



IPEC Evaluation

NATIONAL PROGRAMME FOR THE PREVENTION AND ELIMINATION OF CHILD LABOUR IN JAMAICA AND SIMPOC SURVEY

(JAM/01/P50/USA)

An Interim Evaluation Report
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with a Note on the Evaluation Process by ILO-IPEC

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I. PREFACE: NOTE ON THE EVALUATION PROCESS

The process for organizing and implementing the interim evaluation of ILO-IPEC's National Programme in Jamaica, funded by the United States Department of Labor (USDOL), the Government of Norway, UNICEF and the Government of Jamaica, started at the beginning of 2003. The evaluation was scheduled to take place in March of that year but complications in the identification and recruitment of consultants led to a delay of two months on the original plans. Finally, the evaluation took place in May and the deadline for reception of the evaluation report was set for June 30, 2003.

The exercise was entrusted to a local consultant with documented experience in evaluation and with no prior involvement with ILO-IPEC in Jamaica. The timing issues mentioned above made impossible for IPEC's Design, Evaluation and Documentation section (DED) to do a separate and complete check of the consultant's references (analysis of outputs from previous assignments, informal contacts with former clients, etc.). The evaluation mission started with a stakeholders' workshop held in May 2003. A second workshop to present and discuss evaluation findings was scheduled to take place once the draft report had been finalized. During the evaluation, IPEC's team in Jamaica provided all necessary support in terms of documentation, coordination of agenda and logistics to the evaluation consultant.

After the first workshop, several stakeholders raised questions concerning the consultant's understanding of the evaluation process. As a consequence, DED intensified the methodological support to the evaluation through electronic mail. Evaluation concerns and procedures as stated in the terms of reference were discussed with the consultant to ensure that there was a shared understanding in relation with the exercise.

The first draft of the report was not submitted by the deadline. Efforts to contact the consultant by telephone or electronic mail were unsuccessful. Eventually, at the beginning of August, the consultant informed IPEC that, due to personal problems, she had not been able to produce the report in time, requesting the setting of a new deadline for the end of that month.

In September 15, 2003, a first draft was finally presented to IPEC. This draft was circulated to key stakeholders for their comments. The report was incomplete and of a very poor quality, failing to provide answers to most of the questions included in the Terms of Reference. Nevertheless, consolidated comments on this report were prepared and submitted to the consultant in October, 1st. A second draft of the report, incorporating some responses to the comments but with little improvement on the first version, was submitted towards the end of October. The document was circulated again and further comments prepared and submitted to the consultant on November 17th. The latest message from IPEC to the consultant established a deadline for a final submission for December 2.

The report included in this document was submitted to IPEC at the beginning of February, 2004, with an overall delay of more than seven months considering the original deadline. The continuous delays affected the evaluation process as a whole and the planned final stakeholders' workshop had to be cancelled. The final version of the report, although greatly improved from previous versions, still fails to provide answers to several of the issues included in the Terms of Reference. For example, the analysis of the project's efficiency is lacking and no lessons learned are identified. As a consequence, the usefulness of the evaluation for planning is considerably diminished. The project is scheduled to end in March 2004.

ILO-IPEC organizes between 20 and 30 independent evaluations each year. In some of these processes there are delays on the original schedules, but only exceptionally these delays affect the usefulness of the evaluation as a learning and accountability instrument. It is important to recognize that the usefulness of evaluation reports, and especially mid-term evaluation reports, is highly

dependent on its timing: conclusions, recommendations and lessons learned need to be available in a timely manner to be used by programme managers for improving operations and implementing corrective actions as appropriate; therefore, the evaluation could not be used at all for improving IPEC's operations in Jamaica.

This experience has reinforced ILO-IPEC approach to evaluation, highlighting some of the basic principles that the programme tries to follow. The following are some of the points that should be considered in implementing and backstopping evaluation activities:

- Technical knowledge and research experience are not sufficient skills to undertake successful evaluations. Experienced evaluators know that timing is essential for ensuring the use of the evaluation results. If the consultants engaged for performing evaluations lack this type of experience, it is essential to make sure through continuous follow-up that deadlines and processes (as established in the Terms of Reference for the evaluation) are respected. This is especially true for mid-term evaluations.
- The staged approach to evaluations established by ILO-IPEC can help ensuring that adequate methodological support is provided to evaluation teams. Methodological and technical briefings with evaluation consultants, especially if they work for IPEC for the first time or if their evaluation experience is limited, are essential. As much as possible, these briefings should include a joint revision of the terms of reference for ensuring that all the provisions are clearly understood by the evaluation team. In case of doubt, it is important to request consultants to prepare a document highlighting their approach to the evaluation process and methodology, including a description of evaluation instruments and tools, to be submitted to IPEC before the field mission. This allows IPEC to assess the intensity of methodological support to be provided during the evaluation. This staged approach needs to be supported with the provision of adequate resources to evaluation processes.
- In order to avoid unnecessary delays, mid-term evaluations should be as focused as possible. The definition of a few precise questions that can influence project implementation is a better strategy than the inclusion of broad concerns in the terms of reference. All stakeholders participating in the consultation process leading to the preparation of the terms of reference for mid-term evaluations should try to focus on their outstanding information needs, keeping in mind that the main purpose of interim reviews is to improve the implementation of the project so the objectives can be achieved and its impact can be enhanced. If terms of reference are too comprehensive, consultants might feel compelled to provide a complete picture of everything that is going on around a specific project, thus increasing the time needed for information gathering and analysis or reducing the overall quality of the report. IPEC's Design, Evaluation and Documentation Section has the responsibility of preparing Terms of Reference that incorporate the stakeholders' major concerns while keeping the evaluation focused.
- Since much of the feedback from evaluations happens immediately after the submission of the first draft of the report, this version should be complete, including all the evaluation conclusions, recommendations and the identification of lessons learned and, whenever possible, good practices. If the first draft includes only the analytical chapters and the conclusions or recommendations are deferred to a future version, the evaluation loses capacity to influence learning processes and to motivate necessary adjustments to implementation processes.

ILO-IPEC is committed to continuously increasing the quality of its evaluation reports and its usefulness as learning and accountability tools.

ILO-IPEC

Design, Evaluation and Documentation Section

II: EXECUTIVE SUMMARY

This report presents the findings of a mid-term evaluation of the National Programme on the Prevention and Elimination of Child Labour in Jamaica.

Background

The International Labour Organization (ILO) in 1992, created the International Programme on the Elimination of Child Labour (IPEC) to give a forum to increasing international concerns about the issue of child labour world wide. Of urgent concern is the elimination and gradual reduction of the worst forms of child labour. In this context child labour is defined as follows:

Child labour refers to work done by children who are below the age of 18 that is detrimental to the development of the child, work that harms his or her mental, physical, social or moral integrity and that deprives him/her of education.

The worst forms of child labour are a) All forms of slavery, and bondage, b) The use of children for prostitution or pornography, c) The use of children for illicit activities and d) work that is likely to harm the health, safety or morals of children.

In September 2000, the Government of Jamaica (GOJ) and ILO-IPEC signed a Memorandum of Understanding. Under this agreement the GOJ would: a) establish a National Steering Committee, and b) develop and implement action programmes and policies to prohibit, reduce and ultimately eliminate child labour in Jamaica.

The Jamaica National Programme was designed as a two-year project that began in October 2001 with funding mainly from the United States Department of Labor (USDOL). The programme has been extended until March 2004.

National Programme in Jamaica

The development objective of the National Programme is:

This programme with a focus on capacity building, awareness raising and improved knowledge base will contribute to a progressive elimination of the worst forms of child labour in Jamaica.

There are four Immediate Objectives that are to be achieved by the end of the programme:

- ... a comprehensive information system on child labour incorporating quantitative and qualitative data will be created and used for policy and programme development.
- the relevant institutions of the Government of Jamaica and civil society will have strengthened their institutional capacity to enforce child labour laws and to develop and implement policies/programs toward the prevention of child labour.
- through the provision of direct support and educational opportunities:
 - 600 children would have been withdrawn from hazardous work and rehabilitated.
 - 300 children would have been prevented from engaging in child labour.

255 families would benefit from direct assistance.¹

- *enhanced awareness of the complex problems associated with child labour will affect social attitudes towards children and their educational rights.*

A Central Management Unit that is housed in the Ministry of Labour & Social Security manages the programme. Four agencies carry out the action programmes. These are: a) Children First Limited – with facilities at Spanish Town and Old Harbour Bay, b) Western Society for the Upliftment of Children in Montego Bay in collaboration with c) The Centre for Child and Adolescent Development at Sam Sharpe Teachers' College – four miles inland from Montego Bay and d) the Bureau of Women's Affairs – with operations at Rocky Point Clarendon.

Methodology

The following strategies were used for this evaluation: a) document review, b) an initial stakeholders meeting, c) field visits, and d) interviews.

Findings on major issues

These findings will be discussed under four sections: 1) the validity of the project design, 2) the process of implementation, 3) project achievement, and 4) sustainability.

Validity of Project Design

The project design is for the most part logical and coherent, and fits with national efforts to alleviate poverty and to provide education for all citizens. The assumptions that were made regarding the support to the project from the Ministry of Labour and Social Security (MLSS) and the commitment of the Government of Jamaica have held true. However, the delay in the enactment of the relevant laws was not named as an assumption and hindered the achievement of one of the outputs of the project.

The baseline surveys were useful in establishing the existence of child labourers in sectors and locations, and served to justify the placement of the action programmes. These studies, however, were not designed to give a comprehensive coverage of the situation island wide, and cannot be used to do so. It is likely that there are other sectors and locations on the island that could have been considered.

The action programmes have focused on alleviating the identified needs of the target population such as low educational levels and lack of reading and writing skills. Other areas that could have been considered are: a) more direct economic support for families and communities, b) more training for school personnel in the target communities, to enhance their awareness, c) more systematic support to students in schools in the target communities even after placement of students in these schools is made, and d) providing temporary residential facilities for children without homes or who have need for "drop in" services.

Most of the objectives are clear. However the part of objective #1 that addresses the use of information that was to be collected during the project and objective #3 that addresses the withdrawal of 600 children may be difficult to achieve. For Objective #1 the database has to be established and the results disseminated before it can be used.

While the indicators and means of verification may be clear, in some instances there is overlap and in other instances the indicators could be better matched with the objectives. Many indicators lack

¹ This is actually stated as an output of the project that supports the withdrawal and prevention of child labour.

sufficient definition resulting in the differences in the indicator as stated in the Project Design Document and as reported in the Technical Reports. This is true for Objective #1, Indicator #1; Objective #2 Indicators #2, & #3.

The Process of Implementation

The main issues in the process of implementation were: a) the delays in start-up of the action programmes and the availability of the funding, b) the training of staff in accounting procedures, and c) the work of the National Steering Committee.

There was no delay in the start-up of the Central Management Unit. There was an approximate delay of 5 months in the approval of the first two action programmes over the usual time frame for the approval of the project. Issues related to funding and accounting procedures caused an additional delay of approximately 4 months. Some of the delay can be attributed to the lack of early training in the accounting and reporting procedures that were required.

Implications of the delay were that activities were stopped or slowed down, affecting the achievement of the objectives. For example, the advocacy programme in Negril (Sam Sharpe Teachers' College) was stopped because of lack of funds for travelling, etc. The project was extended by 6 months to offset some of the delays.

Project management is very strong. The main weakness is that of the supervisory linkage within the Ministry of Labour and Social Security (MLSS). The National Steering Committee (NSC) was established and is meeting regularly. The NSC as a group and members individually support the implementation of the action programmes and lobby for changes in laws, government policies and programmes.

Project Achievements

The project has made good progress towards achieving many of the targets, outputs and objectives. Some of the main achievements are:

- ❑ The conduct of and dissemination of data from the four baseline surveys that describe child labour in target urban and coastal communities in which action programmes are based.
- ❑ The conduct of the "Youth Activity Survey" as a part of the April 2002 National Labour Force Survey. This survey has identified and described seventeen thousand economically active children between the ages of 5 – 17 years. The ratio of males to females is 3:1. Many of these children are undereducated, leaving school without completing secondary education, unable to read and write. Children were found in the distributive trade, with a significant proportion in agriculture, forestry or fishing.
- ❑ Workshops with Labour Inspectors from the Ministry of Labour and Social Security (MLSS) and the revision of the report forms.
- ❑ The formation of the National Steering Committee. This committee is actively working to guide actions and to lobby for legal and policy changes.
- ❑ Workshops with main stakeholders in the institutionalization of the programme.
- ❑ Withdrawal and rehabilitation of 218 children from child labour. In June 2003, the withdrawal target was 41% of the total target, without one action programme. The prevention target was at 76% with the work of one agency exceeding their target.
- ❑ The prevention of approximately 230 children due to counselling and homework help for students in target schools. This number exceeds the target for the agency.
- ❑ Public awareness and advocacy. Materials have been prepared and used at exhibitions.

Some outputs and activities that are yet to be completed:

- ❑ The qualitative database and electronic tracking system. This is severely limiting the achievement of objective #1 as the extensive use of the database is not yet possible.

- ❑ The use of these new forms for the Labour Inspectors, as this is dependent on the passage of the Occupational safety and health Act.
- ❑ The work with families. In June 2003, work has been started with 25 adults (9% of the target). The contacts with parents may be underreported, as referrals and initial contacts at parent meetings are not routinely reported.
- ❑ There are indications from the frequency of news reports and articles that the level of awareness in the society is increasing. However, other materials, such as an information sheet/bulletin, at an appropriate reading level that lists possible warning signs, "push factors" that could identify children at risk may be needed.. Systematic tracking of the increase in awareness and the attitude change need to be done.

Expenditure

In September 2003, project expenditure was 60% of the allocated funds that were provided by USDOL.

Sustainability

There is a good possibility that efforts emphasized in the National Programme can be sustained. A number of actions have been taken to support the sustainability of the project. Some of these are:

- ❑ The Government of Jamaica has a strong commitment to improve the condition of children including the elimination of child labour. ILO conventions 138 (minimum age) and 182 (worst forms of child labour) were ratified in October 2003. Also, the Child Care and Protection Act is now before a Parliamentary Committee and the Occupational safety and health Act has been drafted and is being discussed.
- ❑ The information base regarding the situation of child labour is growing, and so is the awareness among communities of child labour issues. The results of the Youth Activity Survey are likely to be published through existing facilities at STATIN and the Planning Institute of Jamaica.
- ❑ The Non-Governmental Organizations that are implementing action programmes have a stable history of assisting working and vulnerable children. Two of these organizations have concrete plans to further expand and stabilize the facilities.

Other actions that need to be taken to assist the sustainability of the efforts are: a) Taking steps to ensure that the activities of the National Steering Committee continue, b) Actively seeking methods of obtaining funding, and c) Establishing a child labour desk/unit within the Ministry of Labour and Social Security.

Recommendations

1. Systematically promote relevant aspects of the findings of the major studies that have been completed, and link these with the findings of related studies such as those done by the Ministry of Health and the Ministry of Education. This could be done through a web-enabled database with links to agencies and organizations. The database availability could be advertised.
2. Consider further studies as follows:
 - a. To further establish estimates of the number of children who work in the sex trade and drug trade activities island wide,
 - b. To determine the feasibility of what it would entail to directly address withdrawing children from prostitution and related activities. For example, perhaps, the feasibility of residential, or drop-in facilities, or as Wint and Madden (2001) suggested, the provision of night counsellors for children who are working could be explored.
3. Future project designs could consider:

- a. More direct economic benefits to families and children,
 - b. Support for the systematic identification and the provision of services to vulnerable children in schools within the target communities,
 - c. Establishing links with the police and court records to identify and support these children, even if they are currently in government institutions.
4. The design of the project monitoring system (objectives, indicators, definition of indicators, means of verification, etc.) needs to be tightened in order to be more specific in one instance, and to give a more direct measure of the achievement of the objective in other instances. For the most part indicators were not well defined.
 5. Continue work on the implementation and use of the revised forms for the Labour Inspectors through further training and activities to enable the enactment of the Occupational safety and health Act.
 6. Widen stakeholder base for training and implementing policies and programmes from the two main organizations that were targeted in the November 2002 stakeholders' workshops, to include: a) The Private Sector Organization of Jamaica² and affiliates, b) The informal sector – vendors associations, etc.
 7. Suggest strategies, policies and programmes that stakeholders could use in their own training and regular work, and develop a system to track these. Indicator #3 (objective 2) then could be “the number of target organizations that have included at least one session on child labour issues in workshops or seminars for their members.”
 8. Continue to strengthen the contacts for placement of students in the formal school system, and ensure that families register for available government support and programmes.
 9. Define support to parents to include counts of the number of parents/families referred to different government programmes or other agencies for training or economic benefits. Use the regular parent meetings to begin the training and disseminate referral information.
 10. Assist implementing agencies with awareness raising materials by providing brochures etc. at the appropriate reading level that can be used with parents, children and other community members. Agencies could also systematically seek to develop contacts in the community who might refer working children to them.
 11. Design a quick survey that agencies and the project management unit could use to help determine the level of awareness of the issues in the community before and after planned interventions.
 12. For future projects, ensure that the managers of the Action Programmes understand the financial management and reporting requirements at the onset of the project.
 13. Strengthen the institutional capacity of the Ministry of Labour and Social Security (MLSS) to sustain activities in this area by: a) establishing a Child Labour Desk/Unit, and b) reappointing and providing financial support for the work of the National Steering Committee.
 14. Assist agencies to strengthen their capacity, facilities and equipment to provide a variety of services to the working children and the communities. Some services may include semi-residential facilities.

² This is the umbrella organization whose members represent many major business establishments in Jamaica. Affiliates include the Jamaica Manufacturers Association, the Banker's Association, etc.

III. MAIN REPORT

1. INTRODUCTION

This report describes the findings of a (mid-term) evaluation of the National Programme on the Prevention and Elimination of Child Labour in Jamaica. The main part of the information gathering was carried out during May – June 2003.

In September 2000, the Government of Jamaica (GOJ), and the International Labour Organization (ILO)/ International Programme on the Elimination of Child Labour (IPEC) signed a Memorandum of Understanding to cooperate in developing and implementing policies and programmes to prohibit, reduce and ultimately eliminate child labour in Jamaica.

The National Programme on the Prevention and Elimination of Child Labour was developed and approved under this 2000 Memorandum of Understanding. The programme is situated within the Ministry of Labour and Social Security, the lead ministry in the Government of Jamaica on matters relating to child labour. The United States Department of Labor (USDOL) is funding the National Programme, including the National Survey on Child Labour. The Government of Norway and UNICEF contribute to the funding of the National Survey, while the Government of Jamaica provides counter-part funding related to office space and other expenses.

The National Programme was designed as a two-year project that began in October 2001. The programme was originally slated to end in September 2003, but the end date was revised to March 2004. The programme is therefore completing 2 years of operations at the end of September 2003.

The task

Within the framework of the ILO/IPEC National Programme on the Prevention and Elimination of Child Labour in Jamaica, an external collaborator was hired as a consultant to conduct a mid-term evaluation of the project in accordance with the Terms of Reference as described below:

The mid-term evaluation will cover all activities carried out since the launch of the project up to the date of the evaluation, with a view to drawing recommendations that can be used for corrective action and adjustments before the end of the project, and in the design of new project components in the areas of capacity building, awareness raising, and direct action. The main aspects that are to be addressed can be grouped in four main areas:

1. Validity of (project) design, including:
 - The quality and relevance of the finished baseline surveys on child labour, the appropriateness of the chosen sectors, forms of child labour addressed, numbers of children and families and geographical regions that were targeted in the action programmes,
 - The clarity, realism and achievability of the objectives within the time frame and allocated resources,
 - The clarity, realism and usefulness of the indicators and means of verification for measuring and monitoring impact.
 - The project design: Was it logical and coherent with clear linkages between components?
 - Whether or not the programme focused on the problems and needs of the target population and the best strategy to solve them,

- ❑ The project fit with the national poverty alleviation, child protection and education strategies, and
 - ❑ The validity of the assumptions on external factors that might affect the implementation of the project.
- 2. The process of implementation, including efficiency, namely:
 - ❑ The start-up phase of the project including the recruitment of staff, establishment of committees and training of stakeholders,
 - ❑ Whether or not the work plan was respected and if not, what caused these delays,
 - ❑ The strengths and weakness of the project management and administration to date,
 - ❑ The effectiveness of the National Steering Committee in building national and local capacity to combat child labour, in affecting programme implementation, and local ownership,
 - ❑ The degree of participation of the Ministry of Labour, other ministries, trade unions, employers organizations and Non-Governmental Organizations,
 - ❑ The degree of community, parents, children, teacher interest and participation in various stages of the project,
 - ❑ The project budget: Can it be considered adequate and balanced, and are there more efficient means of obtaining better results, given the resources that were available, and
 - ❑ Whether or not the interventions of the different partners were complimentary, and specifically, how the strategies for child labour were monitored, implemented and coordinated.
- 3. Project achievement (effectiveness), namely:
 - ❑ What have been the major achievements to date?
 - ❑ Can the project meet its immediate objectives?
 - ❑ To what extent was the National Programme successful in raising awareness on the child labour problem, and how were changes in public awareness measured?
 - ❑ Was the project successful in aiding the local coordination among the projects implementing organizations, and other organizations that impact child labour?
 - ❑ What was the quality, relevance and impact of the training offered to Government agencies e.g. Planning Institute of Jamaica, Ministry of Education & Culture, Ministry of Labour and Social Security, Statistical Institute and others. How has this impacted on attitude of these agencies towards child labour and the national capacity to undertake research?
 - ❑ What is the status and quality of the tracking system for monitoring the achievement of the targets?
- 4. Sustainability, namely:
 - ❑ What are the possibilities of continuing the delivery of services to the targeted children once the project had ended?
 - ❑ What is the level of the GOJ commitment to and support for the National Programme and what are the current plans for transferring responsibilities and components of the project?

2. BACKGROUND

2.1 The International Context

The ILO, created in 1992 the International Programme on the Elimination of Child Labour, IPEC. This programme was created to give a forum to increasing international concerns about the issue of child labour and the conditions of working children worldwide.

Some of these concerns impacted global trading arrangements as goods made with “cheap” labour of children were being placed on the world market, and impacted global educational concerns about the state of universal education worldwide.

Child labour is a complex problem that impacts the lives of entire populations, current and future prospects of child labourers themselves and their families. D’Souza (2001) while noting that child labour does not refer to every participation in work, as normal family obligations or other work that is compatible with schooling would not be considered, offered this definition of child labour:

Child labour refers to work done by children, who are at or below the age of 18, that is detrimental to the development of the child, work that harms his or her mental, physical, social or moral integrity and that deprives him/her of education.

ILO has promoted a number of conventions regarding child labour. The two fundamental conventions on child labour: the Minimum Age Convention, 1973 (No. 138) and the Worst Forms of Child Labour Convention 1999 (No. 182, and the accompanying Recommendation No. 190) are of most concern globally. The latter convention seeks to tackle the immediate prohibition and elimination of the worst forms of child labour by enacting laws, regulations, enforcing standards and implementing projects.

The worst forms of child labour are summarized here in four categories as:

- ❑ All forms of slavery or bondage,
- ❑ Use of children for prostitution or pornography,
- ❑ Use of children for illicit activities, in particular the drug trade,
- ❑ Work that is likely to harm the health, safety or morals of children.

In this regard, ILO/IPEC, with funding from a number of donors has supported projects world wide in the identification, prevention and withdrawal of children in the worst forms of child labour.

2.2 The National Context

Jamaica is a member country of the International Labour Organization and is supportive of the efforts to eliminate the worst forms of child labour. Jamaica ratified the ILO Conventions No. 138 and No. 182 in 2003, indicated the support for national programmes in this area with the Memorandum of Understanding that was signed in 2000. In this Memorandum of Understanding the Government of Jamaica made a commitment to establish a National Steering Committee and to develop and implement action programmes and plans.

A number of programmes now exist that would fit with the planned objectives. The Planning Institute of Jamaica reported in 2002 that the Government of Jamaica had for many years continued the focus on improving the quality of life of vulnerable groups with particular attention to the

reduction of poverty. Some of the programmes and issues that may directly impact working children and their families are:

□ The National Poverty Eradication Programme

This initiative came on stream in 1995, and was mandated to significantly reduce the level of poverty in Jamaica, and to lay the foundation to eradicate absolute poverty. This initiative covers a number of different programmes in the Ministries of Education, Health, and Agriculture, and has a wide range of beneficiaries: children, youth, and the elderly.

The Planning Institute of Jamaica reported that the poverty rate was reduced by a half to 16.8% during the decade 1991 – 2001. However, 52.3% of the poor are children, and most of these children live in the rural areas.³

□ The Social Safety Net Reform

This programme in the Ministry of Labour and Social Security seeks to improve the identification and delivery of direct benefits to the poor and the vulnerable. The main programme is the Programme of Advancement Through Health and Education (PATH).

PATH has incorporated benefits under the former food stamp, and public assistance programmes run by the Ministry of Labour and Social Security and the outdoor poor relief programme that was formerly with the Ministry of Local Government through the Parish Councils.

The PATH programme aims to directly benefit children aged 0 through 17 years among other groups. These benefits to children are conditioned on regular attendance at school and visits to the Health Clinic. In December 2002, 175,229 children (0-17 years old) were registered in the programme (PIOJ, 2002)

□ Reforms in Education

A number of education initiatives have been undertaken within the Ministry of Education, Youth and Culture to improve the access to schooling for the school –age population.

The school system had previously indicated that the responsibility for basic education ended at age 15. At this level therefore, from Grades 1- 9 (ages 6 – 15 years), the country enjoys near universal gross enrolment (95.6%).

After age 15, about 8,000 students of the approximately 50,000 in the age cohort each year are terminated from the formal school system. These students are often the lowest performing students and may be from the lowest earning households. This figure is reflected in the gross enrolment rate for Grades 10 & 11 being 76.7%. More places are being sought to allow all students to have an opportunity for full five-year secondary schooling (Grades 7 through 11).

In 2000, the Government of Jamaica indicated that all students who are to enter the beginning secondary grade (Grade 7) in September 2003, would have a five-year secondary school programme, hence ending schooling at age 17. If this mandate is carried out, it should keep about 8,000 students each year after 2005 from ending schooling at age 15.

What is more difficult for the school system is ensuring that all students leave school at age 17 with minimum literacy and other skill levels that could ensure employability. A number of initiatives have started in this area, as special programmes are being implemented to improve the quality of the graduates of secondary schools.

³ Economic and Social Survey, 2002, Planning Institute of Jamaica.

□ The situation of children's welfare.

In general, the issue of the treatment of children has been at the forefront of recent discussions in the country, and an investigation on the state of Government-operated childcare institutions was commissioned.

The Government has a draft Child Care and Protection Act that would seek to establish principles and procedures governing the care and the protection of minors and would give effect to the provision of the United Nations Convention on the Rights of the Child.

Some data are currently collected on children in the workforce as a part of the Labour Force Survey that is done by the Statistical Institute of Jamaica each quarter.⁴ These figures are collected for the children in the age group 14 through 19 years old.

In 2002, the Statistical Institute of Jamaica (STATIN), reported that an average of 71,200 children, 42,700 males and 28,500 females, between the ages of 14 through 19, were in the Labour Force. This represented a fall of over 14,700 children in the same age group from the 1997 figures. These figures are not disaggregated, and so do not specifically identify "worst forms" and may not be capturing all the child workers as the survey is based on household interviews.

The number of street children and children working in other areas and conditions are more difficult to obtain. A national survey of street and working children indicated that the typical street child was identified as a 13 year-old male from a large, female-headed household where the main caregiver was marginally employed (PIOJ, 2002).

□ General Labour Force and Workplace issues.

The promotion of a healthy and safe work environment and the prevention of work place related illness and injuries is currently monitored under the Factories Act, through Inspectors from the Ministry of Labour and Social Security (MLSS).

Efforts are being made to increase the coverage of workplaces and to involve workers in issues of workplace safety through the replacement of the Factories Act by the Occupational Safety and Health Act.

The overall unemployment rate in 2002 (PIOJ, 2002) was 15.0% with rates of 10.6% for males and 20.7% for females.

□ Migration

Very little is known on the impact of external migration on the welfare of children. In 2001, approximately 18,461 Jamaicans were given permanent resident status or the equivalent in the USA, Canada and the United Kingdom. Most migrants went to the USA and were between the ages of 20 – 49 years.

Another group of unofficial migrants exists as sometimes parents are in other countries "illegally" and may remain in that status for many years. The welfare of children of both "legal" and "illegal" migrants is not specifically known. Such children may be left for many years in the care of relatives, other guardians, or older siblings. The quality of such care varies.

This project, like most projects that seek to influence and impact the incidents of child labour falls within the larger context of issues in the wider society, across many different stakeholders.

⁴ Economic and social Survey, Jamaica 2002. Prepared by the Planning Institute of Jamaica

2.3 The National Programme

The National Programme on the Prevention and Elimination of Child Labour in Jamaica is the first initiative that was a direct result of the agreement between the International Labour Organization (ILO) and the Government of Jamaica (GOJ). The Ministry of Labour & Social Security is the point ministry that represents the Government of Jamaica on this project.

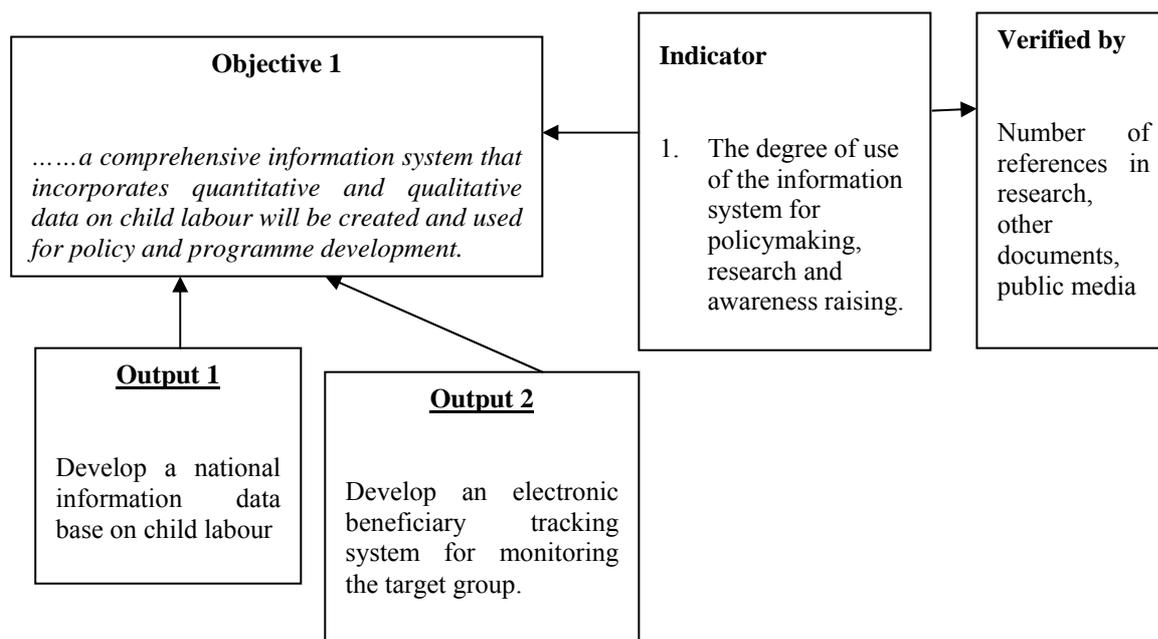
2.3.1 Objectives and activities

The developmental objective of the National Programme is:

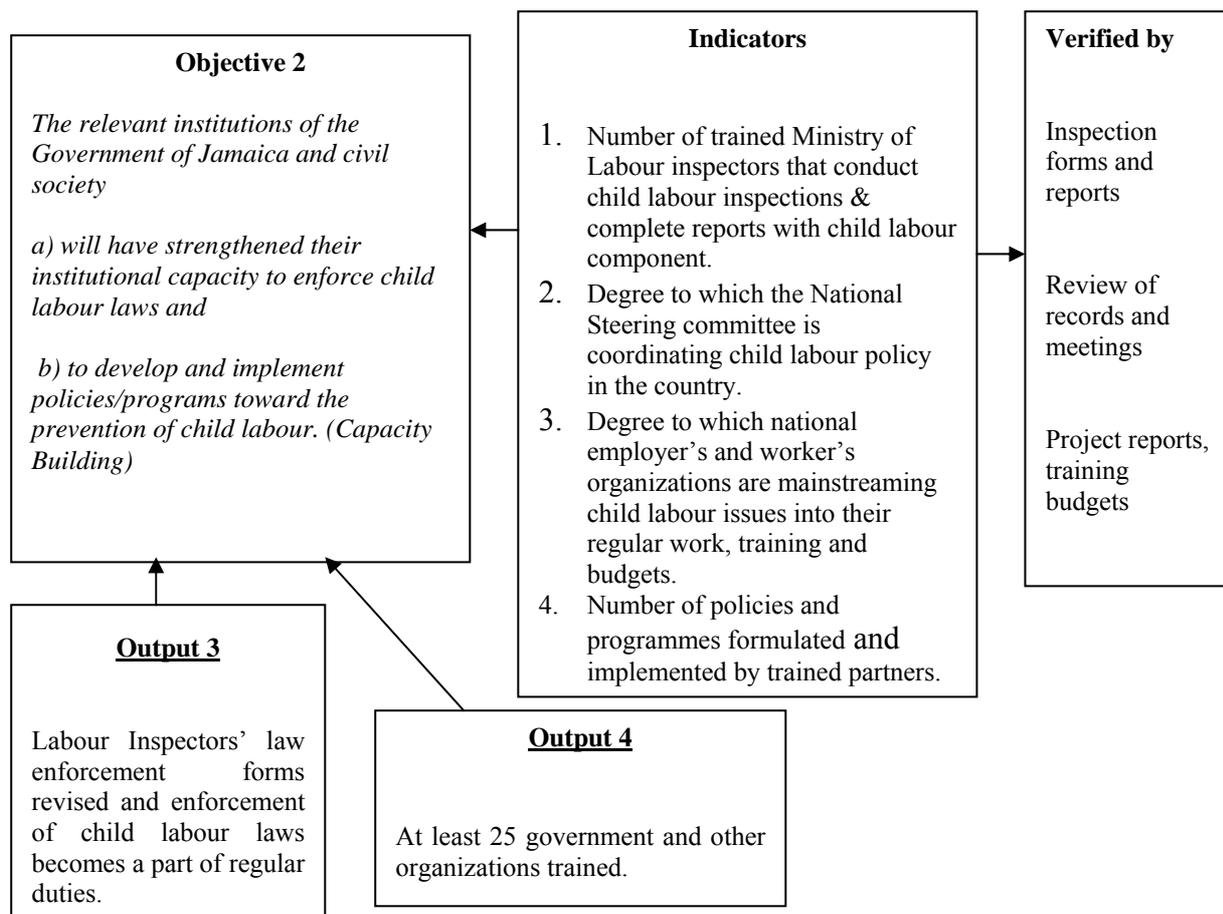
This programme, with a focus on capacity building, awareness raising and improved knowledge base will contribute to a progressive elimination of the worst forms of child labour in Jamaica.

The immediate objectives and activities have been designed in four areas: a) Information system on Child Labour; b) Institutional Capacity Building; c) Withdrawal, Rehabilitation and Prevention of Child Labour; and d) Public Awareness and Advocacy.

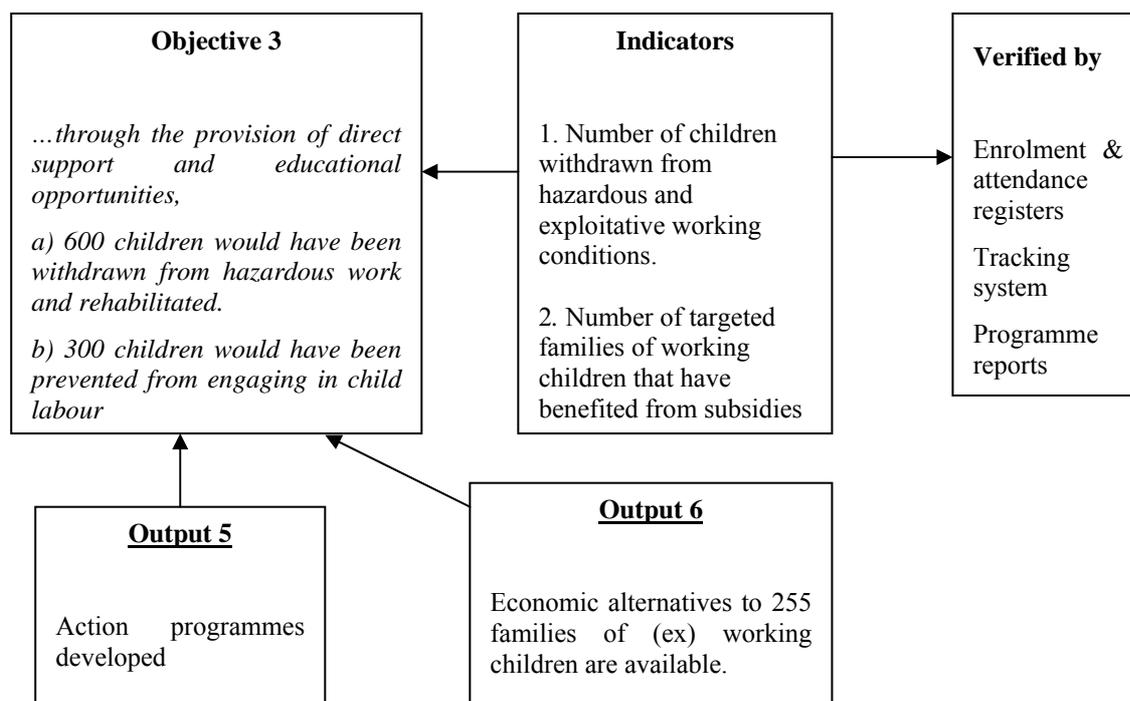
2.3.1.1. Information system on child labour



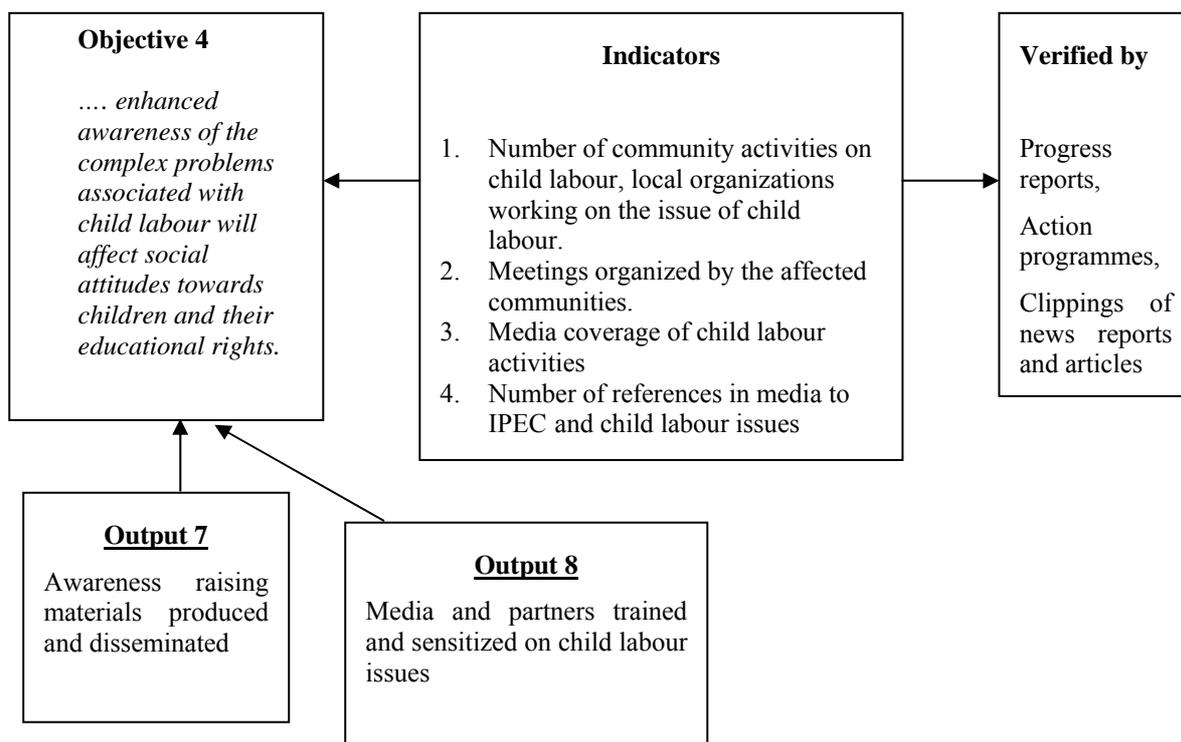
2.3.1.2 Institutional capacity building



2.3.1.3. Children withdrawn, rehabilitated, and prevented



2.3.1.4 Public Awareness & Advocacy



2.3.2 Management and Administration

Under the Memorandum of Understanding between the Government of Jamaica, and the International Labour Organization, the Ministry of Labour and Social Security (MLSS): a) would participate as a member in the International Programme Steering Committee of IPEC and b) within Jamaica have the responsibility to coordinate the cooperation of all institutions of the country in the field of child labour. This coordination should be done through:

- a. The development and implementation of national action programmes on child labour, and
- b. The establishment of a National Steering Committee.

The project activities under the National Programme mainly involve the work of the Central Management Unit in Kingston and the activities implemented by local organizations/agencies. Independent consultants and agencies, such as STATIN, have been contracted to carry out other project activities as needed. The National Steering Committee provides general oversight to the project.

2.3.2.1 The Central Management Unit

The National Programme is managed through a Central Management Unit. The Central Management Unit has three persons, namely: a national project manager, an officer on assignment from the Ministry of Labour & Social Security and an administrative assistant. This unit occupies office space provided by the Ministry of Labour and Social Security at one of its locations in Kingston.

2.3.2.2 Agencies implementing action programmes

The Central Management Unit is assisted in the execution of the project by four organizations that are developing and implementing the targeted action programmes, mainly in two areas: a) the withdrawal and prevention of child labour, and b) the promotion of community awareness and advocacy. These four agencies are: Children First Limited; Western Society for the Upliftment of

Children (WSUC); Sam Sharpe Teachers College (SSTC); and the Bureau of Women's Affairs (Office of the Prime Minister). All of these organizations/agencies had been established prior to the beginning of the National Programme. Two of the agencies had worked in the provision of services to children who were in need, under the Uplifting Adolescent Programme (funded by USAID).

- Children First Limited

Children First Limited is a non-governmental organization (NGO), governed by a Board of Directors. The organization has operated in the present format since 1997, after operating from 1990 - 1997 as a project under Save the Children United Kingdom.

The organization provides regular, daytime, social and educational services to street, working, and other children who are out of the formal school system. The main facility is located in Spanish Town, an urban town in Jamaica that is 13 miles from the capital city of Kingston.

Children benefiting under the "Youth Empowerment Programme", as the action programme is named, are housed in the main facilities in Spanish Town and a new facility in Old Harbour Bay. The facility in Old Harbour Bay is ideally situated close to the beach area and is within the target fishing community. At the time of the visit to the site, vocational skill programmes that were available in the Spanish Town site were not available at the Old Harbour Bay site due to financial constraints.

Different aspects of the work of the organization are funded through international organizations and local voluntary contributions. Management is well structured with an Executive Director, counsellors, teachers, social workers, and administrative staff. A member of staff is directly assigned to manage the ILO/IPEC action programme.

Plans are in place to build a new facility at another location in Spanish Town.

- Western Society for the Upliftment of children

The Western Society for the Upliftment of Children is a non-governmental organization (NGO) in the urban second city of Montego Bay. The agency began activities as a NGO in April 1997, after operating from 1990 to 1997 as a project under the Save the Children Fund United Kingdom. The organization provides regular, daytime, social and educational services to street, working, and other children who are out of the formal school system. The mandate is to integrate these children into mainstream society.

The children, who benefit under "Providing positive alternatives for youth at risk" as the action programme is named, are housed with other children in rented space in Montego Bay. An off-site class, however, is being held in the Charles Gordon market. Facilities exist for some vocational skill development areas, but space is not sufficient for the number of children who seek to access these services.

The Parish Council has identified and offered land to WSUC, and plans are in place for building new facilities, but all the funding has not yet been identified.

Management is well structured with an Executive Director, counsellors, teachers, social workers and administrative staff. A member of staff is directly assigned to manage the ILO/IPEC action programme.

The WSUC is collaborating with Sam Sharpe Teachers' College to provide services under the National Programme, to child labourers in the tourism area of Montego Bay and Negril in the Western area of Jamaica.

- Sam Sharpe Teachers' College

Sam Sharpe Teachers' College is a teacher-training institution that operates under the Ministry of Education, Youth and Culture, and in association with the Joint Board of Teacher Education,

University of the West Indies since the 1960's. The college began the Centre for Child and Adolescent Development as the community arm of the college, which, through the after school programme, provides classes for young children and adults in the community. The College is located about 4 miles inland from Montego Bay in the rural community of Granville, St. James.

The project includes classrooms and equipment that are used daily by students of the college and so can only operate after school and in the evening. Available facilities include computers and a home economics room with relevant equipment.

Management of the project falls to a project coordinator, who is a member of staff at the college. A student works in the position as a field officer, and other students are counsellors and instructors.

- Bureau of Women's Affairs

The Bureau of Women's Affairs is an agency within the Ministry of Development, Office of the Prime Minister and is committed to the development of women enabling them to achieve their full potential through social and economic empowerment, with equitable access to, and benefits from the country's resources.

2.3.2.3 National Steering Committee

The establishment of a National Steering Committee (NSC) was agreed in Article 4.3 of the 2000 Memorandum of Understanding. The aims of the cooperation under the MOU are:

“to promote conditions to enable the Government to progressively prohibit, restrict and regulate child labour with a view to its ultimate elimination, and to increase awareness in the national community ... in order to bring out, in practice as well as in law, full observance of the relevant international instruments, relating to minimum age for admission to employment and work and the elimination of the worst forms of child labour”.

The functions of the NSC are to:

- a. Consult on the nature and scope of activities to be undertaken in the framework of a national programme under IPEC, in the context of national policy and projects,
- b. Select action programme proposals for inclusion in the national programme under IPEC,
- c. Provide information and justification for the biennial programme and budget of IPEC, and
- d. Establish procedures for the review of the ongoing national programme within IPEC; and carry out review of the action programmes in the context of the national programme as a whole.

The membership of the committee should consist of “representatives of Ministries concerned with child labour, representatives of the Employers' and Workers' union, and representatives of non-governmental organizations active in the field of child labour”. ILO, UNICEF and UNESCO representatives in Jamaica may provide advisory or consultative support to the NSC.

The work of the NSC is also one of the National Programme's indicators, that for Objective 3 – Institutional Strengthening. This indicator reads “*Degree to which the National Steering Committee is coordinating child labour policy in the country*”.

The National Steering Committee was appointed in 2001. The members of this committee represent a wide cross section of Governmental and other organizations that work in or impact the area of child health and welfare. A list of members and institutions is included in Appendix 2.

3. METHODOLOGY

This mid-term evaluation used aspects of the procedures that were drafted by the Design, Evaluation and Documentation Section of IPEC and suggested activities from the Terms of Reference for the Interim Evaluation of the Project.

The activities were:

- Document Review

A number of documents were made available for this mid-term evaluation exercise. A list of documents that were reviewed is included as Appendix 3. Among the documents are: the project document that outlined its objectives and activities; the baseline studies, action programmes, and the reports on project activities, and minutes of three meetings of the National Steering Committee. These documents were particularly useful in enhancing the understanding of the project.

- An initial Stakeholders' meeting

A 1-day stakeholders meeting was held May 21, 2003, near to the beginning of the mid-term evaluation. This early stakeholders' meeting was based on formats that were mooted as "Ideas for a mid-term evaluation through a stakeholders' workshop" that were included in the draft booklet "Elements of Self-Evaluation in IPEC". A map of the Immediate Objectives with indicators, means of verification, outputs and activities and a Guide for Group Discussions were prepared and used at this workshop. The results of the discussions have been used in this report. The participants in this meeting are listed in Appendix 4.

- Field visits

The evaluator visited the sites of the two action programmes that were in progress. Interviews were held with the project staff, five children in the programme, a member of the market community in Montego Bay, two members of the school community in Granville, St. James and a member of the National Steering Committee. A list of persons interviewed is included in Appendix 5. Notes were made as a result of these discussions.

4. MAJOR ISSUES

4.1 Validity of the Project Design

4.1.1 Relevance

Targeting

As far as documents indicate, the identification of activities, locations, etc. did not begin with a comprehensive field investigation of the situation of children in the worst forms of child labour in different geographical locations, different sectors, and different forms of labour across the country. The identification seemed to begin with areas – locations, sectors which were known, from previous studies or otherwise, to have children who were engaged in child labour. Hence the three baseline surveys that were done during June 2001 to September 2001 were in the specific geographical locations and sectors as follows:

- The informal sector in communities in Spanish Town – the urban capital of the parish of St. Catherine. (Ruel Cooke, 2001),
- Fishing in the coastal areas of Rocky Point and Old Harbour Bay, in the southern coast of the parish of Clarendon. (Degazon- Johnson Associates, 2001), and
- The Tourism locations of Montego Bay and Negril, in the parishes of St. James and Hanover respectively on the Northwestern coast of Jamaica. (Wint, & Madden, 2001).

If we use the ILO definition of the worst forms of child labour as noted on page 6 of this report, the only sector that was thoroughly investigated in several locations island-wide was the situation of children who were used in prostitution. The situation of children used for illicit activities, in particular the drug trade, or for work that is likely to harm the health, safety, morals of children was not systematically investigated before the decision on where to develop and site the action programmes was taken.

The reports of the baseline surveys describe the form of work that is done, and give estimates of the number of working children in specific sectors within the target geographical locations. The baseline studies were useful in establishing the existence of working children in the areas that were targeted for action programmes, in sufficient quantities to justify the placement of these action programmes.

However, it is not possible to say from the baseline studies which other geographical locations and working sectors could have been considered in deciding where to site the action programmes as these did not give a comprehensive coverage of the situation island wide. Other forms of child labour, such as those in illicit activity, in agriculture need to be investigated and quantities need to be determined for sectors such as sex workers.

Also, the project has made provision for increasing the knowledge and data base regarding the issues around child labour, through further collection and dissemination of data. When such data become generally available, planners will be better able to targeting other geographical areas, and sectors wherever the need has been established.

Children in Prostitution

While children in prostitution were identified in the baseline surveys, it was the Dunn study (2001) that gave a comprehensive look at the use of children for prostitution or as sex workers. This study “Jamaica – Situation of Children in Prostitution: A rapid Assessment” (Leith L. Dunn, November 2001) was carried out during June – July 2000, and later published in 2001. The focus of this study was prostitution but was extended to include other areas of “sex work for gain.” During the study, persons in seven (7) different parishes/ large communities across Jamaica were consulted.

Dunn (2001) acknowledged that, while the study did confirm that children were involved in various forms of sexual activity for gain, and was able to describe the characteristics of such children, the quantitative description of the magnitude of children in this sector and in various locations was weak. One recommendation was that there was an urgent need for follow-up studies in order to give proper estimates of numbers of children who are working in prostitution and the sex trade, especially in the locations that were identified - Montego Bay, Kingston, and Spanish Town, and other possible locations.

Needs of the target population

What are the needs of the target population? The most comprehensive identification of the needs of the population is from the Dunn (2001) study and the discussion of “push” factors. Dunn argued that if these “push” factors were to be addressed, children could be prevented from moving to the street. The following are some of the population needs that were identified:

- ❑ Low levels of literacy and general low academic performance,
- ❑ Low skill development,
- ❑ Lack of economic support in the family through low or marginal employment among the female dominated heads of households. This is supported by an unemployment rate (2002) among females of 20.7 % compared to 10.6% among males. This results in chronic unemployment and sustained poverty, and
- ❑ Lack of parental guidance, support and supervision.

Poverty could be expressed through:

- ❑ Chronic long term unemployment in the family resulting in severe lack of money, and an attitude of the “discouraged worker” who sees no prospect in looking for a job.
- ❑ Not having enough money to meet the basic needs of the family because of a lifetime of low paying jobs.
- ❑ The preponderance of female-headed households, combined with early parenthood, the higher unemployment rate of females and an increase in the size of the households.

Effectively addressing low academic performance and low levels of education in the family is made more difficult by the lack of sustained support for students who are “not achieving” in the formal school system, and the time frame in which the implementing agencies have to correct and reverse years of non-achievement with the resulting low self-esteem and other problems. Systematic identification and treatment of students who are chronically absent or otherwise not achieving is not now a regular part of the education system.

Lack of parental support and guidance through death, migration of parents or heads of households may result in weakened family structure. This is compounded by lack of proper Governmental systems to identify and treat with children in need of care due to other circumstances.

Interventions are being used in the National Programme to mitigate some of these circumstances. The main focus is on the prevention and withdrawal of children in child labour by addressing the literacy and some of the skill development needs among children and their parents. In addition, provision is being made for support for the parents and children through referrals to benefits under Government programmes such as PATH, counselling for students.

Also, many of the recommendations that were made in the Dunn study regarding policy development, the need for public education, the need for collaboration with various agencies, the strengthening of partnerships with non-governmental organizations who are currently working with street and working children, and the need for further research and data collection in the area were incorporated in the National Programme.

In keeping with “push” factors and other identified needs, other areas that could have been considered for project support are:

- ❑ Support to families to provide longer-term economic benefits, such as more facilities for development, availability and emphasis on skill training in all the programmes,
- ❑ Support for the systematic identification and treatment of students in the formal school system who are chronically absent from schools, and/or who may be chronic low achievers. This could be in terms of training or sensitization programmes for teachers, especially in schools within the target locations,
- ❑ Support to improve governmental systems across agencies to identify, refer and support children who may be in need of care and protection,
- ❑ The establishment of a registry for court and police records, or the inclusion of such records and/or summary statistics in the data base that is being developed,
- ❑ The establishment of community-based “drop-in” centres especially for children in sex work, and
- ❑ More direct support for the enactment of new /revised laws in whatever areas of need that is established.

National priorities

The National Programme complements, supports and interacts with efforts as a nation for poverty alleviation, and child protection. The strategies for poverty alleviation, as seen through programme focus are:

- ❑ To support and consolidate programmes across a number of Ministries: Education, Health, Housing, Agriculture and so on, that could improve benefits to children and ensure that resources reach the most needy families,
- ❑ To provide special programmes that move children off the streets and into formal schooling or skill training programmes. Some children are registered in school, but are not attending while a minority of these children were never registered for school,
- ❑ To give more direct social benefits to poor parents/children, and
- ❑ To improve conditions generally for the poor.

Many lessons learned on the project could influence the provision for education. The National Programme focus is on providing benefits to 900 children overall. These children represent a very small but important proportion of the over 500,000 children (ages 6 –17) that are provided for in the regular, formal school system. From the project activities and interaction with this group of children many lessons can be learned about the impact of low levels of education in the family and chronic lack of employment opportunities on the development of the child. Issues of absenteeism, drop-outs of the formal school system also come to light.

4.1.2 Project structure and logic

Clarity and realism of objectives

There is one development objective and four immediate objectives in the National Programme. These objectives are listed in section 2.3.1 of this report.

Objective #1 addresses the creation and use of an information system that incorporates quantitative and qualitative data on child labour. This objective is clearly stated, is realistic and is somewhat achievable within the given project timeframe.

The objective not only addresses the creation of the information system, but its use in policy and programme development. Before the data can be used and the usage tracked, the database has to be designed, data has to be collected, analysed, organized for storage, stored and disseminated. Will all of these tasks be accomplished within the life of the project so that persons will be sufficiently familiar with the data in order to use it? While persons may begin to use some of the baseline and other earlier data, data collected during the project may take a longer time to be disseminated and used.

This objective could also lead to on-going activity as provision is made for the information system to be periodically updated and validated.

Objective #2 addresses institutional capacity building to enforce child labour laws, and to implement relevant policies and programmes. The outputs identified influence this objective through the revision of the forms and procedures that Labour Inspectors use to monitor the use of child labour in the workplaces.

This objective is not very clear. The use of the words “the relevant institutions” opens the achievement of the objective to interpretation as to which are the target governmental institutions that are to be strengthened. While the accompanying output (#4, pg 11) targeted training for 25 government and other organizations, the Indicator (#3, pg. 11) is measuring the achievement of this objective by the work of two organizations – the national employers and the national worker’s organizations.

Objective #3 is clearly stated, realistic and somewhat achievable. The target number of children to be withdrawn (600) may be difficult to reach. While the baseline surveys did establish that children were in the areas in sufficient numbers, the transient nature of the children, physical capacity of the facilities at the implementing agencies, the time it may take to bring children up to a reasonable education level for further placement, and lack of places to which children can be referred, may constrain the achievement of this target.

Other statements in the indicator and the output indicate that the objective should also have included the target number of families that were to benefit from direct services.

Objective #4 focuses on enhanced awareness but also projects what the enhanced awareness will do. The objective is clear, but the latter part of the objective (“...will affect social attitudes towards children”) makes the objective difficult to achieve as a short-term goal. Also, what was the focus in the life of the project? Who would have “enhanced awareness leading to a change in social attitudes”? Is the target to influence all of Jamaica’s citizens or just the communities within the location of the action programmes? This objective could be more specific.

Indicators and means of verification

In looking at indicators, one usually questions whether or not the indicator itself is measurable, and whether or not the indicator will actually give the required information about the achievement of the related objective, or output. The definition, source and means of verification of the indicators are also of interest.

Objective #1 - Creating and using an information system

No definition of indicator 1 for this objective is given, neither are the method of data collection and the source of the data identified. In fact, what is given as the “means of verification” is really the definition of the indicator. The source of information and how the data will be collected are not defined. The monitoring plan for the national programme, however, does give the frequency, data storage & format, and responsibility for collecting this data.

What is being reported however, as can be seen in the Technical Progress Reports, is the “percent of completion of the nationwide survey.”

As what is being reported indicates, the means of verification that were indicated in the project design are difficult to track on a systematic basis. While clippings can be made of articles in the newspapers etc., the project would need to design a systematic way of checking references in research and other documents. If references are not cited, as often happens in newspaper articles, it would be impossible to know whether or not the information that the project provides is being used. The table below gives an attempt to further define this indicator.

Table 1: Part of the suggested monitoring plan for objective #1

Indicator #1	Definition	Means of verification	Source
Degree of use of the information system for policymaking, research and awareness raising	Number of research and other documents, public media, in which references are made to data from reports on /or information obtained & produced by the project.	Count on a monthly basis the number of new articles, reports that use the information etc.	Daily & Sunday newspapers. Published reports & books

The evaluation suggests changing the means of verification for this indicator. For example, if a web-based information system were to be designed as is indicated, it would be possible to use the number of visits (hits) to the site as the means of verification of the dissemination and use of the information.

Also, add another indicator to show the degree of completion of the establishment of the data base as is being reported.

Objective #2 - Institutional capacity building

There are four indicators for this objective (see section 2.3.1.2). The indicators are clearly stated, but are not defined in the project document. In reporting, however, some definitions are attempted under the column for “Baseline value at beginning of the project.”

Indicator 2 is the “degree to which the National Steering Committee is coordinating the child labour policy in Jamaica”. What is being reported is the status on the preparation and approval of a national policy on child labour. The baseline value would then be “none”, and the target would then be “100% policy completion (parliamentary approval) and dissemination.” However, this implies that the NSC is actively working on a child labour policy. This indicator should be changed to more directly measure whether or not institutions have been strengthened.

One output for the objective indicates that 25 organizations will be trained, yet this indicator narrows the determination of this achievement to the work of two main organizations, the national employers’ and workers’ organizations.

This indicator needs to drop the reference to specific organizations and be more general. For example, “Degree to which a sample of the relevant institutions are mainstreaming child labour issues”, or the project could have suggested strategies; policies and programmes that stakeholders could use in their own training and regular work, and develop a system to track these. Indicator #3 (objective 2) then could be “the percent of target organizations that have included at least one session on issues of child labour in workshops or seminars for their members.” Organizations could report their efforts in this area through the National Steering Committee meetings.

Objective #3 – Children withdrawn, rehabilitated & prevented

There are two indicators for this objective. Both indicators are clearly stated but both need the definition to be stated in the project document. There is no indicator for the part of the objective that addresses the provision of services to children who were prevented from engaging in

exploitative/hazardous work. Reporting through the technical report has often grouped these numbers.

As other documents indicate, the definitions are:⁵

A. “**Withdrawn**” is defined as:

- ❑ Children found to be working and who are no longer working due to project intervention, or
- ❑ Children who were engaged in exploitative/hazardous work and as a result of project intervention now work shorter hours under safer conditions. Work that compromises educational pursuit is also seen as exploitative work.

B. “**Prevented**” is defined as a) siblings of ex-working children that are not yet working or b) those children not yet working but considered to be high-risk (environmental or family conditions, not-in-school, in-school with a high chance of dropping out) of engaging in exploitative/hazardous work.

And the Method of computation is as follows:

- ❑ A child withdrawn or prevented through educational services or training should be counted at the moment of enrolment in the programme, and should be counted once during the life-time of the project.
- ❑ A child withdrawn or prevented through other non-education related service should be counted at the point that they could be considered to be withdrawn.

Objective #4: Enhanced awareness

Two events that are listed as indicators for this objective are also listed as the means of verification of Objective #1, indicator #1 (see comments on this indicator).

The two other indicators are:

- ❑ Indicator 3: Media coverage of child labour activities.
- ❑ Indicator 4: Number of references in media to IPEC and child labour issues.

Indicators 1 & 2 address the number of community activities or the number of meetings that the community holds. Both of these indicators do not directly address the substance of the objective that is to have awareness in order to affect social attitudes. The indicator should address some direct means of measuring attitude change, or awareness change. The question is: How do you know that the community is becoming more aware, and that this awareness is changing the attitude towards children's work or educational rights?

The suggested indicator could be “degree to which communities have become more aware of issues ...” and “degree to which communities have changed attitude towards...” The means of verification of this change might be a quick awareness screen/survey that could be done before and after the community interventions. Also the number and nature of contacts made or the number of brochures that were disseminated could be counted through attendance registers, and other counts at meetings.

In summary, while the indicators and means of verification may be clear, in some instances there is overlap, and in others the match with the objective could be improved.

Indicators for the most part have not been defined. Also, initial baseline data collection needed to have been undertaken in respect of the means of determining the status of all the indicators (if the baseline is not zero) at the beginning of the project, in order to have a basis of comparison at other points in the project.

⁵ Pages 12 & 13 and Annex B page 2 of Technical Progress Report – September 2003.

Assumptions

The major assumptions that were listed of the project document (pg 26) were:

- a. The Ministry of Labour will reinforce the Child Labour Unit
- b. Labour inspectors will be available for training
- c. The Government of Jamaica adjusts its social policies and programmes to provide the same level of services to the target population in the event of natural disasters or economic instability.

The first assumption addresses a "Child Labour Unit". As far as the evaluation could gather, no such unit exists or existed within the Ministry of Labour and Social Security. The Ministry of Labour has supported the implementing unit of the National Programme by providing personnel, and office facilities.

Assumption b) of labour inspectors being made available for training held true. Labour inspectors did attend training sessions and were cooperative in the efforts to revise the Labour Inspection Forms, and procedures.

There are no reports that the Government of Jamaica has cut back any of the major social policies and programmes such as: The Programme for Advancement through Health and Education (PATH), the poverty alleviation strategies, etc. In fact, during the periods of natural disasters, services to the communities that were in need increased. This assumption also held true.

However, as will be noted in section 4.3, a major assumption that was not listed was the enactment of laws that would enable the production of outputs and the achievement of objectives.

For example, the enactment of the change from the Factories Act to the Occupational & Health Act was a major factor in Labour Inspectors being able to use the newly designed forms and to report on labour issues in a wider range of business establishments. This was not cited as an assumption and has affected the achievement of the output and the objective.

4.1.3 Summary

The project design is for the most part logical and coherent, and fits with national efforts to alleviate poverty and to provide education for all citizens. The assumptions that were made regarding the support for the project from the Ministry of Labour and Social Security (MLSS) and the commitment of the Government of Jamaica have held true. However, the delay in the enactment of relevant laws was not named as an assumption and hindered the achievement of the objectives.

The baseline surveys were useful in establishing the existence of child labourers in specific sectors and locations, and served to justify the placement of the action programmes. These studies, however, were not designed to give a comprehensive coverage of the situation island wide.

The action programmes have focused on alleviating the identified needs of the target population such as low educational levels and lack of reading & writing skills. Other areas that could have been considered are: a) more direct economic support for families and communities, b) more training for school personnel in the target communities, to enhance their awareness and more systematic support to students in schools in the target communities even after placement of students in these schools are made, c) providing temporary residential facilities for children without homes or who have need for "drop in" services.

Most of the objectives are clear; however, the part of objective #1 that addresses the use of information that was to be collected during the project and objective #3 that addresses the withdrawal of 600 children may be difficult to achieve.

While the indicators and means of verification may be clear, in some instances there is overlap and in other instances the indicators could provide a better match with the objectives. Some indicators

lack sufficient definition resulting in the differences in the indicator as stated in the project document and as reported in the technical reports.

4.2. Process of Implementation

4.2.1 Start-up

Approvals and recruitment of staff

The initial approval of the project, the staffing of the project-implementing unit and the setting up of the National Steering Committee were on target. However, the approval of the first two action programmes took nine months as noted on the documentation of the project activities in Table 2.

Table 2: Submission and approval dates of project activities.

Activity	Submitted	Approval date	Comments
Project	August 2001	September 2001	Launch of programme with feedback on baseline surveys, and rapid assessment was held November 2001.
Project Management Unit		August 2001	
Action Programmes			
Children First	December 2001	August 2002	
Western Society /Sam Sharpe	December 2001	July 2002	
Bureau of Women's Affairs	January 2003	April 2003	
National Steering Committee	Proposed in MOU May 2000		First meeting was held October 2001

Approval date: As used in table 2, means the month that the project agreement was signed. In general, programme activities started one month after the agreement was signed.

The process of approval for start-up of the action programmes is as follows:

- a. The preparation of Action Programme Summary Outlines,
- b. Submission of these documents to the ILO/IPEC office for approval,
- c. When approval is given, arrangements are made to sign the agreement.

If we use the time lapse for approval for the third action programme – 4 months-- as the usual time lapse for the approval of programmes, there was a delay of 5 months in approval of the first two action programmes as these programmes took 9 months to be approved.

During the time that the first two action programmes were submitted, the ILO office was decentralized creating a regional office in Trinidad and Tobago. Some responsibility for oversight was transferred to the regional office.

Training of staff and stakeholders

Although initial training of the action programme staff was held early after approval of the programme, training in the details of the rules governing the use of funds and the reporting requirements for the accounts occurred in April 2003, after these programmes had experienced delays in the disbursement and availability money to carry out the programmes, as explained in the section that follows.

Availability of funding

The approval for the project funding and the disbursement of funds to the project differed. There was no delay in funds being available to the Project Management Unit. However, there were initial hiccups in the start of the action programmes due to funding issues.

The first cheques to the action programmes were received in October 2002, 3 – 4 months after the approval of the programme. These cheques were issued in United States dollars drawn on a foreign bank. This created further delays as the usual banking regulations in Jamaica require that cheques that are drawn on a foreign bank be held for 40 working days. This meant that the money would not be available for nearly eight weeks. The total delay would have been 5-6 months after approval of the project.

To further complicate the situation, the action programmes handled the receipt of the cheques drawn on a foreign bank in different ways. In one instance, this eventually led to further problems in the accounting procedures.

There was also a delay in the second disbursement of funds because of queries in the accounting reports. The second set of funds did not arrive until April 2003.

Implications of the delay in approval of the action programmes and the availability of the money for their use are that:

- ❑ There would have been less time for the implementation and the achievement of the goals, if the programme had not been extended,
- ❑ Some aspects of the programme were delayed or had to stop. Some examples are:
 - The meetings that the Sam Sharpe Teachers College outreach group were holding in Negril were stopped because of lack of funds to cover travel;
 - The programme in Old Harbour Bay (Children First Ltd.) was delayed in starting up because of lack of suitable facilities to hold the classes and funds to hire staff.
- ❑ Even at the time that this report is being written, there is some concern about the transfer of money to the action programmes. The effort to correct the first delays in the transfer caused by sending the money as a cheque in US dollars, itself may result in a loss to the programmes.
 - The money that was transferred to a programme in April 2003 was changed to Jamaican dollars outside the country and sent to the action programmes in Jamaican dollars. This method ensured that there were minimal delays in the availability of funds, but may result in an eventual loss in the total amount of United States dollars to the programme.
 - The programme agreement was in United States dollars, and the rate of exchange outside of Jamaica may be different from the rate of exchange within Jamaica. For example, if the programme is to get US\$5,000 and J\$207,864 is sent the effective conversion outside Jamaica is at a rate of US\$1= \$41.57 while the conversion rate within Jamaica at that time is US\$1=J\$56.6.

4.2.2 Project Management and Administration

As noted previously, there is a Central Management Unit, and each action programme has a member of staff who coordinates the local activities.

Strengths

The Central management Unit has given strong support and guidance to the action programmes and serves as the secretariat for the National Steering Committee. Regular visits are made to the used action programme sites, and advice is given on the best ways to proceed.

There is also a strong reporting relationship with the international agencies, as the required technical reports are prepared and queries are answered.

Weaknesses

One major area of weakness is the reporting relationship to the Ministry of Labour and Social Security (MLSS). This Ministry is the focal point Ministry in the Government of Jamaica ensuring the cooperation of all relevant agencies and institutions on the issue of Child Labour. Further, the ministry participates as a member in the International Programme Steering Committee of IPEC.

Although a member of staff from MLSS is assigned to the project, there does not seem to be a strong formal reporting/managerial link between the project manager and the established supervisory structure of the Ministry. The MLSS could consider giving stronger oversight and higher priority to the activities of the Central Management Unit, action programmes, and the work of the National Steering Committee. The evaluation noted among the documentation that was available detailed technical reports to the ILO-IPEC, but no reports to the MLSS.

There are consistent references to the Child Labour Unit in the project design document but this unit does not exist. Perhaps such a unit would have been the logical place to site this project and would be the logical place to site future projects and activities in child labour.

National Steering Committee

Representatives of seventeen member agencies attended meetings of the National Steering Committee during 2001 – 2002. The average attendance at the meetings was about six persons as some members do not attend regularly. Nevertheless, the committee has taken an advisory and supportive role regarding the implementation of the National Programme. Members have supported the National Programme in many ways. Some of these are by:

- ❑ Attending training sessions and stakeholders meetings,
- ❑ Using their own positions within government ministries and agencies to lobby for the necessary changes in government policies, positions and laws regarding the ratification of ILO conventions 138 and 182, and in the preparation for parliamentary approval of the Child Care and Protection Act, and the Occupational Safety and Health Act (OSHA),
- ❑ Supporting the awareness raising campaign through the talks that are given at various functions, and the articles that may be written for publication in newspapers,
- ❑ Making presentations to the Minister of Labour and Social Security on issues regarding the National Programme especially on the sustainability of activities regarding the elimination of child labour, and
- ❑ Reviewing from time to time the activities and progress of the National Programme, and by making available information about funding sources, projects and other programmes that can provide solutions to community problems that impact on, but are outside of the resources that are available under the National Programme.

Summary

The main issues in the process of implementation were: a) the delays in start-up of the action programmes and the availability of the funding b) the training of the staff in the accounting procedures and c) the work of the National Steering Committee.

There was no delay in the start-up of the Central Management Unit. There was an approximate delay of 5 months in the approval of the first two action programmes over the usual time frame for the approval of the project. Issues related to the funding and accounting procedures caused an additional delay of approximately 4 months. Some of the delay can be attributed to the lack of early training in the accounting and reporting procedures that was required.

Implications of the delay were that activities were stopped or slowed down, affecting the achievement of the objectives. The Action Programmes were extended to offset some of the delays.

Project management is very strong. The main weakness indicated is that of the supervisory linkage within the Ministry of Labour and Social Security (MLSS). The National Steering Committee (NSC) was established and is meeting regularly. The NSC as a group and members individually support the implementation of the action programmes and lobby for changes in Laws, Government policies and Programmes.

4.3. Achievements

In determining the achievements of the project, the status of completion of the outputs was examined and estimates were made in some instances regarding the contribution of the outputs to the objectives to which they are linked.

4.3.1 A comprehensive system of child labour data developed and used

There are two outputs that address the achievement of this objective. As noted by the discussion below, this objective has not been fully achieved. The evaluation estimates that the gathering and processing of the data is about 90% complete.

However, development of the database, including the electronic tracking system is about 50% complete. Studies have been done that would be a part of the database, but the database itself has not been fully developed and installed. While some use has been made of available data, widespread use of the available data is not visible and there are issues regarding the ability to track the use of the data.

Output #1 National Information Database Developed

A number of activities were planned as a part of the project (including project preparation) regarding the development of a national database on the nature and extent of child labour in Jamaica. These were a) Baseline Surveys and other studies b) Youth Activity Survey, and c) the development of a national database that can easily be accessed. All of these activities will add incrementally to understanding the extent and nature of the problem of Child Labour in the Jamaican context.

Baseline surveys / other studies

The reports of the baseline surveys were discussed with 46 participants from 36 different organizations during the launch of the Jamaica National Programme in November 2001. This discussion began the dissemination of the information gathered in the studies and the awareness and training of persons in the different target organizations.

Although, the combined estimates in the baseline studies suggested that there were approximately 4,000 working children in the communities and sectors targeted by these studies, the description of the child workers in these sectors, the identification of possible factors that impact the entry of children into the labour market and the nature and extent of the work that they do were the most useful.

The information from these studies was used to prepare the posters for the awareness campaign. Further materials may be needed; however, to reach the communities at the local level. Some of these are:

- ❑ An information sheet/bulletin, at an appropriate reading level, listing possible warning signs, “push factors” that could identify preempt children who might seek work.
- ❑ Indication of how to deal with communities and parents from lessons learned when carrying out the surveys.

A number of other studies may be done from time to time by different agencies and organizations. It is important that all the studies and surveys complement and add to the information base. Studies such as those done from time to time by the Ministry of Health and the Ministry of Education, especially on the issue of absenteeism and school attendance, need to be included in the database.

Youth Activity Survey

The Statistical Institute of Jamaica (STATIN), under a grant from the ILO, carried out a national survey of working children in 2002. This data was added to the regular Labour Force Survey of approximately 1% of the households in the island that is carried out quarterly, each year.

A section "Youth Activity Survey" was added to the April 2002 National Labour Force Survey. The added section collected information on the work of children ages 5 through 17 (data on youth ages 14 – 19 who are in the labour force are picked up in the regular surveys.)

Some limitations to this addition to the Labour Force Survey are that the survey, because of the focus on a sample of households:

- ❑ May not pick up working children who are not attached to a household,
- ❑ Did not consider households that might be headed by children below age eighteen (18) as these children are not considered to be adults.
- ❑ May not indicate sufficiently the numbers of working children, if there are concentrations in specific neighbourhoods, and
- ❑ May not capture all working children as some adults became sensitive and defensive to the detailed questions that are asked.

A draft report of the results of Youth Activity Survey was ready in September 2003. The findings have not yet been widely disseminated. It is likely, however, that publications such as those done by the Planning Institute of Jamaica will include the data, as is usually done, whenever the data is published by STATIN.

The draft report of the Youth Activity Survey indicated that within the sample of households that were surveyed there were 17,027 economically active children between the ages of 5 – 17.⁶ This number represents 2.4% of all the children ages 5 –17 in Jamaica and should be compared with the estimated 71,200 working children between the ages of 14 –19 years, as reported by the Planning Institute of Jamaica (2002).

A number of details of the characteristics of these economically active children were also identified. Some of these are that:

- a. The ratio of males to females was 3 to1;
- b. Most of the children who were economically active within the past twelve months had not attended school in the reference week (only 46.8 percent had attended school), while almost all (95 %) of the non-economically active children had attended school;
- c. Most had left school by Grade 9 or lower;
- d. Many (18.1%) reported that they could not read and write;

⁶ Definition: contributing or available to contribute to the production of goods and services according to the United Nation System of National Accounts. This includes work for pay in cash or in kind; unpaid work in a family business; and domestic work in other households. Work of a domestic nature in own parent's/guardian's household, e.g. washing, cooking, cleaning house, is regarded as non-economic activity.

- e. These children were mainly found in the distributive trade and service industries, but a significant percent (26.6%) worked in agriculture, forestry and fishing.

Limitations to the National Labour Force Survey and the estimates from the baseline data studies point to the core of the problems in determining accurate estimates of the number of working children, in different sectors. Never-the-less as shown above, good progress has been made in identifying, describing, and quantifying the nature of child labour in Jamaica, and in answering outstanding questions such as overall quantitative estimates of the number or percent of working children island wide, the characteristic of these children, and the different economic sectors in which these children work.

The qualitative Child Labour Database

The work on this information database is in progress. The intention is that qualitative and quantitative information will be made available for regular reporting on child labour, and other policy and programme development.

The database is not yet available. When it is ready, it is likely that it will be web-based.

The evaluation suggests that this information database:

- a. Includes studies from other agencies that were identified above,
- b. Includes a system / clearinghouse to add studies or other references and products to the database,
- c. Be accessible through links on the Ministry of Labour and Social Security's web site, be formatted to allow easy downloading, and include devices to track use of the data, and
- d. Be advertised and links be made to the website of relevant agencies, and other programmes.

Output #2: A tracking system

An Electronic Beneficiary Tracking system is envisioned for monitoring the status of children and families who are the target of the intervention. However, such a system could build links between different projects, programmes and agencies such as PATH, the National Country Programme and the school system.

The tracking system is being developed. This system will use the forms etc. that each action programme is now using as a basis and will create links between the sites of the action programmes and the project's Central Management Unit.

There are however many implications of the development of a tracking system. Some possible implications identified during the May 21, 2003 stakeholder workshop were:

- ❑ Equipment: hardware & software. If this system is to be computerized with links from the various action programmes to the main project office,
- ❑ The possibility of duplication, and missing data due to the shifting nature of the children and the difficulty in identifying families,
- ❑ The need for standard forms across all the action programmes, for collecting background data, attendance and enrolment data etc.,
- ❑ The identification of the purpose and use of the tracking of children and families. Should such sensitive data be a part of the national database in its totality or just in summary form? What purpose is this tracking to serve?

The system is to be computerized, with links from each action programme to the Central Management Unit. The system will standardize the registration and other data collection forms for

each action programme. Currently, the system will build on the paper and computerized forms that are being used to keep data on the children who are in the programme. These forms originated with the Uplifting Adolescent Project (USAID).

4.3.2 Institutional capacity strengthened

There is a discrepancy and some ambiguity in the identification of the actual target groups for this objective. Regarding the agencies and persons identified in the indicators, the target was fully achieved as labour inspectors, and the workers and employers organizations were trained, and have taken an active role by participating in the discussions on the implementation of the relevant laws and policies.

However, Output # 4, of training 25 organizations, as stated in the project document, was not fully achieved.

Project output #3 Revision and use of new forms

This output under objective 2 addresses the revision of Labour Inspector's law enforcement forms and the inclusion of child labour issues in regular inspections.

This output will contribute directly to the objective. A workshop was held with Labour Inspectors, and a new form was drafted. This form, however, is not being used as the Labour Inspections are now done under the existing Factories Act. The extended responsibilities indicated on the new forms will only be possible whenever the new law – the Occupational Health and Safety Act is in place. This law has been drafted and is being discussed.

Participants at the May 21, 2003 Stakeholders' workshops felt that Labour Inspectors needed:

- ❑ Additional and on-going training,
- ❑ To have the authority to cite employers in various establishments for infractions of the laws,
- ❑ The support of the Occupational Safety and Health Act (OSHA) in order to have a wider sphere of influence across the additional workplaces that can be inspected, and
- ❑ To be able to use the revised forms for the regular inspections.

Project Output #4 Training at least 25 organizations/agencies

This output under Objective 2 addresses the training of at least 25 organizations in the provision of child labour conventions etc. Some training has occurred as at least two workshops have been held for persons in the target organizations.

The launch of the country programme including the discussion of the results of the baseline survey and rapid assessment was done November 2001 at a seminar at which 36 different organizations were present.

There was also a social partnership stakeholders' workshop that was held November 2002, in order to further sensitize and obtain commitments from major social partners in the programme. Thirty persons were present at the November 2002 workshop. These persons were from three areas namely: Government and Civil Society, Trade Unions, and Employers. All these persons who were present made commitments to assist the programme by:

- ❑ Advocating towards the Government of Jamaica to enact new legislation, and to enforce existing legislation;
- ❑ Disseminating information about child labour in training programmes for members, and other persons; and

- Helping members to develop policies and programmes to assist in the rehabilitation of working children.

More institutions were represented at the November 2001 launch and discussion of the baseline surveys than at the November 2002 stakeholders' workshop.

Presentations and sensitization sessions have been held with other agencies and /or Ministries.

4.3.3 Children withdrawn, rehabilitated, prevented

Project Output #5 – Action programmes developed

Direct action programmes are being carried out by four organizations: - Children First Limited, Western Society for the Upliftment of Adolescence in association with Sam Sharpe Teachers' College, and The Bureau of Women's Affairs. Two of these organizations have added the work of this project to the regular work that they do.

Some organizations are providing services at more than one site. The allocation and activities for each programme are indicated in the table below. The data presented in this section was collected during the field visits that were made to the action programmes in June 2003. Data are split to match the two sections and targets set in objective 3, that this output addresses.

Table 3: The situation of children withdrawn and rehabilitated

Organization	Location	Children Withdrawn		Comments
		Target	June 2003	
Children First	Spanish Town	250	72	
	Old Harbour Bay		57	
Western Society & Sam Sharpe Teachers College	Montego Bay	100	89	
	Granville	50	0	Initial contact made with 5 children
Bureau of Women's Affairs	Rocky Point	130	0	Project was signed April 2003.
Total		530	218	

In June 2003, the number of children that had been withdrawn and rehabilitated was about 41% of the target. The early difficulties in start-up and availability of funds in all the action programmes had been resolved by September 2003.

Some difficulties that are still relevant are:

- The need for more support for the children in terms of a feeding programme, in skills training in some locations, and in consolidating contact in other areas,
- The need for more placement opportunities in the regular formal school system, and training programme,
- The time needed to prepare children for the formal placement as children are often more than two grades behind the age cohort, and many formal school programmes do not have the facilities to help these former child labourers who are low achievers,⁷ and
- The limits that the duration of the intervention programme places on the number of children who can be helped at a given time.

The prevention programme has exceeded the target in one agency. The work with counselling and homework help has been successful as the all – age schools targeted have the children most at risk of dropping out at the upper grades. It is expected that this area will exceed the target, as it is currently at seventy-six percent (76%) of the target.

⁷ Implementing agencies often feel that they need at least 16 months to bring the children to a level at which they will be able to manage the formal school programmes.

Table 4: Number of children prevented

Organization	Location	Children Prevented		Comments
		Target	June 2003	
Children First	Spanish Town	50	0	
	Old Harbour Bay		0	
Western Society & Sam Sharpe Teachers College	Montego Bay	75	150	Counseling grades 7-9 at three all-age schools
	Granville	25	80	Homework help for students at neighbouring all-age school
Bureau of Women's Affairs	Rocky Point	150	0	Project signed April 2003
Total		300	230	

Project output #6 - Economic alternatives to families

The work with parents is much slower. In June 2003, this aspect was at 9% of the targeted figures as is shown in table 5 from the data that was provided by the action programmes during the field visit in June 2003.

Table 5: Parents and families trained and/ or supported.

Organization	Location	Training/subsidies		Loans		Comments
		Target	June 03	Target	June 03	
Children First	Spanish Town	150	0	20	0	
	Old Harbour Bay		0		0	
Western Society & Sam Sharpe Teachers College	Montego Bay	80	0	0	0	
	Granville		25		0	
Bureau of Women's Affairs	Rocky Point	50	0	0	0	Project signed April 2003
Total		280	25	20	0	

The plan for economic support was to offer training, to provide loans and referrals to government agencies for assistance. The implication here is that contact would have been made with the parents of children who have been withdrawn, and support and services would have been provided for these parents.

There are many difficulties such as: a) some children are living on their own without parental presence, b) the difficulty of finding the parents, or other relatives, and c) the lack of facilities, and sufficient equipment to give parents and other adults the kind of vocational skill training that they request.

There may also be underreporting, as sound contact has been made with some parents through the Parent – Teacher meetings. Two agencies reported having regular meetings with at least 40 of the parents of children in the programme. This regular contact and counselling could also be reported and used to begin the training programme. No evidence was proffered to determine the number of parents who were referred to regular government programmes such as PATH etc., and other governmental services.

4.3.4 Public Awareness and advocacy

There are two outputs that address the achievement of this objective. As noted below, there are indications that the level of awareness may be increasing. However, systematic measurement of the changes in awareness and attitude has not been done.

Output #7 - Awareness raising materials produced and disseminated

The project management team prepared awareness materials that included brochures, a song, and a moving exhibition. These were used at different places island wide.

In June 2003, action programmes reported not having enough copies of these brochures, video, songs etc. to assist them in the meetings in the community, with parents and with children. The action programmes have been using other strategies to build awareness in the communities in which they work. Some of these are:

- Talks and discussions with parents at parent-teacher association meetings at the neighbouring school,
- Workshops with parents and children in target locations,
- Drama presentations and community walks through advocacy groups formed by the agencies, and
- Contacts with key persons in the community who could assist the process of rehabilitation of the children.

These activities need to be documented and evaluated. For example, a quick awareness screen/survey could be done before and after the community interventions, the number and nature of contacts made could be counted through attendance registers, or other counts at meetings. For example, one agency reported that 40 parents and 43 children attended awareness workshops in Negril, Western Jamaica.

Output #8 – Media and partners trained and sensitized on child labour issues

This output is very similar to Output #4, except for the plan to include the media in this training. As noted before, a sensitization workshop (in association with the launch of the programme in November 2001) was held at which 36 different organizations were present.

Members of the National Steering Committee were briefed at the inaugural meeting in October 2001. Minutes of meetings suggest that members were committed to speaking on the issue of child labour in different forums. Each member preferred to write his/her own speech, but asked that the National Programme provide basic information and guidelines. In this regard a speaker's kit could be prepared for each member with an outline of the points that need to be made. A set of posters would be very useful.

4.3.5 Summary of Achievements

The project has made good progress towards achieving many of the target outputs and objectives, in two years of operations.

The identification, and collection of qualitative and quantitative data on child labourers, has been boosted with the completion of the report on the Youth Activity Survey. This report identified 17,000 economically active children ages 5 – 17 years in the sample of households that were surveyed. The ratio of males to females is 3:1. Many of these children are undereducated leaving school with only a grade 9 or less education, unable to read and write. Children were found in the distributive trade, with a significant proportion in agriculture, forestry or fishing.

The qualitative database and electronic tracking system is not complete, thus severely limiting the achievement of objective #1 as the extensive use of the database is not yet possible.

The strengthening of institutional capacity of different organizations began with the sharing of information on three baseline studies and the Dunn (2001) study on Children in Prostitution. Training sessions were held for the Labour Inspectors and new forms were prepared. The use of these new forms is dependent on the passage of the Occupational safety and health Act.

Work on the prevention and withdrawal of child labourers is on target. In June 2003, the withdrawal target was at forty-one percent (41%) completion without one action programme. The prevention target was at seventy-six percent (76%) with the work of one agency exceeding their target.

The work with families in June 2003 was at a slower rate, at nine percent (9%) of the target. However, the work with parents and families of former child labourers is progressing. The contacts with parents may be underreported, as referrals and initial contacts at parent meetings are not routinely reported.

The Central Management Unit and the action programmes have made efforts to raise the awareness of communities. Materials have been produced and strategies such as community drama presentations have been made. Other materials, such as an information sheet/bulletin, at an appropriate reading level, listing possible warning signs, "push factors" that could identify children at risk may be needed. There are indications from the frequency of news reports and articles that the level of awareness in the society is increasing. Systematic tracking of the increase in awareness including the attitude change needs to be done.

4.4. Budget & Expenditure

USDOL funded this project with a total budget of USD 562,687. Until August 2003, the project had used a total of USD 338,880 (60%), including 42,951 for the Youth Activity Survey implemented by STATIN. The balance for the project amounts to USD 223,807. It is important to note that UNICEF and the Government of Norway provided resources in cash for the implementation of the activities, while the Government of Jamaica provided in-kind resources.

4.5. Sustainability

Aspects of the programme may enable sustainable efforts in Jamaica to take action in the area of the elimination of the worst forms of child labour. Some of these are noted below.

1. **The commitment to enact laws** (namely, the Child Care and Protection Act and the Occupational Safety and Health Act). The parliamentary committee that is reviewing the Child Care and Protection Act will take it to Parliament by late February 2004. The Occupational Safety and Health Act has been drafted and is being reviewed before going to Parliament. The country also ratified the ILO conventions 138 and 182. Based on these actions, there is a good chance that work will continue in this area after the end of the project.
2. **The inclusion of information on the nature and extent of child labour in Jamaica on the Ministry of Labour and Social Security website or on a special website linked to the other Government websites.** This is not happening now but the recommendation of a web-enabled database with links to agencies and organizations, and advertising the availability of the data would go a far way in ensuring the availability and use in the public domain.
3. **The draft report of Youth Activity Survey is ready but has not yet been disseminated widely.** It is likely, however, that publications such as those done by the Planning Institute of Jamaica will include the data, as is usually done, whenever the data is published by STATIN. STATIN has a well-established system of publishing, selling or otherwise making data available through its web-site, library and reading room. The inclusion of a summary of the data on a website would also assist the dissemination and use.
4. **Funding.** Commitment to further funding is weak at this time, although avenues are being explored. It is not likely that the Government will be able to fund all the current activities under the National Programme.
5. **The continuation of the work of the National Steering Committee** would support sustainability of activities and national focus and resolve to find solutions for the issues

involved in child labour. The interaction of the different agencies whose representatives sit on the NSC, has been very positive.

6. **The establishment of a Child Labour Unit within the Ministry of Labour and Social Security** would also give tangible support for the coordination and sustainability of activities among various agencies and government units, and enable the MLSS to take a more central role in supporting the national focus and resolve to eliminate child labour. This unit would work with the National Steering Committee.
7. **The organizations that are implementing the action programmes are well established and actively seek funding to carry out work in this area.** These programmes need more support especially in setting up the physical facilities and equipment to carry out more vocational skill-training programmes for children and adults and in increasing their capacity. Other programmes / agencies need to be encouraged to work with children in this capacity.

5. RECOMMENDATIONS

1. Systematically promote relevant aspects of the findings of completed major studies and link these with the findings of related studies such as those done by the Ministry of Health, or Ministry of Education. This could be done through a web-enabled database with links to agencies and organizations. The database availability could be advertised.
2. Consider further studies as follows:
 - a. To further establish estimates of the number of children who work in the sex trade and drug trade activities island wide,
 - b. To determine the feasibility of what it would entail to directly address withdrawing children from prostitution and related activities. For example, perhaps, the feasibility of residential, or drop-in facilities, or as Wint and Madden (2001) suggested, the provision of night counsellors for children who are working could be explored.
3. Future project designs could consider:
 - a. More direct economic benefits to families and children,
 - b. Support for the systematic identification of and the provision of services to vulnerable children in schools within the target communities,
 - c. Establishing links with the police and court records to identify and support these children, even if they are currently in government institutions.
4. The design of the project monitoring system including objectives, indicators, definition of indicators, means of verification etc. needs to be tightened in order to be more specific in one instance, and to give a more direct measure of the achievement of the objective in other instances.
5. Continue work on the implementation and use of the revised forms for the Labour Inspectors through further training activities to enable the enactment of the Occupational safety and health Act.
6. Widen stakeholder base for training and implementing policies and programmes from the two main organizations that were targeted in the November 2002 stakeholders' workshops, to include: a) The Private Sector Organization of Jamaica and affiliates, b) The informal sector – vendors associations etc.
7. Suggest strategies, policies and programmes that stakeholders could use in their own training and regular work and develop a system to track these. Indicator #3 (objective2) then could be “the number of target organizations that have included at least one session on issues of child labour in workshops or seminars for their members.”
8. Continue to strengthen the contacts for placement of students in the formal school system, and ensure that families register for available government support and programmes.
9. Define support to parents to include counts of the number of parents/families referred to different government programmes or other agencies for training or economic benefits. Use the regular parent meetings to begin the training and disseminate referral information.
10. Assist agencies that are providing intervention strategies with awareness building by providing brochures etc. at the appropriate reading level that can be used with parents, children and other community members. Agencies could also systematically seek to develop contacts in the community who might refer children.

11. Design a quick survey that agencies and the project management unit could use to help determine the level of awareness of the issues in the community before and after planned interventions.
12. For future projects, ensure that the managers of the Action Programmes understand the financial management and reporting requirements at the onset of the project.
13. Strengthen the institutional capacity of the Ministry of Labour and Social Security (MLSS), to sustain activities in this area by: a) Establishing a Child Labour Desk/Unit and b) Reappointing and providing financial support for the work of the National Steering Committee.
14. Assist agencies to strengthen their capacity, facilities and equipment to provide a variety of services to the working children. Some services may include semi- residential facilities.

IV: APPENDICES

APPENDIX 1: TERMS OF REFERENCE FOR THE EVALUATION

BACKGROUND AND JUSTIFICATION

1. The aim of IPEC is the progressive elimination of child labor, especially in its worst forms. The political will and commitment of individual governments to address child labor—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 including raising awareness on the negative consequences of child labor, promoting social mobilization against it, strengthening national capacities to deal with this issue and implementing demonstrative direct action programs (AP) to effectively prevent children from starting working and remove child laborers from hazardous work.
2. The National Program on the Elimination of Child Labor in Jamaica was launched in September 2001. The United States Department of Labor (USDOL) financed the program with a total amount of 562.687 USD. Other contributions are provided through the National Ministry of Labor (66.600 USD in-kind) and through UNICEF (32.407 USD) and Norway (39.188 USD). The UNICEF and Norway contributions are allocated for SIMPOC activities. The program is scheduled to end in October 2003.
3. The National Program in Jamaica comprises the following four immediate objectives:
 - **Objective 1:** By the end of the programme, a comprehensive information system that incorporates quantitative and qualitative information on child labor will have been created and used for policy and programme development.
 - **Objective 2:** By the end of the programme, the relevant institutions of the Government of Jamaica and civil society will have strengthened their institutional capacity to enforce child labor laws and to develop and implement policies/programs toward the prevention of child labor.
 - **Objective 3:** By the end of the programme, 600 children would have been withdrawn from hazardous work and rehabilitated and 300 children would have been prevented from engaging in child labor.
 - **Objective 4:** By the end of the programme, enhanced awareness of the complex problems associated with child labor will affect social attitudes towards children and their educational rights.
4. In order to achieve these objectives, several activities at different levels of intervention have been carried out:
 - **NATIONAL SURVEY:** The collection of data, entry of the data into the database, editing, and cleaning of the data are now complete.
 - **NATIONAL STEERING COMMITTEE:** A National Steering Committee (NSC) was established in October 2000 following the signing of the MOU, to provide guidance for, and leadership to integrate IPEC activities in other national efforts to combat child labor; to advise on priority areas for IPEC activities; and to ensure the fulfillment of the government's and other agencies' obligations to child labor programmes and activities in the country. The NSC is comprised of representatives of relevant government ministries; employers and workers organizations; Non-Governmental Organizations; representatives of youth groups; and other key partners. It holds meetings regularly.
 - **RATIFICATION OF CONVENTIONS:** The Government of Jamaica has publicly stated its commitment to ratify Conventions 138 and 182 in tandem with the parliamentary approval of the new Child Care and Protection Act. The social partners are also putting pressure on the Government to ratify these conventions.
 - **CAPACITY BUILDING:** Various activities were carried out to strengthen the capacity of implementing agencies, as well as the relevant institutions of government and civil society to develop and implement policies and programmes to prevent child labor in Jamaica.
 - **ACTION PROGRAMMES:** Two Action Programs have commenced implementation. They include Sam Sharpe Teachers College in coalition with Western Society for the Upliftment of Children in Montego Bay, and Children First in Old Harbour Bay and Spanish Town. They have now incorporated some 300-child laborers in their programs since August 2002. A third Action Program proposal for the fishing area of Rocky Point is currently under review.
 - **AWARENESS RAISING:** The project has been successful in efforts to enhance public awareness on the issues of, and to change attitudes towards child labor. Strong support has been received from the electronic and print media in airing the issues and publishing articles on the subject.

5. In accordance with the project document, a midterm evaluation is to be carried out halfway through the implementation. It is of special interest to the donor and the project managers for its potential to assess the performance and progress of the project so far. An overall assessment of the project and its outcomes will be carried out at the end of the 2-years project.

SCOPE AND PURPOSE OF THE EVALUATION

6. The evaluation should conceptually cover all activities carried out since the launch of the project until the date of the evaluation. It will analyse whether the project design is logical and coherent, and whether the project addresses the needs of the target groups. The evaluation should attempt to determine and assess the strengths, weaknesses, opportunities and threats of the project during the process of implementation, particularly in the areas of management and networking, capacity building, awareness raising and direct action.
7. It is also important for the mid-term evaluation to review external factors that were not foreseen at the design stage of the project, and to analyze whether they have influenced the implementation of the project. In particular, the effects of the project's decentralization should be investigated.
8. The activities carried out under immediate objective 1 (collection of quantitative and qualitative data on child labor) will be specifically evaluated as part of the on-going global evaluation of SIMPOC. SIMPOC activities in Jamaica should therefore not be the focus of this mid-term evaluation. Nevertheless, they should be considered as part of the overall project. In particular, the evaluation should assess the relevance and usefulness of SIMPOC data, e.g. for the design of CL legislation and policy in Jamaica, advocacy, and the design of IPEC Action Programs in the Country.
9. Since this is a mid-term evaluation, the purpose will focus on drawing recommendations that can be used for corrective action and adjustments in the immediate future. In addition, the outcomes of the evaluation will be used to extract lessons that could be incorporated into the design of new project components in the areas of capacity building, awareness raising and direct action.
10. This midterm assessment will be carried out as an independent evaluation, managed by the Design, Evaluation and Documentation Section of IPEC in Geneva. An independent, external national consultant who has not been involved in the design and implementation of the project will be in charge of doing the evaluation.

SPECIFIC ASPECTS TO BE ADDRESSED

11. The main aspects to be addressed during this mid-term evaluation can be grouped in three main areas: the validity of the project design, including its relevance, the process of implementation, including efficiency, and the project's achievements (effectiveness) and sustainability.
12. **Validity of design**
 - Please assess the quality and relevance of the finished baseline surveys on child labor. Based on the surveys, please assess the appropriateness of the chosen sectors and forms of child labor, the number of children and families, and the geographical regions targeted through the action programs (both those that have started, and others that are in the pipeline).
 - Are the objectives clear, realistic and achievable within the given period of time and with the allocated resources? Was the project design logical and coherent? How clear are the linkages between the components?
 - Was the program focused on the problems and needs of the target population, and did it consider the best strategy to solve them? Was the project design appropriate in the Jamaican context?
 - How does this project fit into national poverty alleviation, child protection, and education strategies?
 - Were there valid assumptions on external factors that might have affected the implementation of the project?
 - Regarding project indicators and means of verification: Are they clear and realistic? Are the indicators useful for monitoring and measuring impact?
13. **Process of implementation**
 - What was the relative efficiency of the start-up phase of the project, including the recruitment of staff, establishment of child labor committees, and training of stakeholders?
 - Was the work plan of the project respected? How did the possible changes in sequencing of activities affect the project's implementation and effectiveness? Please assess the causes of possible delays and changes in sequencing, and the strategies followed to deal with these problems.

- What have been the strengths and weaknesses of the project management and administration to date? What was the working relationship between IPEC and its partners? What opportunities and threats can be identified for the future?
- Please assess the effectiveness and relevance of the National Steering Committee in building national and local capacity to combat child labor. What was the degree of participation of different actors in the NSC (Ministry of Labor, other ministries, trade unions, employers' organizations, NGOs, etc.)? How did the composition of the NSC affect program implementation? How did this body contribute to local ownership of the national program?
- What was the degree of community, parents, children and teacher interest and participation in the different stages of the project? To what extent have existing organizational networks participated? Did it facilitate or set hurdles to the completion of activities?
- In general, did the results obtained justify the costs incurred? Can the project budget be considered balanced and adequate? Are there more efficient means to obtain better results, given the resources available?
- Were the interventions of the different partners complementary, were there synergy effects? Specifically, how were the strategies for child labor monitoring implemented and coordinated?

14. **Achievements and sustainability**

- What have been the major achievements to date? To what extent has the project impacted, altered or changed efforts already ongoing in the country before implementation began? Has the project caused unexpected effects?
- To what extent does the project have prospects to reach its immediate objectives? Is there increased commitment and capacity of public and private institutions to formulate policies and to take action against child labor (e.g. in the case of NGOs, trade unions, research institutes)?
- To what extent was the National Program successful in terms of raising awareness on the child labor problem and on promoting social mobilization to address this issue? Particularly, please comment on how the project measures changes in public awareness as a result of the activities carried out.
- Please assess the level of coordination among the project's implementing organizations, as well as the numerous other organizations in Jamaica working on projects related to child labor and education. Has the project developed linkages with and between key actors? What has been the effectiveness of the project in building sustainable networks between organizations working to address child labor at the national and local level?
- Please assess the quality, relevance and impact of the training offered to government agencies, e.g. the Planning Institute of Jamaica, the Ministry of Education & Culture, the Ministry of Labor and Social Security, the Ministry of National Security, the Statistical Institute of Jamaica, and others. In particular, assess its impact on the attitude of these agencies towards child labor and on the national capacity to undertake CL research.
- Please assess the status and quality of the tracking system for monitoring the target group, i.e. the database developed to track the target children and families, and the community monitoring system.
- Please assess the level of government commitment to and support for the Country Program. To what extent have their policies changed since the start of the project?
- What outstanding needs can be identified that have not been addressed through this specific project? Please comment on project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labor.
- What are the possibilities of continuing delivering services to the targeted children once the project has ended? Please assess the possibilities of ensuring sustainability and the current plans for transferring responsibilities and components of the project.

CONCLUSIONS, RECOMMENDATIONS AND LESSONS LEARNED

15. Based on this analysis, the evaluation will draw conclusions that allow the formulation of concrete recommendations for different actors who are involved in the project, and particularly for IPEC management. As far as possible, lessons learned will be derived from the 1st half that can be incorporated into the 2nd half of the project.

SUGGESTED METHODOLOGICAL APPROACH

16. The following is the suggested methodological approach to the evaluation. It can be adjusted by the evaluation team in consultation with IPEC's local staff and the Evaluation Officers at HQ, if their research and analysis suggest changes, provided the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
17. The evaluator should solicit the opinions of a wide variety of stakeholders, including children, community members in areas where awareness-raising activities occurred, parents of beneficiaries, teachers, government representatives, union and NGO officials, the action program implementing agencies, representatives of donors and other partners and IPEC staff.
18. It is also suggested to carry out an evaluation workshop that includes different actors involved in the project (stakeholders, members of the NSC, IPEC staff), as well as representatives from donors. Such a participatory methodology is considered to be particularly useful for obtaining consensus on possible adjustments in the 2nd half of the project.
19. The evaluation will be implemented in three steps that can be combined with each other if necessary:
 - a) Desk review:** At this stage, relevant documents and secondary sources of information, provided by IPEC and its partners, will be analyzed. The tools for data collection will be determined and the key informants will be identified. Preliminary interviews will be done.
 - b) Field mission:** The field mission should include visits to different project sites. The exact itinerary will be decided by IPEC in consultation with relevant stakeholders and the evaluation team, taking into account the possibility of finding key informants and beneficiaries.
 - c) Preparation of the evaluation report**
20. The main sources of information to be used are the following:
 - Project documents
 - Action Program's Summary Outlines
 - Memorandum of Understanding between ILO and the Government of Jamaica
 - Agreements with implementing agencies
 - Progress reports, financial reports, summary of activities, updated work plans
 - Other material produced as programs' outputs, by SIMPOC and by other relevant stakeholders
21. The evaluation is expected to start during the last week of February 2003 to build on ongoing development of other interventions in Jamaica. The total duration of the evaluation will be of 5 weeks.
22. The evaluation report should be completed by the second week of April 2003. The report will be submitted to IPEC's Evaluation officer in Geneva, who will circulate it to relevant IPEC staff and representatives of donors for factual comments. The Evaluation officer will submit the comments to the evaluation for consideration. The final report should be submitted to IPEC by the end of April 2003 at the latest. After that, it will be widely circulated among key stakeholders of the program.
23. The consultant will report technically to the IPEC field staff in Jamaica, and for administration issues to the ILO Office in Port of Spain, Trinidad and Tobago. IPEC field staff in Jamaica will ensure that the evaluation consultant receives all the necessary assistance and will provide for the logistical arrangements. Methodological support will be provided by IPEC's Design, Evaluation and Database Section in Geneva.

RESOURCES NEEDED FOR THE EVALUATION

24. The estimated resources needed for the evaluation are the following:
 - Fees for one local consultant during 25 days
 - In-country travel expenses and DSA for local consultant and National Officer during field visits
 - Costs arising from the evaluation workshop

APPENDIX 3: LIST OF DOCUMENTS

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- Statistical Institute of Jamaica, (2002) Jamaica - Youth activity survey, 2002 (Interview schedule).
- Wint, Eleanor, and Madden, Frances (September 2001). Baseline survey on child labour in Jamaica in the tourism locations of Montego Bay and Negril. *International Labour Organization (ILO)/International Programme on the Elimination of Child Labour (IPEC)*.