the legislative framework with international standards on child labour. Achievements include:

- Decree 700 will soon be updated as a result of the completion of the "Hazardous Child labour List," conducted by a working group set up by the MOL. This is a key component in the harmonization of the Lebanese legislation with the ratified Conventions and will serve as a tool in monitoring the WFCL within the country context. Additionally, the MOL- CLU is also pushing to make into a law.
- Research studies were conducted and have contributed to updating gender sensitive information on WFCL in Lebanon and will be incorporated into the legislative framework. These include "Baseline Study on Education and Child Labour Risks on Tobacco Plantations, Srifa;" and, a survey on child domestic workers in North Lebanon was completed.

Objective 2: Capacity building of national institutions to implement policies and programmes to eliminate the WFCL and to enforce legislation. Achievements include:

- Institutional and human capacities of stakeholders and IPs have been strengthened as a result of the training workshops provided by the project. For example, NGOs are competent in initiating their own partnerships in the community with CBOs, community leaders and schools as a means to extend their outreach in raising awareness on child labour, targeting and monitoring working children and preventing those at risk.
- The project has established partnerships between relevant government ministries in the NSC, municipalities and partner NGOs in collaborating on combating WFCL; this is unusual for Lebanon.
- Remedial classes have significantly improved student performance, particularly those at risk of dropping out of school. Teachers trained in remedial education have also enhanced their teaching skills and classroom dynamics.
- ALI's- CLU has become a sustainable institution conducting effective activities in reaching out to industrialists in different parts of the country in raising awareness on child labour laws, distributing documents and dealing with emerging issues on child labour are sustainable.

- IPEC's training of IPs, the NEO and relevant training institutions in the SAMET has had significant impact on changing their approach in AVT. It has encouraged them to adopt broader issues involving employment such as job profiling, professional social skills and acquiring new skills that meet market demands. As a result, students emerge prepared to take advantage of better employment opportunities

Objective 3: Increase awareness in Lebanon about the negative consequences of the WFCL in the country. Achievements include:

- Media coverage on child labour issues and ongoing initiatives have increased thus raising the public's awareness to the issue of child labour in the country and efforts to combat WFCL. For example, the project received media coverage in numerous TV presentations and newspapers.
- ALI updated its reference handbook on child labour for employers in Lebanon. While, heads of local and thematic trade unions, they had trained, have also become active in conducting local awareness raising campaigns. Outcomes of these efforts are demonstrated in an increasing number of industrialists expressing interest in learning more about complying with child labour laws to protect their reputation.
- The project's AP which included developing a board-game for children has been an effective means to raise awareness on child labour issues.

Objective 4: Implementation of effective interventions to serve as models to withdraw and prevent children from exploitative situations and children at risk of being engaged in WFCL in selected areas. Achievements include:

- IPEC has withdrawn and prevented 3,902 beneficiaries from working in the WFCL and have provided them with access to formal and non formal education and AVT opportunities as well as to rehabilitation, counseling and health services.
- IPs and school principals have assisted many children to reintegrate to formal education by making appeals to the MEHE to exempt them from its policy prohibiting children out of school more than one year to re-enroll.<sup>32</sup>
- IPEC has implemented fourteen APs out of which thirteen are running smoothly. These APs are being implemented in three regions in the country: Beirut, Tripoli and the south (Saida, Bint Jbeil and Nabatieh)
- Families of beneficiaries have also benefited from health services, distribution of medicine and social follow-ups.
- Implementing partners have been successful in initiating their own partnerships within their local communities which have enhanced their efforts in targeting child labourers and children at risk. The project intervention in Nabatieh, KYJCSC is a model whereby NGOs, MEHE, the municipality and community leaders are working together on child labour issues. This intervention is a success story and a model that can be used for replication and future project interventions.
- Monitoring systems in some schools have been completed to identify and prevent cases of drop-outs in relation to child labour.

## 6.2 Sustainability

IPEC's legacy in Lebanon is the establishment of an institutional system for the prevention and protection of children from the WFCL. It has accomplished this task by providing comprehensive support that responds to the needs of the NPPF and its objectives. Yet, as the evaluation findings indicate, even though the project has successfully laid this groundwork, the country is not ready to take

<sup>32</sup> There is no statistic on how many children have been re-enrolled in school as a result of the project as almost every IP and school principal has made it a priority. The MEHE has been very cooperative in granting these appeals; and, the MDG and EFG are major incentives to increase their enrollment rates, yet, no effort has been made to eliminate this law.

over the NPPF and sustain the activities set in motion by IPEC due to the limitation of an enabling environment. The project's short timeline and the delays it experienced have hindered the completion of all its outputs/activities according to its project design. Partnerships in the NSC have been formed, yet are still vulnerable as their collaboration and coordination capabilities have not been tested. In terms of the project's interventions, Phase II inherited activities from Phase I such as APs implemented by the ALI, ARC and KYJSC. This allowed them more time to mature so as to ensure their sustainability. The evaluation found that this was an effective strategy as it succeeded in achieving this objective. Remaining IPs, however, who are making significant efforts on child labour, require additional capacity strengthening to ensure their sustainability.

*LL: Allowing APs from Phase I to continue in Phase II was an effective strategy which enabled them to ensure their sustainability.*

Sustainability, as perceived in the evaluation, depends on three criteria: financial resources, human resources and institutional capacity. Some implementing partners have all three such as ALI, KYJCSC and HFSD. Other implementing partners have only been able to partially fulfil these criteria. In spite of these deficiencies all implementing partners are united by their sincere commitment to the cause of combating child labour. Their staffs have firsthand knowledge of the suffering of children in Lebanon. Given additional project support to strengthen these partners' capacities, their shared commitment guarantees their sustainability.

## **7. Recommendations: What Next?**

At the time of the evaluation, the project's future included two options. Option one involved closing IPEC on 31 May 2008, and handing over its activities to the relevant partners, particularly the NSC who will oversee the administration of the NPPF. Consequences regarding this option include:

- Conventions Nos. 182 and 138 would be unenforceable in Lebanon (as is the case with many laws and decrees) as the government's institutional capacity has not reached full potential in order to take over the role and responsibilities in implementing the NPPF and therefore in overseeing the protection and prevention of children from the WFCL. Even though the political will is there it cannot make-up for the absence of required human capabilities.
- Even if community-based interventions would continue withdrawing and preventing children for the WFCL they would still have a challenging task without an effective legal system to back them. Moreover, if the political and economic situation continues to be as tumultuous as it is now, child labour in Lebanon will swell.
- Investments made in the human and financial resources of the NPPFSP would have modest long-term returns.

Option two entails extending the project to a third phase to allow it complete its activities to secure an enabling environment for the NPPF. Future interventions should be considered within the following framework:

- Continue the current project with the objective to enable IPs of Phase II and the NSC ensure their sustainability; this includes maintaining the same project design, objectives, target group (6,900 children) and completing unfinished project activities/outputs, especially mainstreaming the CLMS;
- Implement new APs that incorporate lessons learned and good practices from the Phase II independent evaluation.
- Integrate two cross-cutting themes: (1) mainstreaming combating the WFCL by establishing CLUs in all the relevant ministries; (2) sustainability.

Based on this overall framework, more specific recommendations for project interventions are presented under each project objective. Recommendations solicited from stakeholders during a final evaluation workshop. Although these recommendations are not a direct outcome of the evaluation, they are important to include as they are derived from the IPs experiences and knowledge gained through this project.

Objective 1: Harmonization of the legislative framework with international standards on child labour. Recommended interventions include:

- Pursue increasing the knowledge base on the WFCL by conducting gender-sensitive studies on the WFCL such as; drug trafficking, arms, prostitution and pornography, and identifying their prevalence according to their geographic regions. There is very little information on these issues but many believe that a significant number of children may be involved in these activities.
- Advocate for a national survey on child labour so as to enable the MOL-CLU and the NSC have national baseline data to assess national efforts in combating the WFCL, and include in the CLMS.
- Advocate (MEHE) for prohibiting corporal punishment in schools, as it is a significant factor contributing to student dropout.
- Advocate for child labour laws (MOL-CLU) to be enforced in the informal sector as that is where child labour is most prevalent. Hence, this would allow CLU inspectors to seek working children especially those under the legal working age.
- Advocate for enforcement of laws that penalise offenders (MOL) for hiring children under age and/or exposing children to work in exploitative or hazardous conditions. As long as violators feel there are no consequences for exploiting children as cheap labourers, this practice will continue.
- Advocate for change in legislation (MEHE) to raise mandatory schooling age from 12 years old to 15 years old to make it congruent to the legal working age in order to ensure retention of children in school.
- Advocate for change in MEHE policy to allow children dropouts of more than one year to re-enrol in formal schooling. The current MEHE decree obstructs many children at such a young age from ever having the opportunity of pursuing formal education.

Objective 2: Capacity building of national institutions to implement policies and programmes to eliminate the WFCL and to enhance legislation. Recommendations for interventions include:

- Continue strengthening capacity of the NSC in preparing work plans, prioritizing activities, allocating resources, coordinating activities and disseminating information to its members.
- Pursue capacity strengthening of IPs in (1) targeting skills particularly withdrawing children from the WFCL; (2) ensuring their sustainability for example by learning how to prepare grant proposals, fund raising, soliciting participation from the private sector.
- Establish a monitoring network/partnership between relevant government and civil society in reporting child labour offenders.
- Collaborate with the NEO and vocational training centers in standardizing AVT curriculum and integrating the SAMET. The NEO considers the present state of AVT in array as a result of various curricula and considers that standardizing the curricula and incorporating the SMAET would enhance the quality of AVT and thus improve children of legal age to attain better employment.
- Continue capacity building of the MOL-CLU inspectors.
- Simplify the use of the DBMR by making it more user-friendly, condensing the beneficiary forms and culturally sensitizing it; this effort should include the participation IPs.
- Develop a manual for the DBMR to include instructions and trouble shooting.
- Design an implementation strategy for the national integration of the CLMS -- for instance, an upstream/downstream strategy whereby the CLMS is initiated first at the municipality level by training relevant participants (schools, NGOs, municipality, etc). Once this module is

completed and tested for any implementation problems its application can then be replicated at other municipalities, then upscale to the district level subsequently the governorate level, with ongoing testing at each level. Moreover, a CLMS unit should be hosted in the governorate office of the MOL, which then feeds into the MOL at the central level.

- Coordinate activities for mainstreaming by establishing CLUs in different ministries included in the NSC (such as MEHE, MOIM, MOJ and MOH). This was intended in Phase II but not completed.
- Conduct an analytical study of development policies and programmes on how child labour issues can be mainstreamed into them.

Objective 3: Increase awareness in Lebanon about the negative consequences of the WFCL in the country. Recommendations for this objective include:

- Strengthen capacity of CLU to carry out legal education campaigns, which empower citizens, especially parents of working children, to report complaints concerning their children's abuse or exploitation in the workplace.
- Strengthen capacity of NGOs and CBOs in conducting awareness raising meetings and campaigns for children, parents and the community. The objective of these campaigns for this target group should include three objectives: (1) raise awareness of parents on the negative consequences of child labour, child rights and Conventions nos. 182 & 138; (2) inform them of the importance of education and its long-term benefit versus the no return benefits of child labour; (3) empower them to protect their children from abusive working situations.
- Assign a national media/public relations expert at the MOL-CLU to oversee production and distribution of awareness raising materials. Moreover, that awareness-raising material is target specific (i.e., schools, parents, workers, employers, general public, etc.).
- Develop a guidebook listing all ongoing activities and participants working on child labour issues in Lebanon.

Objective 4: Implement effective interventions that would withdraw children from the WFCL and prevent children at risk of being engaged in WFCL in selected areas.

- Extend project services to other impoverished areas in the country such as Bekaa.
- Identify IP (s) to focus on targeting street children in urban centers.
- Promote more partnerships to increase synergies at the community level, using the AP implemented by KYJCSC and HFSD as models.
- Incorporate in IPs' programmes scholarships and/or incentives to withdrawn child labourers who excel in school performance or vocational training.
- Collaborate with MEHE to offer remedial education in more schools.
- Coordinate with MEHE and CLU in training teachers in child rights and Conventions Nos. 182 & 138.
- Coordinate with partner NGOs to give withdrawn children health check-ups as to evaluate their health status and determine whether they have been subjected to any physical abuse or exposed to harmful substances.
- Coordinate with MOSA, credit institutions, municipalities and relevant NGOs on providing income generating activities and/or micro credit programmes for parents.

## Annex 1 of the Lebanon National Report

### Evaluation Matrix

Component	Key Issues	Questions	Methodology	Data Sources	Resources
<b>Project Design</b>	Relevance Effectiveness Efficiency Sustainability	<ul style="list-style-type: none"> <li>Was the project design logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders?</li> <li>Were lessons learned from IPEC Phase I incorporated into project design?</li> <li>Was available information on the socio-economic, cultural and political situation in both countries taken into consideration at the time of the design and whether these were considered and reflected in the design of the project.</li> <li>To what extent were external factors identified and assumptions identified at the time of design?</li> <li>Were the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.</li> <li>Did the project design take into account local efforts already underway to address child labour and promote educational opportunities for targeted children and existing capacity to address these issues?</li> <li>Is the time frame for project implementation and sequencing of project activities logical and realistic?</li> <li>Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?</li> <li>How relevant are project indicators and means of verification?</li> <li>Are the links between inputs, activities, outputs and objectives clear and logical?</li> <li>Does the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?</li> </ul>	<ul style="list-style-type: none"> <li>Desk review, Interviews</li> </ul>	<ul style="list-style-type: none"> <li>ILO, IPEC, Key informants: Project Managers Partners (MOL-CLU, MEHE,</li> <li>NGO partners, Workers Union,</li> <li>Association of Industrialists</li> </ul>	<ul style="list-style-type: none"> <li>Key Informants</li> <li>Project Documents Studies</li> <li>Technical Progress Reports</li> </ul>
<b>Implementation</b>	<ul style="list-style-type: none"> <li>Strategy Targeting</li> </ul>	<ul style="list-style-type: none"> <li>Was the project strategy effective in implementing project activities?</li> </ul>	<ul style="list-style-type: none"> <li>Desk Review,</li> </ul>	<ul style="list-style-type: none"> <li>Project Managers, Partners (MOL-</li> </ul>	<ul style="list-style-type: none"> <li>Key Informants</li> <li>Beneficiaries</li> </ul>



Component	Key Issues	Questions	Methodology	Data Sources	Resources
Implementation	<ul style="list-style-type: none"> <li>• Delivery system</li> <li>• Monitoring</li> <li>• Management</li> <li>• Partnership</li> <li>• Constraints &amp; Exogenous Factors</li> </ul>	<ul style="list-style-type: none"> <li>• What were the criteria for selecting project beneficiaries?</li> <li>• How appropriate are the criteria for selecting the AP regions and sectors?</li> <li>• Has the entire target population been reached?</li> <li>• Have beneficiaries been well informed about WFCL and Conventions 182 &amp; 138?</li> <li>• Were delivery of project inputs in terms of quality and quantity delivered in a timely manner?</li> <li>• What impact did delays in recruitment of IPEC project managers have on project implementation?</li> <li>• How effective is management relationships with government and project partners?</li> <li>• What other delays affected project implementation?</li> <li>• Is monitoring data input according to the correct definitions?</li> <li>• Who is conducting the monitoring at the community and school level?</li> <li>• To what extent has the ILO/IPEC project (NPPFSP) provided key technical and facilitation support to the further development, enhancement and implementation of the NPPF?</li> <li>• Did government cooperate in its commitment to contributing resources to the project?</li> <li>• How effective has the participation of the stakeholders been (National Steering Committee, MOL Child Labour Unit, MEHE, trade unions, NGOs etc.)? How is it contributing to progress toward project's objectives?</li> <li>• How much collaboration is there between the NSC and the implementing agencies? What impact does it have on project implementation?</li> <li>• Have networks been established between organizations and government agencies working to address child labour on the national, provincial and local levels.</li> <li>• What is the project's collaboration and/or coordination with other child-focused interventions supported by IPEC, or by other organisations in Lebanon and Yemen, specifically the USDOL-funded CHF ACCESS MENA project?</li> </ul>	<ul style="list-style-type: none"> <li>• Field visits to project sites.</li> <li>• Interviews</li> <li>• Focus Group Meeting</li> </ul>	<ul style="list-style-type: none"> <li>• CLU, MEHL, NGO Partners, Workers Union,</li> <li>• Association of Industrialists), Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>• Action Programme</li> <li>• documents</li> <li>• Technical Progress Reports</li> </ul>

Component	Key Issues	Questions	Methodology	Data Sources	Resources
		<ul style="list-style-type: none"> <li>What are the capacity constraints of implementing agencies and its effect on the implementation of their designed APs?</li> <li>Were the expected inputs delivered in a timely manner, with the appropriate quantity and quality?</li> <li>How did exogenous factors affect project implementation and project objectives? And how did the project deal with these factors?</li> <li>What is the level of involvement in the project?</li> <li>Assess the project's gender mainstreaming activities.</li> <li>To what extent do project staff, implementing organizations, and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour?</li> <li>To what extent has the ILO/IPEC project support been able to mobilize resources, policies, programmes, partners and activities to be part of the NPPF.</li> <li>What actions have been taken to ensure the access of girls/other vulnerable groups to project services and resources?</li> </ul>			
<b>Achievements</b>	<ul style="list-style-type: none"> <li>Outcomes</li> <li>Impact &amp; Sustainability</li> <li>Lessons Learned</li> <li>Best Practices</li> </ul>	<ul style="list-style-type: none"> <li>Has the project achieved its intended objectives in regards to: legal framework, capacity building, raising awareness and area-based interventions?</li> <li>Has the project achieved its meeting target population of withdrawing and preventing children?</li> <li>What benefits have the beneficiaries gained?</li> <li>Has government involvement enhanced their capacity to continue work in the NPPF?</li> <li>Did the project results obtained justify the costs incurred?</li> <li>What are the contributions of the APs to the immediate objectives of the project? Has the capacity of community-based organizations in Lebanon and Yemen been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?</li> <li>Did the project respond to the needs of the beneficiaries?</li> <li>How effective has the project been at stimulating</li> </ul>	<ul style="list-style-type: none"> <li>Desk Review</li> <li>Interviews</li> <li>Workshop</li> </ul>	<ul style="list-style-type: none"> <li>IPEC Project Managers, Partners,</li> <li>Beneficiaries</li> </ul>	<ul style="list-style-type: none"> <li>Key Informants</li> <li>Project Documents</li> <li>Technical Progress Reports</li> </ul>

Component	Key Issues	Questions	Methodology	Data Sources	Resources
Achievements		<p>interest and participation in the project at the local and national level?</p> <ul style="list-style-type: none"> <li>• How successful has the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion and poverty reduction?</li> <li>• How effective has the project been in raising awareness about child labour and in promoting social mobilization to address this issue?</li> <li>• Has the project influenced national level policies, debates and institutions working on child labour?</li> <li>• Has the project leveraged resources (e.g., by collaborating with non-IPEC initiatives and other project launched in support of the NPPF thus far?</li> <li>• What contributions has the project made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners?</li> <li>• What is success has the project achieved in leveraging resources for continuing efforts to prevent and eliminate child labour in the context of the NPPF?</li> <li>• What is the feasibility of a new phase in light of the achievements of the project?</li> </ul>			

Annex 2 of the Lebanon National Report

**List of Action Programmes**

**LEBANON**

Approved Action Programmes						
Serial No.	Action Programme number (P340.92.235.051 or P340.02.900.050 BL21 Pos 003)	Title of AP and name of Implementing Agency	Amount in US \$	Start date	Expected completion date	Contact Person
1.	P.265.03.500.051 BL21Pos 001	<b>Consolidating the Capacity of the Ministry of Labour to Address Child Labour Problems in Lebanon –Ministry of Labour</b>	102,100	April 2006*	May 2008	Ms. Nazha Challita, Head of Child Labour Unit & AP Coordinator 03-724208
2.	P.265.03.500.051 BL21Pos 001	<b>Consolidating the Lebanese Industrialists Association to Address Child Labour Problems in Lebanon – The Association of Lebanese Industrialist (ALI)</b>	\$19,600	March 2007	May 2008	Ms. Oula Francis, AP Coordinator 01-350281
3.	P.265.03.500.051 BL21Pos 001	<b>Consolidating the Lebanese Labour Unions to Address Child Labour Problems in Lebanon, General Confederation of Lebanese Workers (GCLW)</b>	\$19,750	Aug-07	May 2008	Mr. Boutros Saade, AP Coordinator 03-651008
4.	P.265.03.500.051 BL21Pos 001	<b>Prevention and Elimination of the Worst Forms of Child Labour in the Sin el Fil and Borj Hammoud area in the Northern poverty belt of Beirut: Phase II – The Armenian Relief Cross (ARC)</b>	117,205	May 2006	March 2008	Ms. Sossy Sagherian, Director of ARC and AP coordinator 03-785307
5.	P.265.03.500.051 BL21Pos 001	<b>Project for withdrawal and prevention of children from the Worst Forms of Child Labour in Bab el Tebbaneh, Tripoli – The Municipality of Tripoli</b>	133,350	Aug. 2007	May 2008	Ms. Roula Abu Bakr, AP Coordinator 03-869431
6.	P.265.03.500.051 BL21Pos 001	<b>Withdrawal and Prevention of Children from the Worst Forms of Child Labour in Nabatieh, Ministry of Education and Higher Education</b>	\$129,342	Aug-07	May 2008	Ms. Bouchra Baghdadi Adra, Head of External Relations Department, 01-786621
7.	P.265.03.500.051	<b>Prevention of at-risk children &amp; support for</b>	\$4,990	June 2007	Completed	Ms. Nisrine el Teriyaki,

Approved Action Programmes						
Serial No.	Action Programme number (P340.92.235.051 or P340.02.900.050 BL21 Pos 003)	Title of AP and name of Implementing Agency	Amount in US \$	Start date	Expected completion date	Contact Person
	BL21Pos 001	public schools in the South , Association d'Aide au Développement Rural (ADR)				Vocational Training Programme Manager & AP Coordinator 03-274002
8.	P.265.03.500.051 BL21Pos 001	Implementation of accelerated remedial education sessions for 360 children in public schools in the area of Bint Jbeil, ADR	\$54,692	July 2007	April 2008	Same as above
9.	P.265.03.500.051 BL21Pos 001	Combating Child Labour in Fisheries and Other Low Income Activities in Saida, Hariri Foundation for Sustainable Human Development	\$19,848	August 2007	February 2008	Ms. Aya Kaissi, AP Coordinator 03-209798
10.	P.265.03.500.051 BL21Pos 001	Rehabilitation of children in Iraqi Refugee Families, Amel Association	\$19,990	August 2007	May 2008	Ms. Shaden Gebai, AP Coordinator 03-848421
11.	P.265.03.500.051 BL21Pos 001	Reintegration of dropped out children into school in the Southern Suburbs of Beirut, Development Council of Borj El Barajneh	\$19,782	August 2007	March 2008	Ms. Haifa Hamdan, AP Coordinator 03-396303
12.	P.265.03.500.051 BL21Pos 001	Prevention of at-risk Children in Ein el Helweh Camp and Nabatieh, Kamel Youssef Jaber Social and Cultural Centre	\$48,000	August 2007	March 2008	Ms. Maria Assi, KYJSCC Director and AP Coordinator 03-641930
13.	P.265.03.500.051 BL21Pos 001	Street Play by Working Children, LIBAMI	\$16,437	June 2007	Sept 07/Extended until April 2008	Ms Nohad Azzi, President Libami (AP closely supervised by IPEC team) 01-498462
14.	P.265.03.500.051 BL21Pos 001	My Rights Game, Al Huda Society for Social Care - Nasma Learning and Resource Centre	\$5,000	August 2007	October 2007/Extended until March 2008	Ms. Najla Bacchour, AP Coordinator 03-605159

Annex 3 of the Lebanon National Report



**Programme of Visit**  
Dr. Mouna Hashem and Ms. Habbouba Aoun  
Independent Evaluation Mission

ILO / IPEC  
Project RAB/04/P51/USA  
(Beirut, 18 Feb. – 29 Feb. 2008)

**Monday 18 February**

- 08:30 Meeting at ILO office.
- 09:30 - 13:00 ***ILO / IPEC - Beirut***  
- Meeting with CTA, N. Watfa, and Project Staff, B. Alawa and T. Massad;  
- Meeting with Regional Office Management:
  - Ms. N. Al Nashif, RD,
  - Mr. M. Bussi, DRD,
  - Ms. K Mattar, Focal Point CL.- Discussion with Project Team.

**Tuesday 19 February**

- 09:00 – All day ***ILO / IPEC - Beirut***  
- Discussion with Project Team.

**Wednesday 20 February**

- 09:00 – 12:00 ***Bourj Barajneh, Beirut***  
(Action Programme: Reintegration of working children in formal schools and prevention of at-risk children from child labour, The Development Council of Bourj El Barajneh).  
*Contact Person: Ms. Haifa Hamdan, Project Coordinator (03/396303)*  
  
- Meeting with the Social Development Centre of the MOSA in Bourj Barajneh;  
- Visit to school and meeting with dropped-out children who reintegrated to schools.

12:30 – 14:00

***National Employment Office, Beirut***

Meeting with the Director, Mr. Abdel Ghani Chahine and staff

Contact person: Ms. Ghada Dahdouh (03/838135)

14:30 – 15:30

***Chiah, Beirut***

(Action Programme: Prevention of Child Labour among Iraqi Refugee Children in Lebanon Through Basic Education and Skills Training, Amel Association).

Contact Person: Ms. Shaden Gebai, Project Coordinator (03/848421)

- Visit Amel Association Centre in Chiah, Beirut;
- Meeting with children/parents.

**Thursday 21 February**

09:00 – 15:00

***Bourj Hammoud, Beirut***

(Action Programme: Prevention and Elimination of the Worst Forms of Child Labour in the Sin el Fil and Borj Hammoud area in the Northern poverty belt of Beirut: Phase II, Armenian Relief Cross).

Contact Person: Ms. Sossi Sagharian, Project Coordinator (03-785307)

- Visit to the Armenian Relief Cross and meeting with the Committee on the Elimination of Child Labour;
- Visit to the “Mouvement Social”;
- Visit to Dar El Amel;
- Visit to Mesrobian Centre (Tentative).

16:00 – 17:00

***Ministry of Education and Higher Education, Beirut*** (Action Programme: Withdrawal and Prevention of Children from the Worst Forms of Child Labour in Nabatieh, MEHE)

Contact Person: Ms. Bouchra Adra, Head of External Relations Department (03/228204)

**Friday 22 February**

08:00 – 14:30

***Tyre, South Lebanon***

(Action Programme: Preventing Children from Child Labour Exploitation in South Lebanon, ADR).

Contact Person: Ms. Nisrine El Teryaki, Project Coordinator (03-274002)

- Visit to the Association for Rural Development (ADR) and collaborating public schools: Meeting with the staff and children.

15:30 – 16:30

***Srifa, South Lebanon***

“Remedial Education in Public Schools in South Lebanon”.

*Contact Person: Mr. Moh'd Nazzal, School Principal (03/615657 – 03/081685)*

- Visit Srifa Intermediate Public School and Meeting with Principal and Remedial Education teachers.

### **Monday 25 February**

11:00 – 12:00

#### ***Higher Council for Childhood, Beirut***

Meeting with Secretary General, Mr. Elie Mikhael

*Contact Person: Ms. Ghada Mansour, Child Labour Coordinator (03/843097)*

13:00 – 14:00

#### ***Saida, South Lebanon***

(Action Programme: Combating Child Labour in Fisheries and Other Low Income Activities in Saida, Hariri Foundation).

*Contact Person: Ms. Aya Kaissi, Project Coordinator (03/209798)*

- Meeting with the Action Programme Staff;  
- Visit to a school: Life Skills Session for at-risk children.

15:00 – 16:00

#### ***Saida, South Lebanon***

(Action Programme: Preventing child labour in the Ein el Hilweh Palestinian refugee camp and in Kfar Sir and Zawtar-Nabatieh through the improvement of the conditions of school children, Kamel Youssef Jaber Social and Cultural Centre) .

*Contact Person: Ms. Souhaila Khatib, Project Coordinator (03/657502)*

- Visit to a centre in Saida.

17:00 – 19:00

#### ***Saida, South Lebanon***

(Action Programme: Combating Child Labour in Fisheries and Other Low Income Activities in Saida, Hariri Foundation).

*Contact Person: Ms. Aya Kaissi, Project Coordinator (03/209798)*

- Visit Activity in Khan with Working Children.

### **Tuesday 26 February**

09:00 – 10:30

#### ***MOL, Beirut***

(Action Programme: Consolidating the Capacity of the Ministry of Labour to Address Child Labour Problems in Lebanon, MOL).

*Contact Person: Mr. Fawzi El Hajj Hassan, Acting DG and Ms. Nazha Challita, Director CLU (03/724208)*

- Meeting with Head of Child Labour Unit;



11:00 – 11:30

***ILO, R.O, Beirut***

(Action Programme: Consolidating the Capacity of Employer Organisations to Address Child Labour Problems in Lebanon, Association of Lebanese Industrialists)

*Contact Person: Ms. Oula Francis (01/350281)*

12:00 – 15:00

***ILO, R.O, Beirut***

(Action Programme: Project for withdrawal and prevention of children from the Worst Forms of Child Labour in Bab el Tebbaneh, Tripoli, Municipality of Tripoli).

*Contact Person: Ms. Roula Abou Bakr, Project Coordinator (03/869431)*

**Wednesday 27 February**

09:00 – 15:00

***Nabatieh, South Lebanon***

(Action Programme: Preventing child labour in the Ein el Hilweh Palestinian refugee camp and in Kfar Sir and Zawtar-Nabatieh through the improvement of the conditions of school children, Kamel Youssef Jaber Social and Cultural Centre) and

Action Programme: Withdrawal and Prevention of Children from the Worst Forms of Child Labour in Nabatieh, Ministry of Education and Higher Education).

*Contact Person: Ms. Maria Assi, Project Coordinator (03/641930)*

- Meeting with Several Centres and schools;
- Meeting with children/parents.

**Thursday 28 February**

Preparation for workshop

**Friday 29 February**

09:00 – 14:00

Stakeholders Meeting

## Annex 4 of the Lebanon National Report



The International Programme for the Elimination of Child Labour (IPEC)  
“Supporting the National Policy and Programme Framework for the Elimination of the Worst Forms  
of Child Labour in Lebanon”  
Project RAB/04/P51/USA

### **Workshop: Independent Evaluation**

ILO / IPEC  
(Crowne Plaza Hotel - Beirut, 29 Feb. 2008)  
**Dr. Mouna Hashem, International Consultant**  
**Ms. Habbouba Aoun, National Consultant**

### **List of Participants**

#### **MINISTRY OF LABOUR**

Name	Ms. Nazha Challita
Job	Head of Child Labour Unit
Participating Party	Ministry of Labour
Address	Chiah - Lebanon

#### **MINISTRY OF JUSTICE**

Name	Ms. Hala Abou Samra
Job	Head of Juvenile Justice Department
Participating Party	Ministry of Justice
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#### **MINISTRY OF SOCIAL AFFAIRS**

Name	Ms. Siham Abou Jaoudé
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Participating Party	Ministry of Social Affairs
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Name	Ms. Nagibe Sarroufim
Job	Social Worker–Social Centre for Development – Bourj Hammoud
Participating Party	Ministry of Social Affairs
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Name	Dr. Elie Mikhael
Job	Secretary General /Higher Council for Childhood
Participating Party	Ministry of Social Affairs
Address	Badaro - Beirut - Lebanon

Name	Ms. Ghada Mansour
Job	Coordinator in Child Labour/Higher Council for Childhood
Participating Party	Ministry of Social Affairs
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#### **MINISTRY OF INTERIOR AND MUNICIPALITIES**

Name	Captain Ahmad Abou Daher
Job	Officer
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#### **MINISTRY OF HEALTH**

Name	Dr. Assaad Khoury
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Participating Party	Ministry of Health
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#### **NATIONAL EMPLOYMENT OFFICE**

Name	Ms. Dolly Feghali
Job	Chief of Department
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Name	Mr. Elie Berberi
Job	Manager
Participating Party	National Employment Office
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Name	Mr. Raymond Moawad
Job	President NEO/North
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#### **GENERAL CONFEDERATION OF LEBANESE WORKERS**

Name	Mr. Boutros Saadeh
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## ASSOCIATION OF LEBANESE INDUSTRIALISTS

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Participating Party	Association of Lebanese Industrialists
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## NON GOVERNMENTAL ORGANIZATIONS

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Name	Ms. Rania Zakhia
Job	Field & Education Manager Manager
Participating Party	RMF
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Name	Ms. Sossi Sagharian
Job	CEO Socio Medical Centre
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Name	Ms. Souhaila Khatib
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Participating Party	Kamel Youssef Jaber Cultural and Social Centre
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Name	Ms. Rana Ghosn
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Name	Ms. Ramona El Baayno
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Name	Ms. Germaine Ephrem
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Name	Ms. Roula Tannous
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Name	Ms. Hasmig Danayan
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#### INTERNATIONAL LABOUR ORGANIZATION

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### ***Annex 3. Yemen National Report***

## **Supporting the National Policy and Program Framework (NPPF) for the Elimination of the Worst Forms of Child Labor in Lebanon and Yemen**

**An Independent Final Evaluation by an External Consultant Team**

**February - March 2008**

## **Acknowledgements**

The Evaluation team wishes to thank Mr. Peter Wichmand and Ms. Naomi Asukai of the ILO/IPEC Design, Evaluation and Documentation Section (DED) for entrusting them with this very interesting evaluation of a challenging Elimination of Child Labour Program in Lebanon and Yemen. They also thank USDOL for funding the program in both countries and following up with the independent evaluation. Thanks are due to Mr. Nabil Watfa for his time in briefing the team leader and the Lebanon consultant on the program, also for his short visit to Yemen whereby he participated as an observer in the stakeholders' workshop. Thanks also go to Ms. Badra Alawa, the Lebanon NPM, and Ms. Jamila Ali Redha, the Yemen NPM, as well as the program staff in both countries, for their logistical support and technical inputs throughout the in-country fieldwork.

Appreciation is due to the personnel of the various agencies who provided time and valuable information during the interviews and throughout the stakeholders' workshop, explaining the activities they undertook under the Project of Support to the NPPF, the constraints and challenges they faced as well as their views and aspirations for its future.

The report is the sole responsibility of the evaluators. Any possible mistakes, omissions, misquotations or otherwise will be either an oversight or the reflection of understanding of the information provided by the various informants.

We wish to state here that we, as independent consultants, have no personal stake in ILO/IPEC, the ministries in either country, or any of the organizations we contacted during the evaluation process. Elements of objectivity and transparency were observed to the best of our professional and personal ability.

Best wishes to all.

Taghrid Khuri, PhD, Evaluation Team Leader;  
Mouna Hashem, PhD, International Evaluator, Lebanon;  
Abdul Karim Alaug, PhD, National Evaluator, Yemen.  
Habbouba Aoun, National Evaluator, Lebanon.

## List of Acronyms:

AP	Action Programme
APSO	Action Programme Summary Outline
CL	Child Labour
CLU	Child Labour Unit
CP	Country Programme
CSO	Central Statistics Organization/Office
CTA	Chief Technical Advisor
DED	Design Evaluation and Documentation Section, ILO/IPEC
ECL	Elimination of Child Labor
FP	Focal Point
FYCCI	Federation of Yemeni Chambers of Commerce and Industry
GFWTU	General Federation of the Workers Trade Unions
GoY	Government of Yemen
HCMC	Higher Council for Motherhood and Childhood
IA	Implementing Agency
ILO/IPEC HQ	International Labor Organization/ International Program for the Elimination of Child Labor - Head Quarters
IPEC-L	IPEC - Lebanon
IPEC-Y	IPEC - Yemen
MOAE	Ministry of Awqaf and Endowment
MOE	Ministry of Education
MOI	Ministry of Information
MOPIC	Ministry of Planning and International Cooperation
MOS	Municipality (Mayor) of
MOSAL	Ministry of Social Affairs and Labour (Yemen)
MOTEVT	Ministry of Technical Education and Vocational Training (Yemen)
NPPF	National Policy and Programme Framework
NSC	National Steering Committee
ProDoc	Project Document
ROAS	Regional Office for the Arab States - ILO, Beirut
SFD	Social Fund for Development
TPR	Technical Progress Report
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labour
VTP	Vocational Training Program
WCRC	Working Children's Rehabilitation
WFCL	Worst Forms of Child Labour



## **1. Introduction**

Toward the end of the IPEC's Programme for "Supporting the National Policy and Program Framework (NPPF) for the Elimination of the Worst Forms of Child Labor in Lebanon and Yemen" the office of Design Evaluation and Documentation (DED) of ILO/IPEC commissioned an independent external consultant team to carry out an independent evaluation of Phase II of the IPEC Program in both Lebanon and Yemen. The programme was supposed to end in March 2008, however due to delays caused by various factors, it was extended to May 2008.

The evaluation team was composed of four members: a team leader who also carried out the evaluation fieldwork in Yemen, an international evaluation consultant who carried out the evaluation in Lebanon, and a Yemeni national evaluation consultant in Lebanon and another in Yemen. Annex (1) presents the TOR for the independent evaluation.

The purpose of the independent evaluation is to ascertain that program objectives have been achieved and the extent of which the program benefits have accrued to the target group(s) with a focus on gender composition. [It would guide the recommendation for the preparation of a tentative future proposal of a new CL project in Yemen that would benefit from the lessons learnt from the previous phases.](#) Emphasizing ILO/IPEC's 'tripartite' structure, the evaluation obtains the views of all partners: government, employers' and workers' organizations and NGOs, mainly those who were directly involved in the implementation of action programs.

This report covers the evaluation of the Yemen project.

### **1.1 Socio-Economic Context:**

The population of Yemen was estimated by the United Nations in 2003 at 20,010,000, which placed it as number 51 in population among the 193 nations of the world. In that year approximately 3% of the population was over 65 years of age, with another 48% of the population under 15 years of age. Yemen's population growth, at 3.01 percent per year, is one of the highest in the world. This rapid population increase in Yemen is posing serious economic and demographic challenges. A recent population conference held in Yemen has shed more light on the magnitude of the problem and its implications for future growth and fiscal burden. This is a major factor holding back social and economic development, and reducing the impact of economic growth. This population conference has raised alarm about the situation and urged to allocate more resources and efforts to deal with this issue. Yemen has a comprehensive and sound population policy with an integrated approach of reproductive health care and human development under the Population Action Program 2001–10. Plans to deal with the population issues in Yemen, however, have suffered from weak implementation, under-funding particularly with regard to family planning and quality health services, and lack of monitoring mechanisms.

The situation of education, especially basic education, has serious implications to child labour. Over two million children of school-going age (some 36.8%) are not enrolled in education. Girls represent 53.7% of those who are out of school. This is among the lowest female enrolment rates in the world. Facilitation of even physical access is constrained by an inadequate infrastructure in terms both of schooling facilities and the number and quality of teachers. The number of schools in rural areas is not sufficient to assure access to all children of basic school going age. Much the same can be said of

urban areas, where schools are overcrowded, often with a minimum of 60 – 80 children to a single teacher in the classroom.

The Government of Yemen is fully aware of the necessity of mainstreaming child labour concerns into educational policy and programs that would serve the objectives of both addressing child labour and universalizing primary education. Government policy is to achieve universal primary education by the year 2015. Since unification in 1990, Yemen has adopted a basic education cycle of 9 years. Over the last decade, much progress has been made in raising school enrolment rates, which have risen from 50% in 1990 to 62% in 2000. Furthermore, the National Education Strategy for the implementation of Education for All has an explicit strategy on school enrolment and retention of working children. In addition, the Yemeni government has underway a large scale program to expand education (Basic Education Expansion Program - BEEP I and II) with a particular emphasis on the basic level. The World Bank is supporting Ministry of Education to carry out in-depth economic and sector analysis to help design the Second Basic Education Expansion Program (BEEP). If successfully implemented, this programme will have a large impact on the child labour situation in Yemen.

In regard to economic growth, a recently published government report<sup>33</sup> affirmed that prospects for economic growth look dim. Economic indicators show real GDP growth averaging 3.6%, half of the targeted growth. The national economy witnessed a significant progress during 2002-2007, in which the average annual real GDP growth reached 4.3%. However, the slow down in the economy was evident in 2006-2007 reaching 3.2% and 3.6% respectively. This is attributed to a higher rate of declining oil production (around -12.2%) coupled with poor performance of non-oil sectors. Private and public investment namely in the productive and infrastructure sectors have also slowed down.

Within the context of economic development, the Government of Yemen has undertaken a number of significant structural reforms aimed at creating the appropriate investment climate, infrastructure and legislation. The 2005-2006 Poverty Assessment Survey showed that economic growth has contributed directly to the reduction of poverty from 41.8% to 34.8% of the population. The percentage of population who suffer from absolute poverty has decreased from 17.6% in 1998 to 12.5% in 2006. In addition to the income gap, Yemen ranked the last (128th) in the Global Gender Gap Report 2007 produced by the World Economic Forum, a situation which has serious implications to the situation of women at large, and female child labour specifically.

Nevertheless, the economic and development priorities of the Republic of Yemen are spelled out in the "Poverty Reduction and Strategy Paper (PRSP) of the period of 2003-2005. The problem of child labour is explicitly addressed in the PRSP. The government commits itself to achieve objectives that will have a direct positive impact on the child labour situation in the country. The PRSP commits the Government not only to respond to the demands arising from child labour trends, but also to be proactive in promoting policies to alter such trends. Policies directed at the root causes of child labour include: poverty reduction; provision of basic services to the poor to reduce poverty; raising the enrolment rate in basic education to 69.3 percent by 2005; reducing the gaps between boys and girls in school attendance; increasing the enrolment in vocational training and technical education; and expanding the coverage of social security and social protection. Although the principal government and policy documents on the development of the Yemen economy (*Vision 2025*) do not contain specific references to child labour or children as such, policies or programmes directed towards

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<sup>33</sup> Ministry of Planning and International Cooperation (February 2008), Government of Yemen's Report to the 2<sup>nd</sup> Post CG Meeting.

resolving socio-economic issues related to child labour exist. A number of general economic and sectoral policies will thus affect the position of children.

A comprehensive understanding of Yemen's child labour situation is lacking due to the limitations of available and comprehensive national statistics on child labour. Nonetheless, these statistics indicate a large and growing problem. The 2003 UCW report *Understanding Children's Work in Yemen*<sup>34</sup> reported that there are an estimated 700,000 children between the ages of 6-14 years (12% of this total age group), engaged in work<sup>35</sup>. The 1999 Labour Force Survey<sup>36</sup> showed increases in the number of children in the labour force from the age of five years and less. Labour force participation of 10-14 year-olds increased from 10.5% in 1994 to 12.1% in 1999. The situation analysis conducted by the UCW underscores the risks that children in the worst forms of child labour (WFCL) face. Work in agriculture, street work and fishing have been identified as the WFCL.

In spite of the progress under the Country Programme, child labour is a pervasive problem that is inextricably linked to widespread poverty in the country as mentioned earlier. Nevertheless the Yemeni Government is fully aware of the importance of addressing child labour and is committed to combating it.

## 1.2 Overview of Country Project:

Supporting the National Policy and Program Framework (NPPF) for the Elimination of the Worst Forms of Child Labor represents Phase II of the IPEC project for Lebanon and Yemen. Both countries have participated in a first phase Country Programme (CP) which started in 2000 with that in Lebanon having ended in June 2004 and that in Yemen having been extended until May 2005.

For the first phase of the Country Programmes in both countries, the strategy focussed on developing a greater understanding of the child labour problem, particularly in relation to its causes, building national capacity, developing policy and legislation, increasing the awareness of policy-makers of the problem, mainstreaming child labour into sectoral policies and programmes, promoting coordination among the related bodies and undertaking small-scale, easily replicable direct action programmes. It has also carried out targeted interventions for prevention, withdrawal and rehabilitation in several selected provinces. Many partnerships between IPEC and governmental and non-governmental institutions were developed at the national and regional levels.

The current phase (II) of the project seeks to continue to support the Yemeni Government's efforts to finalize, implement and operationalize the National Policy and Programme Framework toward the elimination of the WFCL. The intention at the time of the design of the present project was that the draft NPPF would be finalized in May 2005 as an outcome of the Country Programme. Based on the commitment by the Government of Yemen to develop the NPPF, IPEC together with USDOL support designed the present project to consolidate and carry forward the achievements of Phase I country programme.

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<sup>34</sup> UCW, *Understanding Children's Work in Yemen*, (Florence, 2003).

<sup>35</sup> *Ibid.*

<sup>36</sup> UNDP Labour Market Information System Programme, Ministry of Labour and Vocational Training and the Central Statistical Organization, *Report 2000*.

The project document (ProDoc) for Phase II comprises support for two distinct projects in both countries, with a centralized management in ILO ROAS in Beirut. It stipulates a starting date of September 2004 and ending date of March 2008, comprising 42 months including start-up time. USDOL funded the project with US\$ 3,000,000 and the in-kind contribution of Lebanon and Yemen was \$ 1,500,000 and \$ 5,000 respectively. Due to delays in implementation that will be iterated in this report, the ending date was extended to May 2008.

According to the ProDoc, the overall strategy of the Project is to sustain the advances achieved during Phase I and to make further progress by basing the programme on key institutional structures in order to improve programme efficacy, quality and sustainability. This is to be pursued through enhancing coordination and synergy among institutions, further strengthening the capacity of relevant implementing agencies, improving socio-demographic data analysis and dissemination, strengthening research and training capabilities, linking child labour to socio-economic development, and reducing the incidence of child labour in selected sectors. Due to the constrained budget and the relatively short duration of certain APs, it was decided to focus on a limited number of priority areas and sectors. Those were: working street children in Sanaa, child labour in fisheries in Aden, and rural child labour in Seyoun.

## **2. Independent evaluation**

### **2.1 Scope of the independent evaluation:**

This evaluation comes towards the end of the IPEC projects of support to the NPPF in Lebanon and Yemen. A mid-term evaluation was originally scheduled for November 2006, but due to the situation in Lebanon at that time, it was decided to re-schedule the evaluation to a time when field visits could be conducted. It was decided in consultation with stakeholders that the situation was stable enough and field visits could take place in early 2008. As the project was to close in May 2008, it was decided that only one independent evaluation would be conducted for the project. This independent evaluation was scheduled to take place in February, i.e. before the completion of the APs in both countries. The evaluation observed set standards of evaluation as stipulated by ILO/IPEC. DED ensures that the evaluation is independent, objective and transparent.

The scope of the evaluation entails assessing the overall performance of the IPEC project of support to the NPPF in fulfilling its objectives. It focuses most on the project objectives, outputs, achievements, shortfalls in achievement and the constraints faced in its implementation. The independent evaluation also includes detailed findings, conclusions, and recommendation that are the composite analysis of the desk review of the various project documents as well as TPRs and the final TPR, interviews with key partners and stakeholders, direct beneficiaries, interviews with IPEC management, the findings and information gathered during the stakeholders' workshop, as well as those of the evaluation consultant team. It highlights the lessons learnt and good practices to serve as a learning tool for the IPEC management, partners and stakeholders.

## 2.2 Evaluation Methodology:

The evaluation process started with a phone briefing by the Senior Evaluation Officer / Head of the DED office at HQs - Geneva (and the DED Officer) with both the team leader and the Lebanon evaluation team member. They also had a phone conversation with US DOL desk officer of the Office of Child Labor, Forced Labor and Human Trafficking; MENA Division, Washington DC, in his role as a stakeholder, to discuss issues of their concern to include in the evaluation.

The evaluation entailed a desk review of the program documents, action programmes of the various implementing agencies, technical progress reports and other related reports.

The team leader and the evaluation consultant for Lebanon met with the Chief Technical Advisor (CTA) for both projects in Beirut; they also met with the Regional Director, her deputy, the Senior Specialist on Fundamental Principles and Rights at Work, the gender focal point and related ROAS staff. The CTA briefed them on the background of the two-country programme, and provided the team leader with his mission reports to Yemen upon her request.

Two field missions to both Lebanon and Yemen took place concurrently and involved interviews with partners and key stakeholders, research consultants, as well as meetings with IPEC National Program Managers (NPM) and staff in each country. This report addresses the independent evaluation for Yemen. The field evaluation programme and list of interviewees is attached in Annex 2.

The in-country field work in Yemen included visits to the project sites to assess the educational activities provided to working and withdrawn children (both girls and boys), as well as examine the interventions, and assess the problems and obstacles faced therein. Meetings took place with the Action Program (AP) focal points (FPs) and staff of the three s: Sana'a, Aden and Seyoun, as well as the targeted children and some families in the three project sites. IA partners and stakeholders were interviewed to collect first-hand information on the progress of the APs, to assess the activities, outputs and progress of the Action Programs (APs), the obstacles they faced, and their expectations toward future strategy of addressing CL in Yemen.

A workshop was carried out with partners and stakeholders the objectives of which were to gather further information on achievements, obstacles and constraints to project implementation, review the lessons learnt and the good practices, as well as assess the views of IA staff and stakeholders regarding mechanisms for sustainability. The NPM attended the stakeholders' workshop as observer; the CTA also attended the workshops in both countries as observer. The NPM and CTA can only attend as observers so they would not influence the opinions and inputs of the project implementers and stakeholders nor the process and outcome to ensure the 'independence and objectivity' of the evaluation.

The stakeholders' workshop proceedings are found in Annex 3 and the list of workshop participants is found in Annex 4.

### 3. Implementation Overview

Despite the fact that the project was funded for the period of 2004-2008, the actual implementation of activities was delayed for almost two years. Several factors led to this delay, most notably the time it took to identify and recruit a suitable competent national project manager, and the lengthy procedures of recruitment between Geneva, Beirut and Sanaa. The organizational administrative requirements of hiring and financial management of such projects are lengthy usually and were confounded by other factors in the case of Yemen, mainly in the case of the project is that it was tied directly to ROAS Beirut office and could not disburse funds etc. without the oversight and approval of the CTA. The CTA is cooperative however but the distance would in itself affect prompt action on programmatic procedures.

The time gap between the completion of the activities of the first phase and the official start of the second phase resulted in the discontinuation of several activities particularly those directed towards working children. And many of the capacitated staff especially social workers and management staff were no longer available for the current project.

Furthermore, the lengthy ILO recruitment procedures of the IPEC staff delayed project start-up. While the unstable political situation underscores exogenous factors that affect project implementation. For example, the IPEC office closed for approximately four months as a result of the Israeli conflict in July 2006. Additionally, the delay in the recruitment of the National Project Manager (January 2006) resulted in delaying the start of several components of the project. Nevertheless, and due to the commitment of the Yemeni Government to continue its efforts in combating child labour, the National Policy and Programme Framework (NPPF) was launched on the 5<sup>th</sup> of Sept 2007 in a big ceremony attended by the Vice P.M., the Regional Director of ILO, the heads of U.N agencies, representatives of partner ministries, donors and NGO's. A budget breakdown was prepared for the donors.

Phase II of the Project entails ten Action Programs (APs) that have been technically approved and supported by IPEC to include government partners, NGOs, worker and employer organizations. Several of these APs were initiated during the first phase of the country programme in Yemen and were incorporated in the current project of support to the NPPF because they needed more time to be effective and sustain activities. These include:

The four major direct APs: MOSAL, Sanaa, Aden and Seyoun CL rehabilitation centers, have been operational since the beginning of the 2007. The duration of these four Action Programmes is 12 months and their starting date was acknowledged to be in the first quarter of 2007.

Four other APs have started late, at the beginning of 2008, and they are MOI, MOY, MOT EVT and FYCCI. They have very small budgets which translate into the short duration of their APs, extending over three or four months only. At the time of the final evaluation, they were picking up and moving forward with implementing their activities. Two partners, namely the Ministry of Education (MOE) and the General Federation of Workers' Trade Union (GFWTU) have not started due to the fact that they have not yet received their funds by the time of the final evaluation. Due to the delay in start-up and transfer of funds for the two latter APs as well as the need for more time for all APs, an extension was approved for the whole project until May 2008. It is worth noting here that some implementing partners (e.g. Seyoun WCRC) were soliciting funds at the local level to enable them to continue with

their activities and avoid interrupting the services they provide to the working and withdrawn children, an excellent practice that reflects the commitment of implementing partners.

Table: Programmes and Implementing Partners

Serial No.	Title of AP and name of Implementing Agency	Start date	Expected completion date
1.	Enhancing the Capacity of the Child Labour Unit at the Ministry of Social Affairs and Labour in Yemen to be able to support the implementation of the National Policy and Programme Framework for the Elimination of the Worst forms of Child Labour	20 <sup>th</sup> March 07	May 08
2.	Contribute to the elimination of the WCFL in Yemen by providing 1200 street working children and 500 siblings with rehabilitation and educational services through the Sana'a Centre Coordination Committee. With The Office of the Mayor of Sana'a	Feb 07	May 08
3.	Combating the problem of child labour in fisheries in Aden, Yemen (Working Children Rehabilitation Centre) with the Governorate of Aden	January 07	May 08
4.	Withdrawal, rehabilitation and prevention of rural child labour in Hadhramout – Seyoon, Yemen with AlNahdha Cultural and Social Charity Organization (NGO)	January 07	May08
5.	Promotion of children's rights through arts , education and Media	Dec.07	May 08
6.	Enhancing capacity of the Ministry of Education to increase the attendance, retention and performance rates of working children in the primary education system.	Feb.08	May 08
7.	Development of a sustainable media campaigns against worst form of child labour	Nov.07	May 08
8.	Designing a Vocational curriculum for the rehabilitation of Working children.	Dec.07	May 08
9	Enhancing the capacity of Child labour unit of the Federation of Chamber of Commerce and Industry in the Worst Form of Child Labour.	Nov.07	May 08
10	Enhancing the Capacity of the General Federation of the Workers Trade Unions in Combating the Worst Forms of Child Labour in Yemen .		May 08

## **4. Findings.**

### **4.1 Project Design:**

No baseline survey on the incidence of CL in Yemen was available at the time of the project design. Nevertheless, the ProDoc design took into consideration certain national reference documents such as the Third Five-Year Plan (TFYP) for socio-economic development (2006–2010) and the National Action Plan for children age group 6-14 which emanated from The Childhood and Youth Strategy (February 2006). The TFYP highlights within the government's general perspective the main directions for the future of institutional set-up and the economic, financial, administrative, judicial, educational and cultural reforms. The overall goals of this New Five Year plan relate indirectly to combating child labour, and chapter 7 addresses the problem of child labour directly through the inclusion of the Childhood and Youth Strategy which was prepared in February 2006.

The project document for the second phase was prepared before the completion of the evaluation of Phase I. Some Yemeni counterparts (especially Government partners) complained mainly about the small budget allocated to Yemen and also contented that they were not consulted sufficiently in the review of the project document. Nevertheless, IPEC facilitated discussions with the Yemeni counterparts as to the review and finalization of the project document.

The distribution of the funds as earmarked to Lebanon and Yemen was not proportional considering at least the bigger scale of the problem in Yemen than in Lebanon. Yemen was allocated almost one half of the budget allocated for Lebanon. As a result the interventions carried out by the implementing agencies were constrained and their scope was extremely limited.

In spite of the limited resources in terms of budget and the short duration of implementation, the Project Document set unrealistic withdrawal and prevention targets for the Rehabilitation centers. These targets are considered unrealistic not only because of the reasons mentioned above, but also due to the long lapse between the two phases which resulted in the loss of trained staff and consequently the institutional capacity and memory that was developed in phase I, a situation which would necessitate capacity training for the new staff all over again. Hence it will have been very difficult to meet the set target of 4300 children).

Even though these targets were modified during the implementation period (from 4300 to 2400 working children), the three centers have not been able to meet the modified targets during the final evaluation team field visits in February 2008, which proves the over-ambition of the set targets.

Six Action Programmes (APs) do not have direct interventions in rehabilitation services, and the connection between the objectives of these APs and the overall objectives of the project are not clearly stated. For example, the objective set for the General Federation of Chambers of Commerce and Industry, as well as those for the General Federation of the Workers Trade Unions, was to enhance the capacity of the CLU and/or Focal Point therein. Enhanced capacity would take a long time to show results and impact on working children's rehabilitation.

Furthermore, it is worth mentioning that the value of a joint "regional project" could not be discerned. The evaluation team brought up this issue with a few stakeholders as well as with IPEC CTA, the Desk Officer, and the funding agency, USDOL as to the reason/s both Lebanon and Yemen were joined in one project in spite of the many differences that govern them (elaborated later).



Nevertheless it seemed that the reason was more a logistical one - having to do with funding, rather than programmatic.

The cultural context which to a great extent plays a key factor in influencing CL in Yemen was not addressed sufficiently in the ProDoc. The incidence of poverty is very high in Yemen and child labour seems to be acceptable generally, and perhaps more so for poor households. In a study about the “coping mechanisms of the poor in Yemen,” (World Bank monograph, 1998), solidarity systems are strong at community and household levels; both would imply child labour. Hence to change such seemingly strongly ingrained social and cultural belief system would require certain program design based on empirical evidence and congruent interventions for behavioral change.

Furthermore, the project document did not outline a sustainability mechanism nor an exit strategy, both of which would ensure the continuation of activities and interventions with national resources as the project eventually comes to end.

#### a. Validity

The design of the CP was fairly valid although missing certain elements which were mainly the reflection of the absence of a baseline situation analysis of the CL phenomenon in Yemen. It was mostly a continuation of the design of Phase I. Nevertheless it took into consideration the socio-economic factors of the country mentioned earlier.

#### b. Relevance

The project objectives address issues of concern within the national context in Yemen, however, the limited funds allocated for this project in Yemen were inconsistent with the scale of the CL problem and the ambitious outputs set to fulfill the stated objectives for this phase of the Project.

There is a potential risk of overlap of activities between this project and that of the USDOL-funded ACCESS-MENA in the field of education, however it remains under control and is being continuously addressed through continuous collaboration with the ACCESS-MENA team.

With regard to gender considerations it is important to note that Yemen ranked the last (128th) in the Global Gender Gap Report 2007 produced by the World Economic Forum. This will have serious implications to the situation of the female child and the opportunities of serving especially those girls who work and/or who dropped out of the educational system.

#### c. Causality (internal and external factors)

Several external factors seem to impact on the implementation and progress of the project, some negatively and others positively. The rapid population increase in Yemen continues to pose serious economic and demographic challenges that will in turn challenge combating child labour.

Another negative factor was the protests of the southern pensioners and the situation in Sa'dah and alHutheen in early 2008 which continued to pose political uncertainties and influence the general security climate in the country.

On the other hand, a positive factor was the implementation by the Ministry of Civil Service of the decision by the Supreme Council for Women to increase female teachers in rural areas to 30 percent. In August 2007, the Cabinet approved the amendment of 10 laws containing discriminative articles

against women. The Parliament is yet to vote on these amendments. Furthermore, *Yemen in the second post Consultative Group (CG) meeting in February 2008* discussed the progress in allocating the pledges made during the London CG Meeting in November 2006, and the implementation of policy reforms. These pledges stood at about \$5.3 billion in late January (including additional \$370 million pledges made after the CG meeting).

#### d. Efficiency

As was stated in the last TPR, the results of the project in Yemen continue to justify the costs incurred despite the delays and bureaucracies that shadowed its performance.

Activities were still ongoing until and beyond the final evaluation exercise. The major four direct-action projects (MOSAL, Sanaa, Aden and Seyoun CL rehabilitation centers) receive the bigger portion of the budget: \$ 230.783 out of the total of \$397.822. The budget of the other four projects (MOI, MOY, MOTEVT and FYCCI) does not exceed \$68.000 and their duration does not exceed three months. It is worth noting that GFTU and MOE were awaiting the transfer of the allocated funds. The spent funds so far for all projects is \$ 211.876.890. The project extension until May 2008 and the extra allocated funds for the three s (\$59564) are expected to enable the projects to reach their original targets and an additional number (as reported by the NPM in last TPR).

#### e. Effectiveness

Despite the recurrence of delays in implementation, last of which was the war in Lebanon in 2006, the project in Yemen continued to move forward in contributing to the elimination of child labour through the support to the elaboration and implementation of the National Policy and Programme Framework (NPPF). The harmonization process of the national laws in accordance with the International Conventions finalized most of its activities and conducted a workshop to discuss the mapping and propose amendments to the national laws which are to be presented to the Legal Affairs Ministry.

Due to the project, street children and working children have attracted the attention of decision makers and concerned ministries and the Yemeni public seem to be more aware of the child labour problem. Awareness meetings with parents and employers, NGO's, schools and the three social rehabilitation centers seem to have made a difference as the local newspapers (official, independent and Opposition) radio and T.V are discussing the matter seriously. This improved situation was reported in the project's February 2008 TPR.

### 4.2 Project Strategy:

While the first phase of the Project focused its strategy on developing a greater understanding of the child labour problem and the capacity to address it, the current phase (II) of the Project seeks to continue to support the Government's efforts by focusing on the elimination of the worst forms of child labour (WFCL).

The current project focuses on a dual strategy of (1) upstream policy work (such as policy development and management of change) to create an enabling environment for action against child labour and (2) downstream support, including targeted interventions and capacity development.

The strategies for the creation of an enabling environment converge around the development of national capacity and reflect the NPPF's strategic direction. The multi-sectoral aspect of the project

design which takes into account the multi-dimensional demands for elimination, prevention and rehabilitation of child workers, is supposed to be observed by and reflected in the role of the NSC.

Multi-sectoral reflect the complex multi-faceted sectors/disciplines that are at play simultaneously to, on the one hand, cause and, conversely on the other hand, combat child labour such as education (basic and vocational of both children and parents), legal and legislative systems, psychological, counselling and rehabilitation skills, as well as institutional capacity of government, non-government, private sectors and civil society.

The project consolidates its activities and outputs to eliminate the WFCL through a three-pronged programming strategy that seeks to 1) harmonize the legislative framework with international standards; 2) build the capacity of national institutions to implement policies and programmes to tackle the WFCL and enforce legislation; and 3) increase awareness in Yemen about the negative consequences of the WFCL.

The project strategy is translated into the following objectives as stated in the approved project document.

*Development Objective:*

Contribution to the elimination of child labour in [Lebanon and] Yemen through the support to the elaboration and implementation of the National Policy and Programme Framework (NPPF).

*Immediate Objectives:*

- *Objective 1:* By the end of the project, the legislative framework in relation with the WFCL will be harmonized with international standards and enforcement mechanisms strengthened.
- *Objective 2:* By the end of the project, the national capacity to implement policies and programmes tackling WFCL and to enforce relevant legislation will be enhanced.
- *Objective 3:* By the end of the project, there will be increased awareness in [Lebanon and] Yemen about the negative consequences of the WFCL in the country and how to deal with this problem.
- *Objective 4:* By the end of the project, effective interventions to serve as model will have withdrawn and prevented from exploitative situations boys and girls in WFCL and children at risk of being engaged in WFCL in selected areas.

#### 4.3 Delivery of Services:

The project delivery of services adopts two approaches: (1) objectives / outputs offered by IPEC to implementing partners and stakeholders, and (2) direct services by implementing partners to project beneficiaries.

#### 4.3.1 Objectives/outputs to implementing partners and stakeholders.

The following section iterates the main activities/achievements of outputs as stated in the immediate project objectives:

##### **1. Legislative Framework:**

The Yemeni Child Rights Law of 2002 sets the minimum working age at 14 years, but 15 years for industrial work. The existing Labour Law<sup>37</sup> stipulates that minors (defined as any person below 15 years of age) may not be employed without the consent of his/her guardian and without notifying the Ministry's specialized office (article 48.1.). Further provisions concern conditions of work, wages, safety and health measures, etc. Amendments of the law to conform to relevant international conventions are under preparation. A labour inspection mechanism exists to monitor the application of the law and issues reports on violations thereof.

The mapping exercise of the national laws has been completed. The process started with the identification of 19 national laws to be reviewed to evaluate their consistency with international conventions and standards particularly Conventions No. 138 and No. 182. The legal specialists concluded that five national laws needed a comprehensive review: Labour law No. (5) 1995, Child rights law no (45) 2002, The Penal and Criminal Law no (12) 1994, Education Law, and Juvenile Law. The approval of the Council of Minister and the Parliament is needed for a complete adoption of the amendments.

A workshop was organized with a wide participation of major stakeholders to discuss the proposed amendments before submission to the Ministry of legal affairs for approval. Greater advocacy efforts in the Council of Ministers and the Parliament are needed in order to approve those amendments.

With regard to child trafficking, the government is in the process of issuing a punitive law against child traffickers. The law consists of five articles addressing different levels of punishment pertaining to the kind of harm caused to the trafficked child. The law also takes action against the parents who give up their children for trafficking. The punitive and criminal law has been approved by the Ministry of Legal Affairs; however, it has not been approved by the Cabinet or the Parliament.

The revision of national laws to be in harmony with international conventions is one of the main tasks of other national institutions. A notable case is the efforts made by the Higher Council for Motherhood and Childhood (HCMC). Several activities have been organized by HCMC in coordination with several ministries including MoSAL and its CLU. The focus of these efforts was to harmonize national laws with the international protocols on child trafficking and using children in armed conflicts. A list of amendments have been approved by the Council of Ministers and sent to the Parliament for approval. Although harmonization efforts are underway and in full focus by the concerned parties, enforcement is still lagging behind. Enforcement mechanisms have not been institutionalized, e.g. inspectors do not take effective punitive measures against violating child employers. Another problem is the low number of female inspectors which could be increased by a higher-level policy decree. Female inspectors can play a constructive role in liaising between the family, local community and the various service providers of the project, be it education, vocational training, rehabilitation, etc.

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<sup>37</sup> Ministry of Labour and Vocational Training, Deputy Minister's Office. Republican Decree on Law no.5 of 1995 concerning the Labour Law and its Amendments in Law no. 25 of 1997, Republic of Yemen.

This highlights the importance of a closer coordination between CLU/MOSAL and other governmental institutions particularly the Higher Council for Motherhood and Childhood (HCMC) and the National Women's Committee (NWC) which have submitted a comprehensive mapping of national laws relevant to women and children and proposed a wider range of amendments to be consistent with international conventions and standards.

## **2. Capacity Building:**

IPEC provided support to project implementers in various forms. For example, technical assistance was provided by IPEC's Project Desk Officer in Geneva during her visit to Yemen (September-October 2006) particularly in the area of revising the work plan, the PMP, and the budget. The IPEC NPM provides on-going support, from monitoring the progress of each implementing partner and assisting in facilitating any constraints, to assisting in finalizing and translating the progress reports.

Although the first phase of the project witnessed intensive training to various partners at different levels and in various program and technical areas, the second phase witnessed very limited training and capacity building. Many of the important activities that would enhance the likelihood to achieve the project's objectives have not yet been implemented. For example, the NPM in Lebanon was supposed to be fielded in Yemen in March 2007 to train the staff of the CLU and a number of inspectors on the utilization of the database system developed in Lebanon. This delay has resulted in the absence of a clear set of rules for harmonization of information gathering, reporting, monitoring and evaluation and sharing not only at the national level (Child Labour Unit in MOSAL) but also at the local level particularly the three working Children Rehabilitation centers in Sanaa, Aden, and Seyoun. Similarly, the identification of an international consultant to assist in the implementation of SCREAM with MOY has not been achieved.

The fact that training was scarce and inadequate seems to be mostly an issue of constraining circumstances (e.g. the war in Lebanon) rather than a deficiency in the project design. However that should have been detected earlier on during the life of the project through the TPRs..

Training or the lack thereof should be the joint responsibility of the CTA and the Desk Officer. However one would assume there were legitimate reasons for the deficient training. Otherwise a next phase of such CL project should draw a system of accountability in the project document, as well as draw implementation bench-marks against which actual vs. delinquent progress would be measured. Inadequate training (at several levels: the database managers/users, inspectors, etc.) no doubt has adversely affected the progress of the project in relation to reaching its target, however that was not the only factor that caused those deficient targets. Other factors were the low budget, bureaucracy and red tape in the government-related activities, and the overload of many partners of addressing several development-related issues simultaneously such as poverty, school drop-out, child trafficking, economic development at the macro level and so on and so forth for a country like Yemen which is striving hard to improve its socio-economic position and addressing/satisfying the basic needs of its citizens.

Nevertheless, an important activity which was carried out by MOSAL was training the child labour inspectors on the adaptation of the list of WFCL to qualify them to be trainers of trainees TOT. The design and implementation of a Capacity Enhancement Plan was prepared by the national consultant at MOSAL and training the CLU members was ongoing by the time of the final evaluation. Furthermore, the MOE focused on training 100 teachers from five governorates on the teacher guide on combating CL.

With regard to monitoring, the training workshop on CLMS for 23 social workers in the three rehabilitation s and the labour inspectors of MOSAL has been postponed till April of 2008. Consequently the coordination between local level child labour monitoring, referral and follow up mechanisms developed under targeted interventions was also postponed till April. Similarly, a training workshop for Police Officers and Ministry of Interior staff will be held in March 2008, to ensure their commitment and enforcement of the WFCL.

### **3. Awareness Raising and Advocacy:**

For the purpose of awareness-raising, the MOI has produced five TV messages which were being tested during the independent evaluation. MOI also started the production of 60 radio flashes on CL in colloquial dialects. The Ministry of Youth has produced a CD with children songs on the WFCL.

The past experience of the earlier phase has shown that as a result of the awareness raising activities of MOI, MOSAL, and the CLU, the issue of child labour has been put on the national agenda as evidenced by the Government's commitment to develop the NPPF on the WFCL.

With regard to protection of the environment, the programme is expected to have positive repercussions on sustainable development efforts in terms of environmental benefits. In particular, awareness raising activities that focus on health hazards to working children from the use of chemicals in the informal urban sector and the use of pesticides and herbicides in the agricultural sector will influence policy to regulate or ban these environmentally detrimental substances. Nevertheless, this has not been adequately addressed during the implementation of this phase of the project and much more needs to be done, in terms of securing the needed resources and capacity.

### **4. Effective interventions of withdrawal and prevention of children at risk from exploitative and WFCL**

The Ministry of Technical Education and Vocational Training has started the modification of four modules for training working children in the age of 14-17 years. The four modules are (car/auto maintenance services which includes 1-mechanics and 2-electricity, 3-electronic services (T.V and mobile phones); these are meant mainly for boys. Cosmetics and hair-dressing have been introduced for girls.

The Ministry of Youth and Sports /Girls and Boys Scout Division has produced a brochure on working children, a CD with anti-child-labour songs, developed a training CD on SCREAM in Arabic and produced four Radio messages in Sanaa, Taiz,, Hodiedah and Seyoun.

Enhancing employment opportunities for families of working children should provide the potential income alternative and consequently reduce the incidence of CL. The AP of FYCCI seeks to map existing employment creation opportunities, including business and enterprise structures, and employment and income generation schemes in targeted areas and mainstream parents into existing programmes. Nevertheless the budget allocated to FYCCI does not seem to be adequate to address this objective; let alone that by the time of the final evaluation the funds have just had been transferred to this implementing partner.

#### 4.3.2 Targeting / Direct Support Services to project beneficiaries:

The three WCRCs have targeted and provided direct prevention and withdrawal services to children and their families as follows:

Sana'a has withdrawn 1077 working children through the provision of educational services out of the AP's 1200 targeted number, and prevented 1011 through provision of 'other non-education related services' more than the targeted number which is 500.

Aden has withdrawn 341 working children through the provision of educational services more than the AP's 250 targeted number, and prevented 120 through provision of 'other non-education related services' out of the targeted number which is 150.

Seyoun rehabilitation has withdrawn 178 working children through the provision of educational services out of the AP's 200 targeted number, and prevented 549 through the provision of 'other non-educational services,' more than the 150 targeted number.

Combined, the three rehabilitation centers in Sana'a, Aden and Seyoun have, by the independent evaluation, been able to reach 1514 children out of the targeted 1650 working children, in 'educational services or training opportunities.' They have also reached 1680 children in 'other non-education related services.' (Table 1).

**Table 1. Direct Beneficiaries**

Technical Progress Report (Period: 01 Sept. 2007 to 28 Feb. 2008)

Children (Direct Beneficiaries)	PART A: Children withdrawn (2) or prevented (3) from child labour(1) through the provision of "educational services or training opportunities" (4)						PART B: Children withdrawn (2) or prevented (3) from child labour (1) through the provision of "other non-education related services" (5)					
	Male		Female		Total		Male		Female		Total	
	Reporting period	Project duration	Reporting period	Project duration	Reporting period	Project duration	Reporting period	Project duration	Reporting period	Project duration	Reporting period	Project duration
<b>Withdrawn</b>	306	901	103	160 (9.7%)	409	1,061	498	876	118	351	616	1,227
<b>Prevented</b>	122	258	129	195 (43 %)	251	453	189	256	111	197	300	453
<b>Total</b>	428	1,159	232	355 (23.4% )	660	1,514	687	1,132	229	548 (32.6% )	916	1,680

**Note:** A child should be counted in Part A of this table at the moment of enrolment in the educational or training opportunity. A child should be counted in Part B at the point in time when they can be considered to have been withdrawn or prevented.

During the last reporting period (February 2008), the three centers (Sana'a, Aden and Seyoun) have referred the 1514 targeted working children to schools for formal education; moreover, they have referred 125 working child to vocational training, 2 children to legal assistance and 430 to health services. The Sanaa center has referred six working children to the orphanage, two children to Al

Amal Hospital for counseling, six homeless working children to the safe childhood home and three to the psychiatric therapy center in Sanaa University. Seyoun has referred one working child with diabetes to the hospital.

The above figures were depicted from the last progress report provided to the evaluation team at the time, noting that the project had not been completed as yet then, hence it was very difficult to verify the accuracy or the logic of these figures. There could be double-counting, miscounting, etc. but the NPM was, at the time, still working with the centers to collect the most up to-date figures and to verify them for reporting in the final report.

The last TPR reported that families benefiting from income generating projects were 14 in Sana'a; 81 in Seyoun, and 63 in Aden, totaling 158 families. 400 families benefited from the Social Safety Net program and all were in Aden.

1730 parents have been informed on the hazards of child labour in the three centres.  
And 630 parents have been informed of alternative sources of income in the three areas.

The evaluation team reviewed the reports of the targeted children, but since the time allocated for the evaluation did not allow verification of those numbers, the data in this report are cited from those of the last TPR.

Considering that the project was not completed by the time of the evaluation and had four more months to go, it is anticipated that the number of targeted children (withdrawn, prevented and rehabilitated) will be reached, at least in direct services provided to them.

#### Gender Targeting / Distribution:

Table (1 - above) shows that the girls reached by February 2008 are less than one-third of the total for both the educational and non-educational services. Those who were withdrawn through the provision of 'educational services or training opportunities' comprised only 9.7% of the total, and those prevented comprised 43% of the total. Girls represented only 32.6% of those children who were withdrawn or prevented through the provision of 'non-educational services'.

#### 4.3.3. Children's and parents' assessment of direct services:

The evaluation team visited the three centres in Sana'a, Aden and Seyoun to assess children's and parents' evaluation of the services provided to them. It was unfortunate that no children were available at the Seyoun, a planning oversight by the Seyoun WCRC in light of the scheduled evaluation team's visit.

Children in the WCRCs were benefiting in many forms: literacy, education, life skills as well as vocational training. The variety of vocational training for girls was relatively limited, due to either weak targeting or to cultural constraints that limit girls' participation in vocational training, an issue that will be discussed later.

The fishing communities in Aden where child labour is quite prominent suffer from abject poverty and high unemployment among adults (as reported by the WCRC and observed by the evaluation team). This situation put challenging pressures to the targeting and outreach of children in Aden in



terms of resources as well as transportation to reach them. Nevertheless families in these communities recognized the services provided by the project.

The mothers participating in the loan program financed by CPI<sup>38</sup> at the Sana'a centre were content with it but complained about the small amounts of the loans. They recognized that the staff was trying very sincerely and very hard to pull the loan program through. However according to the staff they neither had the time to dedicate to such complex intervention nor the specialized technical capacity to run a more effective and a broader-based credit programme.

In Seyoun, the evaluation team interviewed children in their locale, as facilitated by the Centre's FP, in both urban and rural communities. Although the number of interviewed children is too small to provide information with significance, subjective observation showed that there was a difference between rural and urban children, whereby rural children seemed to be at a relative disadvantage, due to several reasons but mainly the distance and ubiquity of those (rural) communities.

In Aden, a girl participant in the Centre's activities complained that she is not benefiting from the computer class as, she claimed, it is only offered to boys. The evaluation team checked that claim with the Centre Head who explained that girls do attend computer classes but this particular girl is frustrated because she is smart and expects more, which is beyond the (financial and time) means of the Centre.

The centres work on a double-shift basis - morning and evening - to allow flexibility and suitability to children's needs. Furthermore, the centres provide booster English and Mathematics classes for further benefits to the children. Both are good practices to reach more children and to serve them more effectively.

By and large, parents and guardians of working children were happy that their children are getting the attention that would improve their situations, in terms of mainly basic education as well as vocational training- where applicable. The parents in all three areas were appreciative of the services provided primarily to their children as well as to them, and somehow understood the various limitations of the project, ranging from the limited income alternatives for households (in terms of work opportunities and loans for parents) to adequate transportation facilities for the children.

The community-based sub-committees, a commendable practice established by and with the local WCRCs, provided a positive sense of rapport between the Centres' service providers and service recipients (beneficiaries); this was most clearly observed in the Sana'a centre.

#### 4.4 Monitoring:

The three rehabilitation centers are involved in the local CLMS while MOSAL is involved in the national CLMS. Although the centers are monitoring and reporting the array of services provided to the targeted children and their families, analytical tools are still relatively weak at the local level. Hence the three rehabilitation centers are scheduled to have their first training on the Database CD at the end of March 2008.

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<sup>38</sup> **The Child Protection Initiative (CPI) is IPEC's partner in financing Sana'a Rehab Centre with \$40,000**

To mainstream child labour issues, each of the three rehabilitation centers is monitoring local developments for CL services and benefits. A baseline study on child labour in fisheries has been conducted and submitted to the project in Aden and IPEC. A Rapid Assessment study was carried out by a national consultant in the three governorates to cover working girls on the streets, in agriculture and in entertainment. This was the first study on girls labour in Yemen. Another study on girls working in agriculture was carried out in Seyoun. To ensure the timely analysis and dissemination of gender-sensitive data and information on child labour, a workshop was attended by FPs and other Project implementers. The recommendations were transformed into a policy brief that will be discussed in a policy round table to be attended by the related ministries. Consequently these ministries will inject the recommendations into their strategies for implementation and follow-up.

With regard to data collection, analysis and dissemination, SIMPOC is carrying out a national Survey on Child Labour. Two technical meetings took place to discuss the questionnaire, and a supervisory meeting was presided by the Minister of MOSAL and set the survey date for April 2008. UNICEF and the SFD are contributing to this national survey in coordination with the Central Statistics Organization (CSO).

To establish a multi-institutional monitoring mechanism to monitor the implementation of child labour-related legislation, a sex-disaggregated data base was established at MOSAL. It consists of a website ([www.childlabour-ye.org](http://www.childlabour-ye.org)) which includes the available data on the child labour project, the objectives of the project and the activities of the CLU. It also includes information on the size of child labour based on the 1994 survey, related laws and legislations, child's right law 45, Decree No56 on WFCL, and other references such as the study on working girls in agriculture in Seyoun, as well as related reports and recommendations. A Compact Disc has also been produced and is being translated into Arabic. A specialist has been trained to operate the database and collect and classify information, research and studies.

#### 4.5 Management and coordination:

The IPEC staff in Sana'a consists of the NPM, a project assistant and a financial manager. The latter has been with the project since phase one.

The staff of the MOSAL/CLU consists of the head/director and deputy director of the unit – who are regular workers of the MOSAL, a data base specialist, a financial and administrative assistant, and a national consultant. The last three employees have contracts with the IPEC funded project which means that when the fund comes to an end these employees will leave the Unit. The CLU has requested MOSAL to recruit and appoint more permanent personnel (on Ministry payroll) to enable it to perform its mandate more comprehensively. However; these attempts have not been successful.

IPEC office in Sana'a is providing the implementing partners, mainly the three WCRCs, with technical assistance and regular backstopping to assist them in performing their duties. IPEC office communicates with ROAS on behalf of the implementing partners, with reportedly little feedback, technical support or financial follow up from ROAS. A case in point is the repeated delays of fund transfers to the implementing partners which, as mentioned earlier, caused delays in implementation of project activities.

Technical assistance was provided by IPEC Project Desk Officer in Geneva to Yemen during her visit to Yemen (September-October 2006) particularly in the area of revising the work plan, the project

monitoring plan (PMP), and the budget. The Desk Officer has carried out a previous mission in May 2005 prior to the recruitment of the national NPM. Having the regional CTA in Beirut represents the management and logistical/financial link between HQ and the project site, namely Yemen. Technical support was provided by HQ team on a regular basis through the CTA regarding the various issues that the project had to deal with.

Nevertheless support and follow up by the CTA (at ROAS) which comprised four visits between 2005 and 2007 was deemed limited by the various implementing partners. The CTA's fifth visit took place during the final evaluation in March 2008.

Coordination is limited at several other levels, especially between MOSAL/CLU and the WCRCs, and among the WCRCs themselves. Coordination is also minimal between the NSC and MOSAL/CLU, project partners and other related national and international organizations, with negligible inputs and interventions into project monitoring or policy and legislative development. The reason may well be a typical learning curve, whereby it took all concerned parties time to grasp the project and internalize its importance to child rights and national development. The Minister of Planning and International Cooperation in a ministerial meeting towards the end of the evaluation mission (with the evaluation team attending) said that she will put ECL as a priority on the Ministry's agenda and advocate for it as well as diligently seek more frequent and effective meetings in the near future, being herself the Head of the NSC.

#### 4.6 Partnerships:

The level of coordination between the project and other important stakeholders was minimal despite the fact that the aim of one of the activities (2.4.4) was to expand partnerships to include the Social Fund for Development (SFD), the Higher Council for Motherhood and Childhood (HCMC), the Department of Social Affairs, the Ministry of Human Right and the Central Statistics Office (CSO). However, a greater cooperation and coordination between the Project and the CSO has been established in the last few months to prepare for the implementation of the National Survey on Child Labour. A limited coordination was also achieved between the Project and the HCMC particularly during the 2<sup>nd</sup> Regional Conference to Combat Violence against Children, held in 2007.

At the national level, and to ensure effective partnerships between the NSC and the donor community, a call for action reflecting commitment to combating child labour has been prepared by CLU in coordination with IPEC Sana'a. The partner ministers who will attend the call for action have been identified and the event is scheduled to take place in April 2008.

#### 4.7 Problems and Constraints:

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

##### 4.7.1 Project Design:

With regard to project design, the landscape in Yemen denotes a lack of extensive knowledge of the children's working conditions as well as a limited ability to design projects and interventions suitable for these conditions.

Nevertheless, the Yemeni partners and stakeholders complained in the interviews that the second phase Project Document was prepared before the completion of the evaluation of the first phase; also that their participation in the preparation of the Project Document was very limited. Hence, their proposed activities and interventions were not incorporated into the independent version of the Project Document.

Furthermore, the Project Document stated that the English and Arabic languages are accredited in the project. Nevertheless, the Project Document was not translated into Arabic. The NPM made several requests to ILO Regional Office in Beirut to translate the project document into Arabic for the local partners and the Ministry of Planning and International Cooperation. However, no action was taken to do the translation which made most of the partners unaware of the project overall design, objectives, and methodology of the project.

#### 4.7.2 Programming / Implementation:

Two major constraints faced the implementation of the project. On the one hand, the reliance of Yemen's project on the administrative, financial, and technical assistance on ILO ROAS and the CTA has resulted in the delay of the implementation of the APs. This was manifested in (1) the late recruitment of the CTA (June 2005); (2) Lebanon's 33-day war (July-August 2006), and (3) the Security Phase III (August -September 2006). On the other hand, a number of constraints emerged in the Yemeni context: (1) late recruitment of the National Project Manager (January 2006); (2) the high turnover of ministers particularly MOSAL and its senior officials and switching posts of the mayors of Aden and Sana'a; and (3) the dissatisfaction of most partners of the allocated budgets. The late recruitment of the NPM and the turnover of some IA staff, resulted in the loss of the knowledge and capacity acquired during phase I, the disruption of institutional memory and momentum. The newly appointed staff needed capacity building and specialized training in the issues of child labour which were not provided adequately.

The inspectors involved in the project were 17 of whom only two were female inspectors. On the one hand having only two female inspectors is not enough to effect their role in monitoring and mainstreaming child labour incidences. On the other hand, the interview with the Inspectors Directorate showed further capacity building was needed for all inspectors (male and female) as well as a need to increase the budget toward increasing their numbers to cover the specific demands of CL monitoring.

The technical support provided to the Yemen project was minimal; The IPEC Desk Officer visited the project once in 2006 and the CTA four times only between July 2005 and September 2007. Training and TA from ROAS did not take place in this phase of the project, as mentioned earlier. And interviewed partners have clearly contended that they needed and expected more support and technical inputs from the CTA as well as ROAS.

The CLMS suffered a drawback due to the delay of the NPM in Lebanon to train the staff of the CLU and a number of inspectors on the utilization of the database system developed in Lebanon. However this activity was rescheduled to take place in March or April 2008.

Due to the delay in carrying out the APs and the adverse security situation in Lebanon, it was not possible to hold a mid-term evaluation exercise at an opportune time, which would have provided the

opportunity to capture progress of performance and the problems that needed to be tackled at midpoint of implementation.

Three regional steering committees for the Rehabilitation Centers in Sana'a, Aden and Seyoun were established. However, their contribution to the success of the centers has been limited. Furthermore, the congruent meetings of the National Steering Committee were sporadic and no clear mandate was found that would govern their activities and contribution to project implementation and policy and implementation development. That may very well have resulted from the lack of training and skills enhancement provided to committee members (output 5.1.1.4 of Municipality of AP) as well as the absence of a clear action plan to monitor its implementation and follow up of up-streaming program activities and down-streaming policy recommendations as stipulated in output 5.1.1.5 in the same AP.

The lack of enforceable mechanisms for a data base system affected the progress of a consolidated CLMS that is based on harmonized national laws with international conventions relevant to child labour. Another problem was the lack of coordination between stakeholders with regard to the related CL monitoring system.

Public awareness of the negative consequences of Child Labour needs to be further enhanced, and the Worst Forms of Child Labour still needs further exposure and advocacy in the official media. Due to the incompletion of various awareness activities by certain IAs the contribution of this project had relatively little impact on raising public awareness. Furthermore, certain awareness and advocacy resources, like traditional community leaders and the mosque *imams* (Ministry of Awqaf) have not been sufficiently tapped according to output 5.5.3.2 of Municipality of Sana'a AP.

Another problem was the absence of a Labour Health and Safety unit/directorate in the organizational structure of the Ministry of Health which limits the services that could be provided to working and withdrawn children. Furthermore, the lack of adequate income generating alternatives to substitute the income lost as a result of withdrawing children from work constitutes another constraint to the families of working children.

The lack of transportation for targeted children residing in remote areas, especially in the case of Aden and Seyoun, delayed the achievement of the targeted numbers of children withdrawn from work.

#### 4.7.3. Financial:

On the one hand, the budget allocated for Yemen was almost one half of the budget allocated for Lebanon despite the fact that the phenomenon of child labour in Yemen is larger than in Lebanon. Consequently, the budget allocated for several partners is limited considering the objectives of their Action Programme Summary Outlines (APSOs).

Hence, in the event of a 3<sup>rd</sup> phase of IPEC project, Yemen should have a separate project document and not to be combined with Lebanon in one project document.

The transfer of payments from IPEC (ROAS) to the Action Programmes was not according to the signed agreement between the two sides, as iterated by several implementing partners individually and during the stakeholders' workshop. Additionally the lengthy process of transferring the funds to the various implementing partners hampered the progress of several APs.

The lack of budget to cover the salaries/stipends of the (workers union/ GFWTU) focal points at the provincial level hampered the implementation of the APSOs in the governorates. According to ILO regulations, project funds cannot be used as stipends, however certain line items may be used to cover expenses that the staff incur such as telephone calls and transportation. Since limited financial resources allocated for inspectors in the governorates were meager, which affected their commitment in terms of adequate time dedicated to addressing CL, it is suggested to offer other types of incentives such as training and study tours which staff said they would appreciate and benefit from (workshop input).

#### 4.7.4 Human Resources and Management:

A great deal of time and effort was lost in the long process of communication and follow up by IPEC Sana'a with ROAS on the one hand, and the implementing partners on the other, regarding financial and management issues. Hence, the negative impact of the managerial and financial bureaucracy, among others, was evident in the delayed outcomes of the project.

Due to the short time allowed to implement the APs, there was a lack of independence and flexibility in the work of AP coordinators. Similarly there was a lack of communication and coordination between the partners in the IPEC programme. Furthermore, there was limited interaction and coordination between the IPEC partners and other relevant government ministries and institutions.

Although extensive training was provided to the various implementers in Phase I, there seemed to be hardly any further training in the current project.

The number of female inspectors remains small considering the importance of their role in outreach and targeting working children and employers of children.

SIMPOC carried out three missions; one was for the project preparation (22-28 June 2006). The second was on (13-21 December 2006) and the last was on (22-27 March 2008). These missions were conducted after the signature of the Agreement. The last mission was to review and finalize the sampling plan and the survey questionnaire; to study the preparatory work completed by CSO, and to train the relevant CSO staff on how to prepare the technical and financial reporting required by ILO.

## **5. Conclusions.**

### 5.1 Achievements:

The time provided to the Project of Support to NPPF was limited in spite of and in addition to the delays that occurred for various reasons at the beginning of the project, mentioned earlier. The time constraint is critical to allowing for substantial capacity building and skill accumulation for the service providers, as well as to demonstrate impact. Moreover time is critical when dealing with complex issues of behavioral change for both the working children and their families as well as for those informal sector establishments and small industries employing children. It takes time to build bridges of confidence with the targeted children (and their families) – to be able to rehabilitate them and mainstream them into the different service programs; also to achieve and show concrete results of well-established services.

Although the number of targeted children (withdrawn, prevented and rehabilitated) according to the APs' direct services is likely to be achieved by the end of the project (May 2008), it still is important to note that certain activities will have little impact due to constrained budget, the short time provided for their implementation as well as the delay of their start-up and follow-up. Furthermore such delays would lose the opportunity of synchronizing activities in concert with other implementing partners. For example, the GFWTU and FYCCI, whose central role was to change the negative attitudes regarding child labour and its worst forms and to raise public awareness in the importance of education, even if on a part time basis, have not started their activities by the time of the final evaluation.

Many of the important activities that would enhance the possibility of achieving the project's objectives have not yet been implemented. For example, GFTWU and FYCCI have not yet started their activities by the final evaluation. The failure to train staff of the CLU and a number of inspectors on the utilization of the database system developed in Lebanon by the Lebanon NPM who was supposed to be fielded in Yemen in March 2007 would curtail monitoring activities. Only a well developed and utilized CLMS would ascertain the retention rates of withdrawn children and the types of their mainstreaming like, e.g., their reinstatement into the school system and/or vocational training.

MOSAL and the CLU therein have been up-streaming CL issues in the Higher Council for Motherhood and Childhood and UNICEF. They have been raising awareness on the list of the WFCL among the labour inspectors, NGOs, Schools and Children's Parliament and tripartite partners. A booklet of the List of WFCL has been produced and distributed.

Despite the fact that Yemen has ratified 29 ILO conventions as well as seven Arab conventions regarding labour, many challenges still persist. Therefore, one of the major objectives of IPEC programme in Yemen was the provision of further support to the ongoing work of the CLU in harmonizing national legislation on child labour with Conventions No. 138 and No. 182. To achieve this objective, efforts have been exerted at three levels: the development of list of the Worst Forms of Child Labour, the harmonization of national laws with international conventions, and the amendment of the Labour Law.

Nevertheless, the enforcement of the list of WFCL has been minimal at best. This is exacerbated by the fact that child labour is ubiquitous and exists mostly within the informal economy and in agriculture. Moreover, due to the relatively low institutional capacity of MoSAL and other relevant institutions, the enforcement of laws protecting workers' rights, women and children rights, occupational health and safety, and other core labour issues has been weak and limited.

With regard to the worst forms of child labour (WFCL) in Yemen, MoSAL issued the list in 2004. However, the list of WFCL remained unofficially approved until January 2007 when the Minister gave the number (56) to the Ministerial Decree identifying the list. A number of training programmes and awareness-raising activities on the list have been organized by the Child Labour Unit at MoSAL for a wide range of stakeholders including inspectors, school children and the teaching staff.

A clear set of rules for harmonization of information gathering, reporting, monitoring and evaluation and sharing is still needed, not only at the national level (CLU in MOSAL) but also at the local level particularly the three WCRCs in Sana'a, Aden, and Seyoun. Nevertheless, the project was picking up momentum at this period and was contributing to the elimination of child labour through support to the elaboration and implementation of the NPPF. The harmonization process of the national laws in

accordance with the international conventions finalized most of its activities and was followed up by a workshop discussing the mapping and proposed amendments of the national laws to be presented to the Legal Affairs Ministry.

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

## **5.2 Sustainability:**

Below is a presentation of certain elements that will contribute to the sustainability of the efforts of combating child labor, some directly and others indirectly.

### **a. At the national macro level:**

In pursuit of improving of the status of children and youth in Yemen, the government decided to establish an institutional structure responsible for supervising the development and implementation of national policies and programs related to children and youth including the National Children and Youth Strategy. A Presidential decree was issued in June 2007 to form the *Higher Committee for Youth and Childhood* chaired by the Vice President of the Republic and the membership of several ministers including Youth & Sports, Education, Vocational Training, and Health. In addition, the Second Arab Conference for the International Society for the Prevention of Child Abuse and Neglect (ISPCAN) was organized by the Yemeni Higher Council for Motherhood and Childhood in June 2007.

In July 2007, the long-awaited Al-Amal Bank, the establishment of the country's first microfinance bank for the poor, was officially announced with a capital of US\$ 10 million and the subscription by the government of Yemen (25%), the Yemeni private sector (25%) and AGFUND (50%). The main objective of the bank was to contribute to poverty alleviation and absorbing unemployment through the provision of low cost business financing to the poor. Such microfinance programmes will provide the families of working children with the alternative income opportunities that will help offset their need for their children's income supplementation.

As a follow-up to London CG meeting, Yemen held its first post Consultative Group (CG) meeting on June 2007. The aim of the meeting was to evaluate the progress in allocating the pledges made during the London CG Meeting in November 2006. Currently, these pledges stand at about \$5 billion, with about 60 % in the form of grants and the rest in concessional loans. The GCC share in these pledges amount to about \$2.3 billion. A good progress has been made in the allocation of pledges; with about \$3.1 billion (or 62 %) have already been appropriated to specific projects. Such economic breakthroughs will provide the opportunity of curtailing unemployment and poverty which consequently will reduce poor families' need for child labor income. Nevertheless this needs targeted socio-economic planning that holds in focus the problem of child labour.

Yemen has been accepted to rejoin the Millennium Challenge Account (MCA) Threshold Programme in February 2007 after it failed to meet its obligations in 2005. In the last few months, it received funds to speed up early reforms that would allow it to apply for full membership, known as compact status, in a few years' time. Observed in sound programming, the *millennium development goals*



(MDGs) will have positive effects on working children at large and the girl child specifically. Benefits will accrue directly and indirectly from the following goals: Goal 2 “Achieve universal primary education,” Goal 3 “Promote gender equality,” Goal 1 “Eradicate extreme poverty and hunger,” Goal 7 “Ensure environmental sustainability” and Goal 8 “Develop global partnerships for development”

The following are elements of sustainability at certain levels:

#### **b. At project level:**

- Knowing that the project funding ends in May 2008, fund raising and resource mobilization have been the main target of IPEC office in Sana’a with its official and non-official partners. With regard to Sana’a Rehabilitation Center, an agreement has been reached between MOSAL and the Capital’s secretariat to consider adding its budget to the Capital secretariat’s yearly budget for the Year 2009.
- UNICEF is co-funding the National Survey on Child Labour with \$60,000 and the Social Fund for Development with more than \$ 160,000. The Child Protection Initiative (CPI) is IPEC's partner in financing the Sana’a Center with \$40,000.
- Negotiations are taking place with the Social Fund for Development to financially support the activities of the two Rehabilitation Centers in Aden and Seyoun after the end of IPEC funding in May 2008. IPEC office and the Child Labour Initiative (CLI) are negotiating the possibility of CLI payment of salaries to the educators, social workers and administrators.
- Seven ministers accepted to participate in the Signing Ceremony of Commitment (to draw the Plan of Action) to combat child labour, which will take place at the beginning of March 2008. This promises sustainability especially when this commitment is reflected in the strategies and plans of their respective ministries.
- In a Ministerial Meeting (including the CLU) during the evaluation team’s evaluation visit, the Minister of MOSAL, the lead implementing partner and Head of the NSC, committed to focusing efforts on overseeing and enhancing the role of the NSC with regard to continuous and sustainable CL programming and monitoring.
- The commitment of the national media to cover all activities related to the project and to discuss the matter on TV with officials and working children will guarantee continuity of addressing CL as long as the WFCL exist. The Ministry of Information progress in implementing its AP, mainly the production of 5 TV and 60 radio messages in local dialects as well as training focal points in MOI offices ensures the increase of national awareness.
- MOSAL’s awareness raising workshops with schools, the children’s parliament, labour inspectors, NGO’s and tripartite partners will enhance the situation of an anti-child-labour environment in Yemen.
- The training of 100 teachers on the CL guidebook within the Ministry of Education and the modification of three vocational training curricula with the Ministry of Technical Education and Vocational Training (MOTEVTV) represent further impetus to sustainability.

- The training of the project staff so far such as the social workers, labour inspectors and educators, though limited, would comprise an investment in training of trainers (TOT) and provide future anti-CL programs with a qualified human resource to carry on the mission.
- The progress made so far in harmonization of national laws with international conventions is a step forward towards the enforcement of long term and sustained legal protection from exploitative forms of CL.
- The improved quality of life provided to the working children through the rehabilitation centers will encourage more working children and their families to seek the available services. However, caution should be noted here as to the magnitude of resources required in terms of human, technical and financial resources.

**c. At the CLU and WCRC level:**

- MOSAL has been keen on ensuring sustainability to the CLU. This was manifested in the increase of the CLU's budget from YR (1 million) in the fiscal year 2007 to almost (YR 2 million) in 2008. MOSAL has also requested the Ministry of Finance to increase the CLU's budget in the upcoming fiscal years to ensure its effectiveness and sustainability.
- The Sana'a Mayor's Office is exerting great efforts to ensure the sustainability of the Sana'a WCRC. This is evidenced in the attempt to include the WCRC's budget in the national budget for the fiscal Year 2009, the payment of the center's rental cost, some of the running costs, the provision of transportation, and the donation of a piece of land to build new premises owned by the Sana'a WCRC. The sustainability of the Center has also been partially enhanced by the financial support of \$40,000 provided by MENA-CPI, which is operating under the Arab Urban Development Institute, through the Mayor's Office to combat child labour.
- The office of MoSAL in Aden has contributed to the sustainability of the Center by providing the following:
  - Approving the use of the building of the Productive Family Project to implement the IPEC Project;
  - Contributing to the running costs such as water, electricity, and providing the mini-bus used by the management of the Center;
  - Approving the secondment of a number of social workers to work in the IPEC project;
  - Attempting to get funding from the Mayor's office to repair a bus owned by MoSAL and to transfer its ownership to the Center; and
  - Facilitating coordination with other stakeholders.

### **5.3 Lessons Learnt and Good Practices:**

#### **Lessons Learnt:**

IPEC has been successful in fostering coordination between government institutions, donors and development programmes. This is manifested in the vital role played by IPEC office in coordinating efforts to implement the 1st national survey on Child Labour. The survey will be implemented by the Central Statistics Organization authorities, with the technical support of ILO/SIMPOC, and the financial support of UNICEF and the Social Fund for Development. Such partnerships would expand the possibilities for the project to utilize secondary resources already available for further development of its activities and achievement of its goals.

A good example of coordination was found in Sana'a WCRC where cooperation and coordination were established between the Center, the Child Protection Initiative (CPI) and the Women's Economic Empowerment Association (WEEA). The coordination resulted in the organization of training programmes for the working children's families in income generating skills. Furthermore, the IPEC office and the Sana'a WCRC are members in CPI's Steering Committee.

Being part of the local council system (the Municipality Sana'a) was one of the main positive and good lessons learned during phase two. The Municipality which includes executive branches of all ministries provides the forum within which all obstacles facing Sana'a WCRC are discussed and coordinated solutions are identified. However, it has been clear that the affiliation of Sana'a WCRC with the Municipality of Sana'a (considered as a government institution) has prevented the Center from receiving direct financial assistance from international and donor agencies. In order to be eligible for this fund the status of the Center should be modified to be a non-governmental organization.

#### **Good**

#### **Practices:**

Considering the piloting nature of the APs, the project design managed to diversify the type of partners' structures to include government institutions, NGOs, municipalities, and independent unions. This is clearly evident in the nature of the three partners administering the WCRC in Aden, Seyoun and Sana'a. In Sana'a, partnership was established with the Mayor's office - as mentioned earlier, whereas in Aden with both the Mayor's office and a local NGO (Combating Child Labour Organization). In Seyoun partnership was established with the local NGO Al Nahda Cultural and Social Charity Organization.

The establishment of local-level subcommittees is a conducive mechanism to help identify and target working children as well as to provide a sense of responsibility and ownership by the local communities. Such sub-committees were formed by the three WCRC centers in Sanaa, Seyoun and Aden.

At the local level, the Aden rehabilitation center has established a multi-sectoral committee which has met three times and the Sanaa's committee has met once. The CLU has been further strengthened by the second NSC meeting which discussed projects problems and means of solving them.

The recruitment of volunteers in the targeted communities to establish a close monitoring and follow-up system of the targeted children, and their re-enrolment in the formal educational system (Aden WCRC).

To diversify the sources of financial support to the WCRC, Al Nahda Cultural and Social Charity Organization in Seyoun succeeded in establishing -through public donations- an endowment from

which the interest was used to cover the cost of some of the WCRC's activities especially when the IPEC payments were delayed.

Part of the main positive good practices is that the CL service centers work two shifts/periods (morning and afternoon) to be able to balance between the school time for those children and their activities and classes.

The recruitment of national consultants to carry out some of the main activities of the project has been a successful strategy to overcome the difficulties encountered in the recruitment of international consultants. National experts were recruited to perform a range of assignments including the implementation of a number of baseline studies (working girls in agriculture study in Seyoun, working children in fisheries in Aden, and working girls in agriculture, entertainment and street children). The mapping of national laws relevant to child labour as well as the capacity-building efforts at CLU are a good first step to continue with harmonizing the CL-related laws.

## **6. Recommendations: What next?**

Immediate recommendations:

- Extend the project the time needed to develop a third phase Project Document.
- Give time for the direct intervention programs (three Rehabilitations s) to mobilize funds from other sources.

### **Programme/implementation:**

- A new Project Document should ensure the participation of stakeholders and partners in drafting a realistic work plan which depends on the final evaluation of the previous phase, with realistic targets of withdrawn and prevented children.
- The distribution of the budget should provide more money for the direct intervention projects and centres. It should also consider the recommendations of the final evaluation.
- Furthermore, and as suggested by the NPM, implementing project managers should note that the IPEC reporting requirements (such as the TPRs) are the minimum level of information required for the donor. A more detailed Work Plan with a month-by-month timeline and projected and actual cost of activities should be developed for managing project implementation at the field level.
- The Project Document should be translated to Arabic after being approved, so should the evaluation report
- A new Project Document should also include an exit strategy that builds in components of future long-term implementation and elements of sustainability.
- Any future IPEC agenda in Yemen should start with a training needs assessment exercise and accordingly include a comprehensive capacity building programme for the program implementers: CLU staff, partner agency coordinators, NGO program coordinators, and NSC program-related members. Various training programs are recommended to the various program implementers such as planning, program and financial management and reporting, fund-raising, networking and advocacy, legislation and policy formulation, where applicable, monitoring and evaluation, statistical analysis, reporting and report-writing, and fund-raising, as well as gender training and mainstreaming.

- The upcoming phase of IPEC project in Yemen should design comprehensive capacity building and technical assistance programmes based on a broad assessment of the project partners' needs and weaknesses. For that purpose, IPEC HQs and regional (ROAS) need to have a roster for Arabic speaking trainers and consultants ready to deliver the project training needs.
- With regard to targeting, future IPEC programming should give priority to combating the Worst Forms of Child Labour (and not CL at large) - during the phase/s of skills transfer and capacity building to the national level.
- Along the same lines as above, it is important to note that Yemen needs to focus on the WFCL for a while and until it secures the resources (human and financial, and experience) needed to broaden its CL programmes.
- Peer education such as "*child to child*" interventions will have the positive effect of disseminating information about the importance of education and the risks of early and exploitative CL as well as disseminating information regarding the direct and indirect services provided to working children and their families. Nevertheless, and as mentioned earlier, caution is warranted regarding the magnitude of human, technical and financial resources required before such interventions are suggested.
- As regards gender concerns, it should be noted that more emphasis should be focused on the girl child. Because of the high visibility of boy's labour relative to the female child, child labour issues do not seem to have been adequately addressed with regard to the working, school-drop out or home-bound girls. The sex-disaggregated reporting of targeted children shows that the numbers of targeted girls were much smaller than targeted boys. It is difficult to assess whether that was a result of poor targeting of girls or because of girls' invisibility, or both. This indicates the urgent need for focused and in-depth research on female child labour in terms of both analysis of nationally available secondary data as well as primary research.
- Awareness and advocacy materials should note and address the gender dimension. For example, during the interview of the evaluation team with the MOI, they briefly reviewed the recently produced TV flashes and noted that examples of female child labour were missing from those flashes.
- Regarding direct services, it is important to outline an effective and more extensive referral system which directs family members to income generating as well as credit programmes. The design of the system should be built upon the modest success of the income generating projects in Seyoun and Aden, as well as Sana'a's linkage with CPI and Women's Economic Empowering Association (WEEA), and be coordinated with other relevant institutions particularly the Social Fund for Development and the Social Welfare Fund.
- In addition, practical steps should be taken to implement the agreement between the Sana'a and WEEA to train the mothers of working children on how to manage small projects before giving them a loan. Other credit programmes available through national and international organizations need to be tapped toward expanding income earning alternatives for the families of working children. Furthermore small credit may be solicited from the private sector through the FYCCI.

- There is a need to establish a well organized, unified, and more comprehensive database system in which not only CLU but also all stakeholders including the three Rehabilitation s in Sanaa, Aden, and Seyoun contribute to the system.
- Once the CLMS is designed and operational, extensive training should be conducted for the various IA staff members, such as FPs, inspectors, social workers and all other project-related staff.
- It is highly recommended to issue a periodic newsletter (preferably electronic, since CLU already established a website: [www.childlabour-ye.org](http://www.childlabour-ye.org)) with updated data on CL incidences, targeting (prevention and rehabilitation) and achievements of the elimination of child labour. The e-newsletter may be referenced by all organizations concerned with CL, such as the SFD, UN agencies and potential donors, to stay abreast of ECL developments.
- To ensure that legislation is fully enforced, intensive and on-going training should be conducted, with full-fledged IPEC technical support, to all relevant public institutions in law enforcement activities. Training and awareness-raising programmes should be implemented to relevant officials in labour inspection, schools, governorates, municipalities, workers' and employers' organizations and others to ensure that all key actors are familiarized with the contents and scope of legislation and with the consequences of non-compliance.
- To ensure proper monitoring, the Secretariat of the National Steering Committee should build up a comprehensive database about the Committee members/ institutions to facilitate the process of coordination and policy and legislative follow-up.

### **Policy:**

- IPEC-Yemen coordination with international organizations particularly UNDP and the World Bank is extremely important to achieve one of the main objectives of the IPEC programme namely mainstreaming child labour issues in national policies and plans. In the last few years, UNDP has been extensively providing the Government of Yemen (GoY) with technical assistance to develop numerous national policies and plans including the Poverty Reduction Strategy and Vision 2025. The World Bank has similarly provided technical support to develop national strategies including the National Children and Youth Strategy and the Basic Education Strategy. A good level of coordination with these international organizations will ensure the incorporation of Child labour concerns in national policies and programmes.
- The GoY needs to earmark within its regular annual budgets certain funds to recruit, staff and pay remuneration for the program-related workers, such as coordinators, inspectors, monitoring analysts, educators and social workers etc. The MOSAL (Head of the NSC) in coordination with MOPIC and Ministry of Finance (as suggested new members of the NSC) may coordinate and earmark those funds at the higher national decision making levels, as part of the commitment of the GoY to address, combat, and progressively and eventually eliminate child labour.
- The partnership between GOs and NGOs would strengthen the NSC's capacity to assume its role in policy and legislative development to support an enabling environment for integrating the NPPF. The NSC, supported by IPEC, will provide the platform for partners and stakeholders to coordinate their activities towards the elimination of CL.
- Similarly, the inclusion of a representative from the Ministry of Awqaf and Endowment into the NSC will enhance the resources available for awareness raising and advocacy against CL throughout the local communities, mainly through the Friday prayer and mosque sermons.

Training and education in CL issues need to be secured before any such inclusion in the NSC or community-level dissemination of religious messages/sermons.

- A closer coordination with the Higher Council for Motherhood and Childhood is essential for exerting pressure on the relevant government institutions (Ministry of Legal Affairs, the Council of Ministers, and the Parliament) for the approval of the recommended amendments of the national laws in harmony with international conventions.
- Further policy recommendations would include coordination with the MOE for training teachers of the basic education levels nation-wide in issues of CL; also ensuring recruitment of trained female teachers nationally.
- The restructuring of the National Steering Committee to include the Ministry of Development and International Cooperation as well as the Ministry of Finance, is essential for the realization of the project's objectives particularly the modification and congruent funding of a number of poverty alleviation, education and social development policies and programmes and to strengthen their child labour dimension.
- A major over-arching recommendation is to address child labour in a comprehensive multi-dimensional approach observing the multi-sectoral nature of addressing child needs and combating child labour. The various disciplines of education, vocational training, management; rehabilitative, psycho-social cultural skills, legal and legislative, to name of a few, are the to work in concert effected by the roles of NSC (down-streaming policy recommendations) and up-streaming program interventions and progress.
- There is a general consensus among stakeholders including senior officials in MOSAL that the status of the Child Labour Unit (CLU) in MOSAL should be elevated to a General Directorate with expanded staff and a bigger government budget allocation. It is recommended that the CLU be integrated into the Labour Relations Sector of MOSAL which oversees a wide range of relevant issues including inspection, labour disputes, occupational health and safety, and worker unions' and employer organizations' affairs.
- In the last few years, the Government of Yemen (GoY) has acknowledged the existence of child trafficking from Yemen to neighbouring countries. However, the 2nd phase of the IPEC project did not include specific interventions to combat the phenomenon with the exception of an initial assessment and contact with the central and local authorities to discuss possible cooperation. Any future IPEC programme in Yemen should include the provision of technical assistance to combat child trafficking as one of its priorities. Coordination and cooperation with other international agencies, particularly UNICEF, ACCESS-MENA, Swedish Save the Children (Radda Barnen), and other international organizations such as OXFAM must be an integral part of future IPEC programming in Yemen, especially in light of technical assistance and resource mobilization.

Annex 1 to the Yemen National Report: Visit Programme



**Draft Programme of Visit**  
Taghrid Khuri  
Independent Evaluation Mission

ILO / IPEC  
Project RAB/04/P51/USA  
(Yemen, 21 Feb. – 3 March. 2008)

**DRAFT**

**Thursday & Friday 21/22 February**

**Weekend**

Arrival to Sana'a

**Saturday 23 February**

09:00 – 11:00

***ILO / IPEC - Yemen***

- Meeting with NPM and Project Staff;
- Discussion with Project Team.

11:30 – 14:00

- Visit to MOSAL CLU  
(Action Programme: *Enhancing the Capacity of the Child Labour Unit at the Ministry of Social Affairs and Labour in Yemen to be able to support the implementation of the National Policy and Programme Framework for the Elimination of the Worst forms of Child Labour*)

**Sunday 24 February**

09:00 – 10:00

***Mayors of Sana'a***

- Meeting with the Mayor of Sana'a

10.30 – 14.00

- Visit to WCRC Sana'a  
(Action Programme: *Contribute to the elimination of the WCFL in Yemen by providing 1200 street working children and 500 siblings with rehabilitation and educational services through the Sana'a Centre Coordination Committee*).



**Monday 25 February*****Work on Seyoon***

- Travel to Seyoon      Departing from Sana'a airport at 6.00am
- Visit to Seyoon Center.  
(Action Programme: Withdrawal, rehabilitation and prevention of rural child labour)
  - Visit to Alnahdhah Charity

**Tuesday 26 February*****Work on Aden***

- Travel to Aden      Departing from Seyoon Airport at 7.35 am
- Visit to Aden Center  
(Action Programme: *Combating the problem of child labour in fisheries in Aden, Yemen*)

**Wednesday 27 February**

- Get Back to Sana'a      - Visit to Governor of Aden  
Departing from Aden airport at 19.15 (7.15pm)

**Thursday 28 February**

- 9.30- 12.00      - Meeting with FYCCI;  
(Action Programme : Enhancing the Capacity of the Child Labour Unit of the Federation of the Yemeni Chambers of Commerce and Industry in Combating the Worst Form of Child Labour.)

**Friday 29 February**

- Weekend***      Pending to be discussed

**Saturday 1 March**

- 8.30 – 10:30      - Meeting with GFTWU;  
(Action Programme: Enhancing the Capacity of the General Federation of the Workers Trade Unions in Combating the Worst Forms of Child Labour in Yemen)
- 11.00 – 13.00      - Meeting with MOY  
(Action Programme: Promotion of Children's Rights through Arts, Education and Media)
- 13:30 – 15:30      ***MOSAL***  
- Meeting with the Minister "Amat Alrazaq Ali Hummad" & MOSAL first Deputy "Abdo Hakimmi"

### **Sunday 2 March**

9.00 – 10:30

- Meeting with MTEVT;  
(Action Programme: The elimination of child labour through technical and vocational training)

11:00 – 12:30

- Meeting with MOI;  
  
(Action Programme: Development of a sustainable media campaign against child labour in Yemen)

13:00 – 15:00

- Meeting with MOE;  
(Action Programme: Enhancing the training capacity of 100 teachers through the Ministry of Education to combat child labour)

### **Monday 3 March**

#### **Workshop**

## **Sana'a, Yemen**

**March 4, 2008**

A stakeholders' workshop was held in Sanaa towards the end of the country field mission. The workshop was facilitated by the consulting team and attended by 17 participants representing the various implementing agencies, researchers, related organizations as well as the American Embassy representatives in Sanaa. The CL National Project Manager in Yemen, her assistant, and the project finance manager attended as observers; so did the Chief Technical Advisor, Mr. Nabil Watfa.

The purpose of the workshop was to:

- \* Fill the gaps in the information solicited and collected during the interviews with the project partners and stakeholders.
- \* Assess the stakeholders' impressions with regards to the project design, relevance, elements of sustainability and the lessons learnt throughout the life of Phase II of the project.

A presentation of the preliminary findings took place at the beginning followed by a series of participatory exercises whereby the participants worked in groups and presented their findings. Open discussions ensued at the end of each exercise.

The workshop (and report) covers the problems and constraints as iterated by the participants, as well as the solutions they undertook or suggestions for solutions; the problems and solutions were classified into categories.

Furthermore the participants were asked to assess their evaluation of the project design and modality of operation, as well as their expectations for sustainability, the elements needed to sustain the project and the lessons learnt throughout the implementation of the project components to reach the objectives stated in their various action programs.

The results of the group work and workshop proceedings were collected and documented in this report as follows:-

### **1- Problems/Constraints:**

#### ***1.1. Programme:***

- Lack of extensive knowledge of the children's working conditions and the inability to design projects and interventions suitable for these conditions.
- The absence of Labour Health and Safety unit/directorate in the organizational structure of the Ministry of Health.
- The lack of any income generating alternative to substitute the income lost as a result of withdrawing children from work.
- The partners' proposed activities and interventions were not incorporated into the final version of the projects document.
- The Worst Forms of Child Labour is a neglected topic in the official media.
- A number of trained social workers and focal points in several IPEC supported projects left their projects during the time gap between the end of the first phase and the start of

- the 2<sup>nd</sup> phase. New staff was appointed who in need of capacity building and specialized training in the issues of child labour. The institutional memory is also undermined.
- The lack of well organized and harmonized data base system that could be used by all partners.
  - Limited public awareness of the negative consequences of Child Labour.

#### ***1.2 Project:***

- In the 3<sup>rd</sup> phase of IPEC project, Yemen should have a separate project document and not to be combined with Lebanon in one project document.
- The transfer of payment from IPEC to the Action Programmes was not according to the signed agreement between the two sides.
- There is a need to harmonize national laws relevant to child labour with international conventions.

#### ***1.3. Financial:***

- The negative consequences of the IPEC regional office's financial mismanagement (delay in the transfer of payments) were evident in the partners' slow achievements of objectives as stated in the APs.
- Lack of transportation for targeted children residing in remote areas hindered the achievement of the targeted numbers of children withdrawn from work.
- Lack of budget to cover the salaries of the (Workers Union) focal points in the provincial level hampered the implementation of the Action Plan in the governorates.
- The budget allocated for several partners is limited considering the general objectives of their Action Plans.
- Limited financial resources were allocated for inspectors in the governorates.
- Long delays in transferring already limited payments from IPEC to the partners.

#### ***1.4. Human Resources and Management:***

- A great deal of time and effort was lost in the long process of communication and follow up with IPEC regarding financial and management issues.
- Lack of independence and flexibility in the work of AP's coordinator.
- The Secretariat of the National Steering Committee should build up a comprehensive database about the Committee members/institutions to facilitate the process of coordination.
- Lack of communication and coordination between the partners in the IPEC programme.
- Limited interaction and coordination between the IPEC partners and other relevant government ministries and institutions.
- Negative impact of the managerial and financial bureaucracy on the outcome of the project.
- The 3<sup>rd</sup> phase of IPEC project in Yemen should design comprehensive technical assistance programmes based on a broad assessment of the project partners' needs and weaknesses.
- The existence of a weak and traditional database system and the lack of coordination between stakeholders to build a harmonized and thorough system.
- Future IPEC programme should give a priority to combating the Worst Forms of Child Labour and not the phenomenon of Child Labour in general.

- Problems/constraints identified in the 1<sup>st</sup> phase were not given a proper attention in the design of the 2<sup>nd</sup> phase project, Why?
- The number of female inspectors remains small.

#### ***1.5. Sustainability:***

- Yemen IPEC project covered a few governorates, Why not all?
- The government did not act upon its commitment to ensure the sustainability of the project after the IPEC funding comes to an end.
- Good practices found in Aden WCRC (the integration of the IPEC activities with the Productive Family Project) and in Seyoun (the establishment of Endowment to cover the cost of some of the activities not covered in the Action Plan) should be adopted in other Working Children Rehabilitation Centres.
- The technical and financial support of IPEC and other international agencies and donors provided to national institutions working on combating child labour should continue until national capacity is enhanced and national financial support is allocated for this program to ensure its continuity and sustainability.

## **2- Solutions/Suggestions**

#### ***2.1. Project Design:***

- The Project document was optimistic and did not take into consideration the particularities of the Yemeni Society.
- The Government of Yemen did not carry out its commitment to find alternatives for withdrawn children and their families.
- The Project document did not take into consideration the pervasiveness of the child labour the high rate of poverty in Yemen in comparison with Lebanon. This was negatively reflected in the small budget allocated for Yemen.
- The Project Document was effective in establishing a new methodology to combat Child Labour in Yemen.
- The Project Document neglected important dimensions of the child labour problem such as medical care; small grants programme برنامج المنح الصغيرة, and Child Labour research and studies, which were negatively reflected in the implementation of the Action Plans.

#### ***2.2. Human Resources & Management:***

- Increasing the number of trained cadre working in the implementation of the various project's Action Plans.
- Designing and modernizing capacity-building programmes which aim at enhancing the efficiency and competence of the government institutions and civil society organizations dealing with Child Labour.
- Taking into consideration the expertise and specialization of the national, regional, and international experts recruited to work with the IPEC programme.
- The system of child labour information gathering, reporting, monitoring and evaluation should be computerized and harmonized.
- The integration of capacity-building programs into the education curricula and the media awareness plans.
- Targeting mosques' preachers and religious leaders, as well as education and media personnel in the training programmes.

- The participation of decision makers in child labour training programmes is vital for the success of combating child labour plans.
- There is a need for networking and coordination mechanism between all stakeholders.
- The establishment of a website and the publication of a regular bulletin are necessary to disseminate child labour information.
- The participation of targeted groups (working children and their peers) in the drafting of national plans and programmes aimed at combating child labour.

### **2.3. Programme:**

- Designing and implementing awareness-raising programmes for families on the negative consequences of child labour. Several institutions should be involved in this process particularly the Ministry of Information, Ministry of Endowment, Civil Society Organizations, Workers' Union, Chambers of Commerce and Industry.
- The provision of small Income Generating schemes and organizing management- training programmes working children's families. The implementation of these programmes is the responsibility of MOSAL, Social Fund for Development, مشروع دعم المنشآت الصغيرة Small credit programmes , Public Works Project, and Amal Bank....etc.
- Enhancing the role of the funding agency (ILO/IPEC) in the Monitoring and Evaluation in the implemented projects.
- Improving the work of the project's National Steering Committee.

### **2.4. Financial:**

- Allocating sufficient national and international financial resources according to the plans and budget proposed by the stakeholders during the process of designing the IPEC project.
- Avoiding the partition of the funds into small payments.
- Modifying the financial rules implemented by the funding organization (ILO/IPEC) to be coherent with the action plans.
- Providing alternative income resources for families to compensate for the lost income of their withdrawn children.
- Taking into consideration the pervasiveness of poverty in Yemen when decisions regarding IPEC programme's budgetary allocation are made.

### **2.5. Sustainability:**

- The expansion of the National Steering Committee to include other governmental institutions and non-governmental organizations which work in combating child labour.
- Coordination and cooperation between all stakeholders and the development of a mechanism by which regular meetings of the stakeholders are held.
- The development of sectoral plans for the years 2009-2011 aimed at combating child labour in Yemen.
- The importance of including the Ministry of Endowment, Ministry of Planning and International Cooperation, Ministry of Finance, and the Local Councils in the process of designing sectoral plans to combat Child Labour.
- The inclusion of all governorates in the IPEC programme in Yemen.
- Serious attempts should be made to establish society- created endowments aimed at supporting combating Child Labour programmes and ensuring their sustainability.

- The continuation of implementing capacity-building programmes for the current staff and social workers in the governmental and non-governmental organizations to ensure the ‘institutional sustainability’ of these organizations.

### 3. Lessons Learnt:

- The effectiveness of the awareness-raising programmes as a preventive tool organized for students and teachers in public and private schools as well as for the Children Parliament.
- The continuity of the awareness-raising programmes to ensure a wider public awareness of the phenomenon and avoiding the interruption to these programmes which may result in the underestimation of the immense negative impact of child labour on working children and development efforts in general.
- The significance of including peer education in any plans and intervention to combat child labour.
- The need to intensify combating child labour programmes during the holidays when children are more likely to search for work.
- The establishment of ‘Support Group’ in the targeted communities which can assist in the monitoring as well as reenrollment of children in schools.
- Trained and qualified social workers are more effective in the interaction with working children and their families. Their role is essential in the success of IPEC programmes.
- The need to evaluate media programmes (*as well as religious leaders preaches*) to ensure their compatibility with international standards and conventions regarding child labour.
- The important role that the National Steering Committee can play not only in the modification of national policies and plans but also in the successful implementation of the local Action Plans.
- The IPEC recruitment of Arabic-speaking Final Evaluation Team has strengthened the communication process between the evaluation team and the stakeholders and allowed for more effective exchange of information and ideas.

Annex 3 to the Yemen National Report: List of participants

**P II Stakeholders meeting**

**Partners**

			<b>Title</b>	<b>Person</b>
1	MOSAL	Ministry of Social Affairs & Labour	Child Labour Unit Coordinator	Mona Salem
2	MOSAL		CLU Consultant	Eman Mashhour
3	MOE	Ministry of Education	Project coordinator	
4	MOE			
5	MOYS	Ministry of Youth & Sports	Project Coordinator	Hashem Alwaly
6	MOI	Ministry of Information	Project Coordinator	Aziz Abdulmajeed
7	MOI			
8	MTEVT	Ministry of Technical Education & Vocational Training	Project Coordinator	Abduljalel AlDuba
9	MTEVT			
10	FYCCI	Federation of Yemeni Chamber of Commerce & Industries	Chairman	Dr. Mohammed Almaitami (did not attend)
11	FYCCI		Project Coordinator	Mohammed Almekhlafi
12	GFTWU	General Federation of Workers Union	Project Coordinator	Fadhal Alaqel
13	GFTWU			Redha Qarhash (did not attend)
14	WCRC Sana'a	Working Children Rehabilitation Center - Sanaa	Project Coordinator	Sofia Yassin
15	Aden Center		Project Coordinator	Fawzia Saif
16	Aden Center		Project Assistant	Afrah Bashujair
17	Seyoon Center		Project Coordinator	Ali Hadi Aydarous
18	Seyoon Center	AlNahdhah Association- Seyoon	Chairman	Abdulrahman Alssaqaf

**IPEC Team + researchers**

		<b>Title</b>
19	Ms. Taghrid Khuri	IPEC Evaluator
20	Mr. Abdulkarim Alaug	Co-Evaluator
21	Ms. Jamil Ali Raja	IPEC NPM - OBSERVER
22	Mr. Nabil Watfa	IPEC ILO RO CTA - OBSERVER
23	Mr. Salah Alghannami	IPEC FAA
24	Ms. Amira ?? Alkalissi	IPEC Secretary – Workshop assistant
25	Ms. Nabila Alzubair	National Consultant
26	Dr. Ali AlNussairi	National Consultant
27	Dr. Abdullah Hazzaa	National Consultant

**Others**

		<b>Title</b>
28	Dr. Nafisa Aljaifi	Higher Council for Motherhood & Childhood General Manager (did not attend)
29	David Duerden	US Embassy/ Economic & Commercial Officer
30	Hala Rharrit	US Embassy/ Political & Economic Officer