



Evaluation Summary



International
Labour
Office

Evaluation Unit

Towards a child-labour-free Philippines: Building on past gains and addressing challenges – Mid-Term Evaluation

Quick Facts

Countries: *Philippines*

Mid-Term Evaluation: *June 2012*

Mode of Evaluation: *Independent*

ILO Administrative responsibility: ILO Country Office, Manila

Technical Area: IPEC

Evaluation Management: ILO, IPEC - DED

Evaluation Team: *Ruth Bowen and Lucita Lazo*

Project Code: *PHI/09/50/USA*

Donor: *US DOL (US\$ 4,750,000)*

Keywords: *Local Economic Development; human security; peace-building; capacity-building, livelihood, armed conflict, inter-agency collaboration*

Taken from the Executive Summary

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

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

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

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

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

4. By the end of the Project, the child labour agenda is made an integral part of national development frameworks and local development programming; with local governments supported in coordinating resource allocations for child labour actions.

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

The mid-term evaluation addresses the relevance of the design, achievement of the objectives,

management efficiency, and sustainability; and provides recommendations for the current project and future projects. The scope of the evaluation encompasses all project activities from its start to the time of the evaluation.

Evaluation Findings

Relevance of the design

The project design responds to a national context in which efforts to combat child labour have reached a level of maturity over the past two decades, especially in terms of legal frameworks and national machinery to address the issue. Child labour continues to be widespread, however, fuelled by persistent poverty and underemployment. The project represents the second ILO-IPEC support to the national time-bound program for the elimination of child labour in the Philippines. As such, it builds on the achievements of the first IPEC Project of Support to the Philippines Time-Bound Program (2002-2007), which included wider public acknowledgement of the existence of child labour, private sector interest in combating child labour and the development of a new strategic framework for national action represented in the Philippine Program Against Child Labour (PPACL). The design of this project is linked directly to the strategic directions of the PPACL. Its four objectives each support one or more of the five PPACL strategic directions: 1) Establishing a multi-level information system; 2) Intensifying strategic partnerships, advocacy and action at all levels; 3) Improving access to quality and integrated services; 4) Mainstreaming the child labour agenda in development policies and programs at all levels, and 5) Strengthening enforcement and compliance with relevant laws and policies. In support of the strategic goal of mainstreaming child labour into development planning, the project designed a sustainability component as a cross-cutting objective, which addresses institutional and resource sustainability for child labour concerns, and also combines outputs on enforcement and awareness raising.

This is considered by the evaluation as a relevant approach to ensure that the project is closely

aligned with the PPACL, especially in relation to strengthening the capacity of the duty bearers at national and local levels to work in a more coordinated way to address the issue; and the provision of a sound knowledge base to help guide policy decisions on combating child labour. However, from a project design perspective the inclusion of the sustainability component has led to some lack of clarity between activities under the effective partnerships and sustainability immediate objectives.

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

Recommendations

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

1. Given the overall delays in the project start-up, and the slow progress of the action programmes in Bukidnon and Northern Samar, the project faces serious challenges in meeting its quantitative and qualitative targets under Immediate Objective 3 within the project timeframe. The project should consider requesting a no-cost extension of at least six months, depending on budget available, to

enable the full roll-out of the action programmes, and to enable the assessment and dissemination of the models implemented. To support a request for a no-cost extension, the project needs to undertake a close review of the work plan and current state of progress. In the event that a no-cost extension is not possible, the project should revise the implementation strategies per province, prioritising support to the value chain work for livelihoods development; and in Bukidnon and Northern Samar in particular, consider ways that the Provincial Coordinators can take a more proactive role to expedite progress of the action programmes that are delayed.

2. The project management staff, with the support of the HQ Desk Officer, should review the workplans and progress of the action programmes that are falling behind schedule, especially those in Bukidnon and Northern Samar, and if a no-cost extension is granted, no-cost extensions should be provided to those action programmes and others that are deemed to require more time for their benefits to be demonstrated.

3. Following the mid-term evaluation, it is recommended that priority be given to developing a detailed exit-strategy to be implemented during the final six months of the project, including plans for phasing out technical support to the action programmes.

4. The project management team should revise the outputs of Immediate Objective 3 to enable the systematic documentation and assessment of the models of child labour monitoring and integrated service delivery piloted, identifying the key elements of successful models; and should allocate resources for exchange workshops to discuss and disseminate those models deemed successful as part of the exit strategy. Specifically, in determining the models that are to be recommended for continuation beyond the project, adaptation and national replication, the project needs to conduct a

comparative analysis and documentation of the models and how they were implemented.

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

6. In the case of the Bukidnon provincial government action programme, the project management staff should closely monitor the handling of performance management of the recruited staff, and provide support to the implementing agency to take action if the performance of the staff member does not meet the requirements of the position terms of reference within an agreed timeframe.

7. It is suggested that the Project Manager provide an update to USDOL in the TPR following the MTE on any revisions in strategy, including specific information on plans for catching up in the two provinces that are behind in terms of child beneficiary withdrawal and prevention.