



# Evaluation Summary



International  
Labour  
Office

Evaluation  
Office

## Ending Worst Forms of Child Labour (WFCL) amongst Syrian Refugees and Lebanese Host Communities (Phase II): Final Independent Evaluation

### Quick Facts

**Countries:** Lebanon

**Final Evaluation:** February-April, 2019

**Evaluation Mode:** Independent

**Administrative Office:** Regional Office for the Arab States (ROAS)

**Technical Office:** ROAS

**Evaluation Manager:** Nathalie Bavitch

**Evaluation Consultant(s):** Laurie Zivetz, Nour Nasr

**Project Code:** LBN/17/02/NOR

**Donor(s) & Budget:** Norway (US \$1,005,136)

**Keywords:** child labor, refugees, education and training, Arab countries

**Outcome 1: Policy and legislative amendments and sensitization of relevant institutions.**

**Output 1.1:** Capacities of members of Farmers Union, Agricultural Unions and Employers Associations strengthened to implement GS memo to prohibit WFCL in agriculture under 16 yrs.

**Outcome 2: Capacity Building**

**Output 2.1** Labour Inspectorate at MOL strengthened to carry out inspection visits to selected industrial areas.

**Output 2.2:** Capacities of Internal Security Forces from Beirut, Tripoli, and Saida strengthened to attend to working street children effectively based on UNCRC principles. [REMOVED]

**Outcome 3 Direct Support**

**Output 3.1** Children involved or at risk of being involved in the WFCL, provided with initial integrated support against child labour through community centres in Nabatieh, Ouzai, Kahale, Beqaa and Tripoli.

**Output 3.2:** Tripoli Community Centre against Child Labour Operative. [REMOVED]

**Output 3.3:** Vulnerable households have access to livelihood opportunities through Ouzai, Nabatieh, and Tripoli community centres.

**Output 3.4:** Two CLMS committees established and operational in Nabatieh and

### Background & Context

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

Phases I and II of the Norway-funded project were designed to combat growing rates of the worst forms of child labor in Lebanon. The situation has been compounded by the influx of over a million Syrian refugees in a short period of time.

This final evaluation covered Phase II (May, 2018-March, 2019). Design documents include the following objectives (planned objectives that were removed during the project are noted as Removed).

*North Lebanon areas to coordinate services in vicinities of centres.*

**Output 3.5 : National Choir against child labour established**

The project was implemented in a complex and unpredictable political environment. A hiatus in government functioning (May, 2018-January, 2019) and changes in ministerial appointments (including at the Ministry of Labor) are partially responsible for delays in a number of the anticipated activities during the period of implementation. An investigation into irregularities in the early months of Phase II associated with work of an external contractor under Phase I also contributed to a lull in project activities.

**Present Situation of the Project**

The project was completed on March 31, 2019 on schedule (this including a 6 month no cost extension).

**Purpose, scope and clients of the evaluation**

Per the initial ToR, the final evaluation examined the efficiency, effectiveness, relevance, sustainability, and potential impact of the project and offered recommendations for future similar projects. The report reflects on strengths and weaknesses in the project design, strategy, and implementation as well as lessons learned.

The primary clients of this evaluation are the ILO ROAS, ILO constituents in Lebanon, and the donors. Secondary users include other project stakeholders and units within the ILO that may indirectly benefit from the knowledge generated by the evaluation. Implementing partners also attended debriefs and were interested in learning from the evaluation.

**Methodology of evaluation**

The evaluation relied on two main sources of information: project documents and interviews with key informants. Documentation on the project was shared in waves, and key data related to a number of logframe targets was obtained during the evaluation directly from implementing partners.

Interviews were carried out with key project team members, the Ministry of Labor, General Security Department, NGO partners and the Farmers Union, as well as advisers from the ILO's CLEAR project who had provided input into the project.

A number of key informants had left the project or the country and not all were available to speak with the evaluators. The ILO Project Officer who managed both Phases I and II retired during the evaluation fieldwork, though she was available for multiple interviews. The external technical consultant had resigned from the project in month 6 of Phase II, and was interviewed on the last day of the fieldwork via Skype.

Separate validation meetings were held with the ROAS Deputy Regional Director, and with implementing NGO partners and the Project Officer from the Norwegian Embassy. The in-coming ROAS Chief of Programming and ROAS M&E Officer attended both meetings. Notably, there was no government representative at the validation meeting.

The evaluation team was comprised of an international and Lebanese evaluator.

**Main Findings & Conclusions**

**Relevance:** The need in Lebanon for this type of programming is indisputable, and builds on the ILOs successful work with the

Government of Lebanon in drafting a National Plan of Action to combat the worst forms of child labor (WFCL). Direct services to children and families at risk is an urgent need. In its design, the proposal reflects overconfidence in government capacity and commitment, suggesting some of the approaches required further consideration of the context.

**Effectiveness:** In its execution, the project leaned towards an emphasis on targets at the expense of learning. Weak feedback loops prevented learning and agility, and the project fell back on traditional and sometimes top down approaches to effect systems change. Resources for launching a child labor (CL) monitoring and reporting system were invested in localized efforts that were not carried forward and did not contribute to a national monitoring and reporting system. Opportunities to boost capacity, catalyze strategic action and improve collaboration with government and non-government bodies was called for but implemented in ad hoc ways. A series of awareness raising workshops for members of the Farmers Union and other multi-stakeholder events were held but follow up is not event. Labor Inspector training--important for capacitating expertise for identification and monitoring of WFCL within the government--experienced multiple delays and was carried out only in the last two weeks of the project.

Downstream activities got good traction in the last five months of the project and exceeded targets for children and families reached with education, training and social support services. While participating NGOs were seen to be effective in providing services to individual children and families at

risk, the strategy was short lived, and did little to promote broader learning or inform national policy or action.

The ILO missed an opportunity to broker action on a national action plan which it had helped to shape.

**Efficiency:** Insufficient work planning and prioritization, lack of documentation, and some concerning recruitment procedures characterized project management. The project team invested a lot of time in the first six months of the project planning for the children's choir--which benefited fewer than 300 at risk children--while a number of other planned activities were delayed.

The project suffered from a lack of shared vision internally throughout Phase II. This served as an impediment to implementation and advancing partnership with government and private sector partnerships.

**Sustainability:** Collaboration with government ministries was challenging in the complex political environment in Lebanon during the life of the project. Nonetheless, partnerships with key government and private sector agencies seem diminished at the end of the project, and engagement with other key agencies--such as Ministry of Social Affairs and the Ministry of Education--still need attention.

The core of the project consisted of trainings and workshops that showed little evidence of advancing sustainable coordination, embedding referral networks, public awareness or forward action. Sustainable results from investments in the children's choir, Farmers' Union training, and localized CLMS development appear to have been short lived.

At the end of the project, continuity of vital education and social support services to those children and families who were reached, now defaults to the fundraising initiative of the implementing NGOs.

## Recommendations

### *National policy and sensitization*

**1. The ILO to leverage its position and mandate to re-energize its partnership with the MoL and other government partners on realizing the goals of the NAP.** With a new Minister in place, opportunities to revisit the NAP and strengthen linkages with other relevant ministries and civil society to agree a realistic roadmap for achieving the goals laid out in the National Action Plan to address the WFCL should be a priority.

Priority: high

Resource implications: low to convene, high to implement

**2. As a multi-lateral agency with expertise in national-level CL monitoring systems, the ILO to provide technical support to the development of a national CLMRS.** based at the MoL.

Priority: Medium

Resource implications: medium

**3. The ILO and GoL to promote public awareness of the risks and prevalence of the WFCL** through mass and social media and reinvigoration of the CL hotline.

Priority: Low

Resource implications: medium

### *Capacity building*

**4. The MoL to continue to recruit and train Labor Inspectors and other law enforcement agents on WFCL,** linking them into the CLMRS. Technical and training support from the ILO should be offered.

Priority: medium

Resource implications: low to medium

### *Direct service delivery*

**5. The ILO to identify and pilot promising best practices to rehabilitate and protect children withdrawn from WFCL, prevention for children at risk of the WFCL, and vocational training for families with children who have been withdrawn or at risk of being withdrawn from WFCL.**

Priority: medium

Resource implications: medium to high

**6. The ILO to continue to fundraise for the issue of child labor,** particularly in support of Recommendation 1, matchmaking funders interested in CL and good implementing partners.

Priority: medium

Cost: low

**7. In future projects, the ILO to include work planning and check ins with partners as routine elements of the project cycle. Monitoring data should be gathered and shared back to make decision making more robust.**

Priority: high

Cost: low

**8. In future projects the ILO to clarify roles and responsibilities of project staff and consultants in contractual and planning documents,** ideally before projects launch and include milestone check in's by Senior

Management with project teams to ensure harmonious team functioning and adherence to project commitments and ILO regulations.

Priority: High

Cost: Minimal

