



# Evaluation Summary



International  
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## *Moving towards a Child Labour Free Jordan - Final Independent Evaluation*

### Quick Facts

<b>Countries:</b>	<i>Jordan</i>
<b>Final Evaluation:</b>	<i>October 2016</i>
<b>Evaluation Mode:</b>	<i>Independent</i>
<b>Administrative Office:</b>	<i>Regional Office for Arab States (ROAS)</i>
<b>Technical Office:</b>	<i>IPEC</i>
<b>Evaluation Manager:</b>	<i>Nathalie Bavitch</i>
<b>Evaluation Consultant(s):</b>	<i>Lotta Nycander</i>
<b>Project Code:</b>	<i>JOR/10/50/USA</i>
<b>Donor(s) &amp; Budget:</b>	<i>USDOL (US\$ 3,962,160.05)</i>
<b>Keywords:</b>	<i>Child labour, child labour monitoring, national framework for child labour, Syrian refugees, gender, database, participation, ownership, national child labour survey</i>

### Background & Context

#### **Summary of the project purpose, logic and structure**

The “Moving towards a Child Labour Free Jordan” Project was developed in 2010 and has an official starting date of 31 December 2010 but started its actual implementation in October 2011 when the CTA was recruited and in place. It was designed to run for four years to address the child labour issues in Jordan, aiming at creating an enabling environment, strengthening policy and

legislative frameworks in reducing the magnitude of child labour in Jordan. A major element has been the capacity development of the stakeholders to tackle the problems. The focus has been on supporting the Government and ILO’s partners to implement the National Framework to Combat Child Labour (herein referred to as NFCL, or simply the framework). The Project was set to contribute to the following frameworks/agreements: ILO Global Action Plan (which sets the internationally agreed goal of eliminating the worst forms of child labour by 2016); the Roadmap for achieving the Elimination of the Worst Forms of Child Labour by 2016 (adopted by the Hague Global Child Labour Conference on 10-11 May 2010); the Jordan Decent Work Country Programme (DWCP); as well as national efforts to prevent and eliminate child labour by supporting the ILO Global Jobs Pact which outlines strategies to guide recovery from the present economic crisis.

The project’s development objective was to create an “enabling environment for the elimination of residual child labour in Jordan” and it had four immediate objectives that would lead to the attainment of this development objective.

The strategy was to address policy level interventions, especially to ensure that issues of WFCL are integrated into Government policy frameworks and that families of child labourers become the special target group for poverty alleviation and social protection schemes. Key words in the Project Document are coordination

and capacity building of concerned ministries, social partners and Civil Society Organisations – to set in motion the NFCL, focusing on the referral mechanism based on identifying and registering data, capturing child labour cases through labour inspection services and referrals to MOE and MOSD for solutions regarding formal/ non-formal education, social services and cash support.

The intention was that the strategy would be to remove, or address, any “residual pockets of child labour” and build on the results from earlier ILO-IPEC programmes; such as data from DOS-SIMPOC survey; results of the CECLE baseline survey; the results of the study on hazards faced by children; and studies by National Council for Family Affairs on the impact of CL on physical and psychological health.

### Some Main Findings & Conclusions

Overall, it is evident that ILO, in its cooperation with Government, clearly is the principal international agency addressing child labour in Jordan. Great efforts have been placed Project and its partners to generate the satisfactory achievements found in the area of influencing policy-making pertaining to child labour elimination and building capacity, understanding and commitment required to invent new ways of working together toward common goals, through National Framework of Child Labour (NFCL). The National Committee on Child Labour (NCCL) and the Child Labour Unit, of the Ministry of Labour, have been supported. The NCCL now comprises government agencies, private institutions and NGOs. The setting up of a (first) Child Labour Unit in the Ministry of Social Development has been supported by the Project, as well as the institutional capacity of these ministries along with the Ministry of Education and also other stakeholder organisations taking part in the NFCL.

The Project has developed a database for the monitoring of child labourers to better function as a tool in the identification, referral and monitoring

work among the three ministries and trained staff on its use. It has updated the hazardous list (on harmful work for young people) and prepared manuals for the inspectors and employers. A national survey on child labour, which includes the Syrian refugee population, was undertaken with its results summarised in a presentation in Amman by the Director, Centre for Strategic Studies, University of Jordan, on 16th August 2016 for the Minister of Labour, senior staff from ROAS, among others.

Sixteen specific conclusions have been made based on the findings of the evaluation, as follows:

ILO’s use of the terms “recipients” and “beneficiaries” in technical cooperation project documents and other steering documents, actually connote passiveness – while these people/groups are expected to be actively involved in various ways and contribute to the goals of the project. A more appropriate term would be “project participants” (Conclusion No. 1). The Project is built on the basis of activities undertaken and structures created prior to its take off, such as the CLU-MOL, NFCL, National Steering Committee, SSC rehabilitation centre. Thus, certain awareness among stakeholders already existed within MOL and other partners, including the nature and prevalence of child labour through earlier studies and research (Conclusion No. 2).

It was concluded that the results chain of the Logical Framework Analysis (LFA) of the Project design is sufficiently logical and coherent. The immediate objectives (IO) constitute the highest result-level goals of the Project (apart from the long-term development objective to which many other actors will contribute) and these have indicators, but there are no outcomes, or outcome-level indicators formulated. The four IOs have indicators but the problem is that these are not quantified, and not SMART although revised from the original indicator - thus they could not be used as intended, as measurement of progress. The next result level in the LFA are the outputs. It was also found that assumptions, risks and mitigation of risks are not SMART, as they seem not to be based on realistic assessment of the situation at the time

of the start-up of the Project – and are also not beyond the control of the Project and its key actors.

Further, the original division of management in the design, i.e. 2 years for a CTA and 2 years for a NPC, was unrealistic in view of the ambitious goals to be obtained. Due to changing circumstances, revisions were made to the design regarding activities, outputs and budget throughout the years. The objectives, however, remained untouched, which reportedly was an important factor in terms of continuity in particular vis-à-vis the constituents, and it is concluded that they are still reasonably valid as goal statements even though activities were added or deleted, due to the circumstances brought on by the influx of Syrian refugees after the Project had taken off (Conclusion No. 3).

The Project was designed for an implementation period of four years, but was extended by one extra year, from October 2011 to end of August 2016. Due to budget revisions, waiting for approvals and new management staff to be in place, there were quite long “fallow” periods during which new activities could not be implemented. Some administrative processes at USDOL did take time, and delays were caused by several factors including processes in the field and administrative procedures of the ILO. The ILO’s choice here was to either close down the Project as originally intended, or continue to wait for the new funds to be available so that the next phase could take off – and it chose the latter (Conclusion No. 4). The project aims to increase and improve institutional and organizational capacity to handle child labour effectively and to create an environment where child labour is eliminated and prevented. The focus is on influencing policies and develop capacity - and not on actual services such as actively removing children from child labour and e.g. enrol them in schools or vocation technical training which has been done in so many other ILO projects around the world with the help of civil society organisations. Despite this, some key officials in the concerned ministries expressed to the evaluation that it had expected ILO to be able

to show “how many children it had removed from child labour” and similar comments and noted to the evaluation that it had not managed to do this. This attitude, or mismatch of expectations, could be a sign that the stakeholders have not fully participated in the decision-making, and/or do not have full ownership of the Project (Conclusion No. 5).

The nine recommendations of the Project Implementation Review in 2012 are actually a fusion of conclusions and recommendations and are unnecessary long. ILO managed to act on the majority of them such as encouraging better coordination among the three ministries, requesting for a project revision and focusing on upstream activities (capacity development, database development) in favour of ensuring that the monitoring system was functioning as intended. The Project was also engaged in resource mobilisation jointly with ILO ROAS, resulting in project proposals for a small grant from Danida and the Canadian Government, and one in the pipeline for funding from the Government of Spain. This evaluation has concluded that some recommendations were quite realistic in view of the remaining time that the Project had while some were premature and overly optimistic, such as creating “dynamic hubs” in the pilot governorates in connection with the national framework (the Project CTA at the time had only one more year to manage the Project and during that year was supposed to coach the national project coordinator to be ready to take over the management during the third and last year). Several recommendations seem to be directed to the then ILO-IPEC programme (Conclusion No. 6).

ILO and its partners anticipated that the Project would be able to greatly reduce child labour in the country in a relatively short period of time and that Jordan would be one of the countries to have achieved the target of eliminating the worst forms of child labour by 2016. However, the situation changed drastically in 2012 with the huge influx of Syrian refugees due to the crisis in Syria. The evaluation has identified a number of activities and

approaches geared to make a difference regarding Syrian refugee children, such as piloting NFCL in areas with high incidence of refugees, namely in Mafraq, Irbid, Amman and Zarka. Rapid assessments on child labour among Syrian refugees were conducted in the agriculture and urban informal sectors (commissioned by ILO ROAS) and ILO initiated the Child Labour Task Force within Child Protection Working Group (co-chaired by Save the Children) and mobilised for new Projects focusing on Syrian refugees. ILO also invited UNHCR to be a member of the NCLC. Furthermore, child labour incidences among Syrian refugees were monitored in the pilot implementation areas in dialogue with the humanitarian organisations. New funds were used to conduct the National Child Labour Survey in which Syrian refugee children and families participated and one refugee camp could be included, with assistance of Ministry of Interior. Project staff have also contributed to development of the ILO project on child labour project with focus on Syrian children, funded by Danida and the Government of Canada - an 18 month project ending in 2018 with a small budget (€ 347,000) (Conclusion No. 7).

Employers and Workers Organisations, UNICEF, UNHCR, Red Cross, NCFA, IYF)

5. Enhance relevance and validity in design and set attainable and realistic goals to ensuring ownership of the Project (ILO, USDOL and Jordan Government)

6. Look for innovative ways to more actively include Employers and Workers organisations (ILO, JCC, JCI, GFJTU and any other union federation if feasible)

7. Integrate gender fully in Project design and implementation (ILO, Jordanian Government)

8. Ensure that results of eventual new study tours clearly relate to the Project's goals and make follow up of how these have had an impact or contributed to improvements (ILO – relating all TA implementation)

9. Learn from, and share the Good Practices and lessons learned document (ILO, MOL, MOE, MOSD)

## Recommendations

### Main recommendations and follow-up

1. Commit to setting targets, sustaining the impact and move forward to eliminate child labour (MOL, MOE, MOSD)
2. Follow up, improve and maintain the Database on child labour (ILO, MOL, MOE, MOSD)
3. Follow up closely on the reporting on the National Survey on Child (ILO, MOL, MOE, MOSD)
4. Discuss interest for new technical cooperation on child labour and youth employment linkages addressing Syrian refugees in particular (ILO to initiate, and involve MOL, MOE, MOSD,