



Evaluation Summary



International
Labour
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Moving towards a child labour free Jordan – Project implementation review summary

Quick Facts

Countries: *Jordan*

Midterm Evaluation: *11/2012*

Evaluation Mode: *Independent*

Administrative Office: *ILO/IPEC*

Technical Office: *ILO/IPEC*

Evaluation Manager: *ILO/IPEC-DED (Design, Evaluation and Documentation Section)*

Evaluation Consultants: *Mia Sorgenfrei (Team Leader) and Kholoud Abu Zaid*

Project Code: *JOR/10/50/USA*

Donors & Budget: *USDOL (US\$ 2,000,000)*

Keywords: *Child labour; Youth employment; Social dialogue*

Background & Context

The ILO/IPEC project “Moving towards a Child Labour-Free Jordan” (2010-2014) is funded by the US Department of Labour (USDOL) with a budget of two million dollars. The development objective of the project is “To create an enabling environment for the elimination of residual child labour in Jordan”. The project involves stakeholders from both public, private and civil society sectors and includes activities such as awareness raising, capacity development, relationship building and evidence-based policy influencing. It aims to support the implementation of the National Framework on Child Labour at national,

governorate and local levels in cooperation with Save the Children, USDOL grantee focusing on direct service provision at community level.

Purpose, scope and clients of the evaluation

The purpose of this project implementation review is to reinforce strategic focus, improve project performance and outcomes, reinforce accountability and stimulate learning through the facilitation of strategic consultation with key stakeholders to help determine the extent to which on-going project management and implementation is effectively leading to fulfilment of the project objectives.

Methodology of evaluation

This project implementation review was facilitated by an international consultant with assistance from a local consultant and with methodological support from the Evaluation and Impact Assessment section in ILO/IPEC Geneva, as well as valuable support from the ILO/IPEC Jordan project management team. ILO/IPEC’s national project coordinator and the local consultant facilitated the group sessions in Arabic during the stakeholder workshop. The local consultant subsequently produced a synthesis of her findings based on her participation in interviews with local stakeholders and the stakeholder workshop.

Main Findings & Conclusions

The principal achievements of the ILO/IPEC project so far:

- **Awareness-raising and empowerment of stakeholders** involved in the implementation of

the National Framework on Child Labour and gradual identification of their capacity gaps;

- **Dialogue and trust building with stakeholders** for improved coordination facilitated through a technical committee, which has now been turned into a national committee with additional members;
- **Information gathering about the different child labour initiatives** that have taken place in recent years and those that are still on-going, as well as exchanges with the organizations in charge, in order to learn from experiences, build on complementarities and develop synergies;
- **Informal mapping of sectors and regions where child labour is concentrated** resulting in the identification of the following sectors: agriculture, mechanics, and tourism;
- Response to the stakeholder request for **ILO/IPEC to facilitate exchanges on the impact of the influx of Syrian refugees on CL** by organizing several consecutive meetings;
- **Internal review of the project strategy by the project team** which has resulted in a project revision request to be submitted to the donor following the project implementation review.

Strategic focus and priority areas for the remaining project period

There is consensus among consulted stakeholders that:

- It is time to start applying the National Framework on Child Labour in practice in order to test it and reinforce the required mechanisms for identification, referral and monitoring;
- Piloting of the National Framework on Child Labour should take place in a limited number of geographic regions and focus on specific thematic areas.

This confirms stakeholder support to and may be considered as a validation of the proposition made in the draft project revision request to shift the focus from establishing CL monitoring teams at community level to concentrate exclusively on reinforcing implementation of the National Framework on Child Labour and hence enhance project coherence.

Less clear to stakeholders is what the piloting of the National Framework on Child Labour should look like, what the concrete action points should be, and who should take the responsibility for the specific tasks to be carried out. It was agreed at the decision-

maker meeting that this needs to be clarified by the end of 2012, after the individual meetings and joint workshops with key stakeholders.

The need to enhance coordination of efforts between the principal ministries (Ministry of Labour, Ministry of Education, and Ministry of Social Development) to ensure mainstreaming of CL at policy level and effective implementation of the National Framework on Child Labour is widely recognized by stakeholders as a priority, as is the need to coordinate with other actors including the municipalities and organizations representing employers and workers.

While awareness has been raised, and goodwill created, there is a need to strengthen knowledge about CL and technical competencies in order to enable implementation of the framework.

Key stakeholders, including the Ministry of Labour, the Regional ILO Office, UNICEF and Save the Children, have expressed that the impact of the influx of Syrian refugees on CL needs to be addressed by the ILO/IPEC project.

To avoid duplication with research on CL already undertaken in the tourism and agriculture sectors in Jordan, it was agreed at the decision-making meeting to focus on the mechanics sector. In addition, a pragmatic approach to following CL trends in Jordan will be adopted by supporting the Department of Statistics in including essential questions concerning CL labour in the next national labour survey.

Recommendations

Based on the findings emerging from the stakeholder review and the follow-up meeting for project decision-makers, the external facilitator recommends the following to the project management team:

1. Move from dialogue to action: bring stakeholder coordination beyond the exchange of knowledge and ideas in the national committee to practical initiatives through:

- The development of an action plan for the implementation of the National Framework on Child Labour which should include the delegation of responsibility to national committee members (with attribution of resources and timeframes) for specific tasks in areas such as required legislative changes, CL competency development, and

thematic CL research in support of the implementation pilots;

- The creation of dynamic hubs in the pilot regions combining decision-making committees composed of representatives of the key ministries at governorate level with taskforces of specialists and practitioners directly involved in tackling CL in the communities to develop contextually appropriate approaches and help establish networks of service providers and resource organizations.

2. Pursue project revision and implementation pilots: there appears to be consensus among stakeholders about the need for the ILO/IPEC project to concentrate on activities supporting the implementation of the national framework. The stakeholders at national level need to be involved in reinforcing the referral and monitoring system that connects community, governorate and national level. To make the pilots as specific and focused as possible, it has been suggested to establish these in the geographical areas where Save the Children operates and concentrate on specific sectors (the mechanics sector) or populations (refugees outside the refugee camps).

3. Maintain staff capacity, review management roles: considering the nature of the activities to be carried out until the end of the project (support to relationship-building, coordination, knowledge and capacity development), it does not seem reasonable to reduce the project management team from two to one in a year from now, as this may significantly weaken the impact of the project. As the national coordinator will be taking over the Chief Technical Advisor's (CTA) responsibilities, it is recommended that a full- or part-time local specialist with competencies in capacity development and insights into CL and/or refugee issues should be recruited on a one-year contract. From this point on, it will be important for the national project coordinator to start gradually taking over the project management role, with continued coaching by the CTA. This should give the CTA more space to develop capacity development initiatives.

4. Intensify resource mobilisation: considering the limited resource base and the need to intensify implementation efforts, it will be essential for the ILO/IPEC project staff to engage proactively in resource mobilization, both in terms of complementary financial support and through

contributions by resource persons and specialists among the stakeholders.

5. Enhance coordination and mainstreaming: both horizontal coordination (between the different actors at national, governorate and community levels, respectively) and vertical coordination (from national level through governorate level to community level) concerning CL need to be intensified (even within the concerned ministries). This is a precondition for mainstreaming CL at policy level and requires the development of sufficient understanding of the CL issues and how the different actors can work together more effectively. ILO/IPEC will need to make it a priority to encourage joint efforts at a strategic level (through collective policy-influencing with other ILO projects in particular and other UN agencies through the UNDAF). Concrete initiatives for this to happen at a more practical level may be taken in cooperation with actors such as UNICEF and the National Council for Family Affairs (NCFA), by actively supporting influential persons in the ministries who are willing and able to drive processes of policy change.

6. Support capacity development: careful consideration needs to take place concerning the types of capacity building that ought to be specifically targeted for each stakeholder (or group of stakeholders) involved in the implementation, and who should be working with whom in order to pilot the national framework. This could be addressed by providing support to organizational development and institutional strengthening in order to move beyond awareness-raising to knowledge development and organizational learning.

During the next project phase a core activity within the area of capacity development should be the creation and facilitation of a cascading training system covering inspectors and social workers from different ministries, governorates and municipalities. This process should be driven by the Child Labour Unit in the Ministry of Labour in coordination with the CL focal points in the Ministry of Education and Ministry of Social Development and facilitated by ILO/IPEC and Save the Children at the respective levels.

7. Concentrate on thematic priority areas: it will be important to focus on thematic priority areas to ensure coherence and maximize the use of the resources available to the project. The external facilitator therefore recommends that the ILO/IPEC project concentrates on certain priority areas of research and

capacity development for the remaining project period. The specific areas are detailed in section 8.7.

8. Conceptualize and document good practice models: considering that documentation and dissemination of good practice models for replication to ensure wider impact is becoming an integral part of ILO/IPEC projects, the facilitator suggests highlighting this area as an action-research activity to give it the full attention it deserves with process design, dedicated capacity, resources and technical support both to programme staff and stakeholders contributing to implementation. In this project, good practice models can be studied at two levels:

- The project implementation model (with two separate projects focusing on upstream and downstream activities) – this will require support from Save the Children;
- The implementation pilots – the regional ILO office has expressed an interest in supporting efforts to document good practices for regional and international dissemination, within and beyond the ILO.

9. Address the impact of the influx of Syrian refugees: it seems pertinent that the ILO/IPEC project takes fully on board the role which they have been asked to adopt by local stakeholders in order to facilitate assessment of the impact of the influx of Syrian refugees on the CL situation in Jordan and assist local stakeholders in addressing critical issues in this regard. It will be essential to establish what additional resources may be mobilized, from the ILO and elsewhere, the nature of the cooperation with key stakeholders such as the Ministry of Labour, Save the Children and UNICEF, and on that basis, determine the level of intensity to be adopted.

The research dimension could be based on the initial results of a rapid assessment to be undertaken by the regional ILO office which would include an assessment of the impact of the influx of Syrian refugees on the CL situation. Considering that the influx of Syrian refugees is becoming a regional problem, it would be very appropriate to share the Jordan experience at the planned regional conference on good practices.

Important lessons learned

1. In the future, it will be important for the ILO to enhance coherence in project design and ensure a

match between ambitions for project implementation and resource allocation from the outset. The project revision request currently under preparation is a good illustration of this. Furthermore, the ILO needs to accelerate recruitment to avoid delaying projects involving activities which require facilitation of and support to long-term processes such as relationship-building, capacity development, coordination and mainstreaming. The programmatic approach introduced by the ILO with the Decent Work Country Programme should support such processes in a more visible manner than is currently the case, through linking projects with complementary components and providing specialist support not only for technical competency building, but also for process facilitation and institutional development.

2. The donor, USDOL, might consider making more explicit demands on grantees to ensure continuity and benefit from complementarities and synergies, as it would appear that such continuity and synergies could have been pursued more actively by the multiple stakeholders who have been involved in tackling CL in Jordan, since USDOL started funding provision in this area in Jordan. While many local stakeholders have emphasized the importance of learning from previous experiences, drawing on existing resources, building on on-going initiatives and maintaining continuity, this cannot happen, unless each of the stakeholders involved in the efforts to implement the National Framework on Child Labour accepts to let go of any possessiveness or “old baggage” currently causing tensions among concerned stakeholders and instead adopt a constructive attitude to take joint responsibility for driving the process forward. It will therefore be important for the USDOL and influential organizations operating in Jordan, such as UNICEF and other UN agencies, to support the ILO/IPEC and Save the Children in their current efforts in this respect.

Good Practices are available from the full report.