



International Labour Organization

IPEC International Programme on the Elimination of Child Labour

IPEC Evaluation

National Programme on the Elimination of Child Labour in Yemen YEM/00/P50/USA

An Independent Mid-Term Evaluation

By

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SUMMARY OF FINDINGS AND RECOMMENDATIONS

This report reflects the mid term evaluation on the National Programme on the Elimination of Child Labour in Yemen carried out in October 2003. The Programme started in 2001 and is expected to end in 2004. The main aim of the Programme is to contribute to the elimination of exploitative child labour using an integrated, coordinated and multidisciplinary approach. The mid-term evaluation was carried out based on the consultation of the Programme reports and other secondary data, as well as interviews with key stakeholders and a two-day stakeholder workshop. The main findings are that given this programme is the first of its kind in Yemen, and considering the wider socio-economic and institutional context of Yemen which makes addressing child labour issues a real challenge, the Programme has been able to make good progress. The Programme includes seven Action Plans involving the main tripartite partners with which ILO/IPEC works. These APs are at different stages of their development due to different reasons related to political commitment, institutional arrangements and capacity as well as magnitude of the contextual and institutional problems they face.

While the Programme has achieved a great deal, it still faces a number of challenges. These are about two interrelated areas, the context of Yemen and the internal running of the Programme. In terms of the former, the situation of child labour is grave and made difficult to address because amongst others, the problem of scarcity of resources, poverty, adult unemployment and problems of education exist in Yemen. In these circumstances child labour is generally not seen as a problem and above all there is very little in terms of proper alternatives in place. This is where the Programme's greatest challenge lies. The related challenge is the Programme itself, while having put down the infrastructure to start to deal with these problems now there is a need to consolidate what is in place, and to focus more on addressing the issue of alternatives to working girls and boys. Some of the areas that need to be consolidated relate to methodological issues, such as the more systematic mainstreaming of child labour and gender into the different levels of the Programme. Those that relate to more focused interventions are about working towards the putting in place of alternatives starting with carrying out research and putting in place a solid referral system.

It is the view of the evaluator that it is extremely important that this Programme goes into a second phase. If the Programme succeeds in consolidating and focusing its activities, it will be on its way to achieving important results. By the end of this Programme, which can really be considered in many ways experimental, a second phase can effectively and sustainably address elimination of child labour in Yemen, bringing about much needed positive results.

Recommendations:

1. Focus of the Programme and definition of the approach

- 1.1 To sharpen and redefine the overall approach including the purpose and the methodology

2. Coordination and definition of roles and responsibilities

- 2.1 Based on recommendation 1, to strengthen the coordination amongst and between Yemeni partners
- 2.2 To consolidate and redefine the roles and responsibilities of IPEC/ILO management system at HQ, regional and local levels
- 2.3 To strengthen capacity and speed up reporting and payment

3. Information and knowledge of child labour issues

- 3.1 To create a documentation centre containing studies related directly and indirectly to CL in Yemen

4. Gender Mainstreaming

4.1 To strengthen gender mainstreaming in the Programme in order to achieve more equal and effective targeting

5. Alternatives for working girls and boys and their families (mothers, fathers, brothers and sisters)

5.1 To identify further opportunities in existing programmes and projects for working and withdrawn girls and boys and their families

5.2 To create/strengthen the links to existing sectoral and cross-sectoral projects and programmes

5.3 To create a referral system

6. Monitoring: 'Tracing and Tracking system'

6.1 To create/strengthen a monitoring or 'tracing and tracking system for withdrawn girls and boys'

7. Consolidation of actions that will progressively eliminate child labour in Yemen

7.1 To consolidate a clear plan over the whole cycle of activities from identification of the target groups, to actions taken to withdraw girls and boys from work, to finding alternatives for them and their families to monitoring their progress

1. INTRODUCTION

This report is a result of a two week mission in Sana'a from 3 to 17 October 2003, to carry out an independent mid term evaluation of the 'The National Programme on the Elimination of Child Labour in Yemen' (see Annex 1 for the TORs). The evaluation was carried out by Ms. Nadia Taher an independent external consultant. The National Programme on the Elimination of Child Labour in Yemen is sponsored by IPEC and funded by US DOL. The Programme started in December 2000 in cooperation of the office of the International Labour Organisation managed by the IPEC National Programme Manager (NPM). The revised end of the programme is November 2004.

1.1 The IPEC Programme in Yemen

The IPEC Country Programme aims at an integrated, coordinated and multidisciplinary approach to child labour. The Development Objective states that the Programme will contribute to the elimination of exploitative child labour in Yemen.

The immediate Programme Objects are:

- By the end of the Programme, the Government of Yemen will have developed a National Policy and Programme Framework to combat the worst forms of child labour, and have taken concrete measures toward harmonising its child labour and education legislation with international standards.
- At the end of the Programme, the country capacity will have been strengthened to withdraw children from hazardous work, monitor workplaces and provide social protection through training of staff of relevant partners and the development of partnerships at the national level and in selected sectors and areas.
- At the end of the Programme, at least 3,000 working children in three sectors and regions will have been withdrawn from the worst forms of child labour, rehabilitated and placed into an education or vocational programme.
- At the end of the Programme, employers, families, national/local authorities, communities and the general public will be aware of the problem of child labour and its negative consequences, and will be mobilised to take action against it.

In its multi-sectoral approach, the Programme is built on the coordination of a number of organisations in Yemen, starting with the main tripartite partners with which ILO works, namely the Ministry of Labour and Social Affairs (MOLSA), the General Federation of Workers Unions (GFWU) and the Federation of Yemeni Chamber of Commerce and Industry (FCCYI). Three Action Programmes (APs) were designed and are implemented by these institutions. Two other APs are targeting the Ministry of Education (MOE) and the Ministry of Information (MOI). A fifth AP, targets children at work directly through a centre dealing with the rehabilitation of children working on the streets of the municipality of Sana'a. A final and key AP is the National Policy and Programme Framework, which is in collaboration with the IPEC/WB/UNICEF Understanding Child Work (UCW). There are two additional programmes, one on rural child labour that has just been approved, and the other on children working in coastal areas, which is in the pipeline.

With respect to ILO/IPEC managerial structure of responsibility, the Desk Officer in IPEC HQ is responsible for technical backstopping, the Regional Office for Arab States (ROAS) has the financial and administrative responsibility, the Child Labour Focal Point in ROAS and the NPM have the overall responsibility in Yemen.

1.2 The Approach and Methodology of the Mid-term Evaluation

The mid-term evaluation started with an examination of the Programme reports (see References) that were made available to the independent evaluator by IPEC. This was then followed by a briefing meeting at IPEC¹.

The two week visit conducted in Sana'a included a number of meetings and interviews with staff in the different Yemeni institutions in charge of or directly involved in the Programme and other staff in these institutions who are indirectly involved in the Programme. Another set of institutions and individuals were also identified and interviewed. They are partners or potential partners in the programme working in government, civil society and multilateral organisations. It was deemed necessary by the evaluator to develop an understanding of the wider institutional setting in which the Programme is operating and to assess existing and possible coordination with potential partners (see Annex 2 for list of interviewees).

As specified in the TOR for the mid-term evaluation, a two-day Stakeholder Workshop was carried out during the mission on 13 and 15 October (see Annex 3 for Workshop Programme and list of participants). The first day of the workshop included a discussion of problems and potentials facing the implementers of the different Action Programmes (APs) both directly in their work and indirectly vis-à-vis the different stakeholders they are involved with. The second day focused on strategies for the future.

The general approach and methodology of the mid-term evaluation was broadly informed by a mainstreaming methodological tool developed in the Development Planning Unit, University College London. The tool called 'the Web of Institutionalisation'² was originally 'invented' in 1994 to deal with gender mainstreaming, but has since been used in many international organisations, governments and national institutions and civil society organisations not only to mainstream gender but all other cross cutting issues, such as the environment, poverty and child labour. While the IPEC Country Programme uses a mainstreaming approach, this approach is not translated into an explicit methodology that is shared by all who are involved in the implementation of the Programme. For example many of the interviewees see their role more in implementing particular tasks related to the goal of eliminating child labour rather than in mainstreaming child labour in the organisation in which they work. The process of mainstreaming cross cutting issues is a long and often slow process. Therefore, in the view of the evaluator, employing a mainstreaming methodological tool in evaluating the Programme, may strategically contribute to this process. The mid term evaluation can show how the Programme is already establishing a solid infrastructure for mainstreaming child labour at a country level and at the same time where it could consolidate its effort in doing so³.

This tool was adapted and used as the basis for the questions addressed to interviewees as well as a way of structuring the discussions and small group work in the stakeholder workshop. It will also be used in structuring the main body of this report.

¹ Briefing meetings were held with Mr Peter Wichmand and Ms Naomi Asukai (Design, Evaluation and Documentation Team), Mr Guy Thijs (the Director of Operations) and Ms Sule Caglar (Desk Officer in charge of the Child Labour Programme Yemen).

² The Institutionalisation of Gender in Policy and Planning: The Web of Institutionalization', DPU Working Paper No 74 (1996).

³ The use of the Web of Institutionalisation was agreed on by IPEC staff and the NPM who are all familiar with the tool.

2. A SOCIO ECONOMIC PROFILE OF YEMEN

2.1 Demographic and socio-economic profile

The population of Yemen is 19.4 million (50.07% male, 49.93% female) and the annual population growth is 3.5%. The average size of the household is 7.4, with 10% of households headed by women. 73.5% of the population live in rural areas and 26.5% in urban areas (2002, in Shaikh, 2003, pp. 5-6).

Yemen's population structure is very young with 47% of the population aged less than 15 years and 18% are under the age of five years (US Bureau of Census, 2002, in UCW, 2003, p. 9). The Yemeni economy depends mostly on oil, agriculture, fishing, commerce and services (Shaikh 2003, p. 9). In 1999 the estimated GDP was \$12.7 billion (<http://www.abaci.com/atlas/economy>). The annual average growth rate for the decade was 5.5%, but per capita GDP growth was only 1.5% (UCW, 2003, p.10). Unemployment in Yemen according to different definitions and different studies ranges from 20% to 32%. The percentage in employment among men and women is 76.3% and 33.7% respectively (Shaikh, 2002, p. 57). The illiteracy rate is 46.7% (male 29.8%, female 70.2%).

In the absence of a better measure for poverty in Yemen, it is estimated that 42% of the population live under the poverty line (YHBS, 1998, in UCW, 2003, p. 10).

2.2 The situation of working girls and boys in Yemen

This section will briefly review some of the data that describes the situation of working girls and boys in Yemen and the adult males and females who affect their lives. It is obviously crucial to understand the conditions under which these girls and boys live so as to be able to appreciate what their different roles are, and their different access to and control over resources in order to diagnose and meet their needs in the context of children's rights. This section is based on secondary data in documents the evaluator was able to collect. As far as possible the data will be examined in a gender aware manner where the data allows it. This section will also examine some of the perceptions of the lives of working girls and boys from the point of view of the interviewed staff. These views are extremely important as they affect the way that they address the issue of child labour in their work.

The socio-economic context of Yemen make the conditions for the prevalence of child labour ripe.

- **Education:**

The basic education enrolment rate is estimated at 63% in 2000 (UCW, 2003, p. 11). When examining education in Yemen, a very important indicator in terms of child labour issues is the fact that 43% of children would have dropped out of school by grade 7 (Shaikh, 2000, p. 35). Cost of schooling comes at the top of the list for the reason why children are taken out or drop out of school. Structural adjustment measures that introduced school fees increased the cost of schooling. Even though the fees are still quite small, given the number of children per household, the cumulative cost in addition to other costs such as uniforms, books and in some cases transport, makes education unaffordable for many. Another important economic reason is the need of the household for multiple income earners. There are many other reasons such as the low value seen to come from education by some, especially when it comes to girls. The low value accorded to education, as one of the stakeholders explains, is due to the high level of adult unemployment and high level of drop out from tertiary education due to the changing needs of the market economy. Taking

this into account, the problem of education is not only from a supply but also from a demand side.

While the figures of low enrolment and high drop out rates are not disaggregated by sex, interviewees, as well as other research indicate that a much larger proportion of girls compared to boys are left out of education. The reasons for this are both economic and cultural, but are also very much linked to a number of conditions related to the schools themselves. There is a shortage in girl-only schools, especially in rural areas. In co-education schools there are often no toilet facilities and if they exist there are no separate facilities for girls and boys. There are also not enough women teachers. Where there are, MOE officials explained, the girls retention in schools are higher. Some interviewees also explained that long distances of travel to schools affect boys but especially girls. Overcrowding in schools, with class numbers going up to 160, is seen as another major problem. Quality of education is also another important reason for dropping out of school.

Despite the target of building a school a day in Yemen (according to media campaigns), estimates by Shaikh (Interview) is that there is a need for at least 3 schools a day for the next 15 years to cope with the numbers of school age children. The MOE is often under attack for not reinforcing compulsory education (till the age of 14 in Yemen). To this, a senior MOE official answered in the stakeholder workshop 'How can we reinforce compulsory education if we do not have enough schools to accommodate the children?' (October, 2003). Another stakeholder also explained that a 'policeman approach' to enforce compulsory education would not work 'without an attempt at realistic measures for accessing disadvantaged children, amongst them large numbers of working children'. The stakeholder then added that it is hoped that the National Strategy for Education might go some way towards achieving the objectives of the Education for All Programme.

- Girls and boys at work:

According to different surveys, the estimate is that in Yemen children constitute from 10% to 15% of the labour force. Children in work aged 5 to 14 years represent 9.1% of children of this age, 51.4% of these are girls and 48.6% are boys (Central Statistical Office, 1999, in Shaikh, 2002, p. 35). Based on the same statistics, UCW estimates that child labour would have gone up to 12% in 2003. The original figure according to the report, and also confirmed by a number of employees, is likely to be based on an understatement of the situation (UCL, 2003, p. 14). Working children tend to work long hours. It is estimated that they put in an average of 38.5 hours a week. Even six and seven year old children work up to 30 hours a week. Children who combine school and work put in up to 35 hours of work a week (UCW, 2003, p. 20). These are indeed very long hours as combined with school, there are very few hours left for homework, leisure or rest. Other research carried out by Shaikh found that one third of children work over the maximum number of hours of 54. Over 50% of children who work are also exposed to bad treatment from employers (Shaikh, interview, October 2003).

73.5% of the population live in rural areas. Estimates of the percentage of children working in rural areas goes from 88% to 94%. 53% of children working in rural areas are girls. The reason given for this is the low education enrolment among girls which is 38.1% as compared to 57% among boys (GFWU Survey, 2000, in Shaikh, p. 36).

These statistics are widely used by most interviewees, and so there is a recognition that there are more girls than boys who work in agriculture. The majority of interviewees recognise that this is where the majority of working children are, and on the whole they consider their work as 'safe'. Girls are seen to be the safest, as they are seen as only working with family, therefore in a protected environment. 'This does not count as child labour' as one interviewee put it. There is no real concern among these interviewees for their education prospects, given that they work often from an early age. The fact that they are not paid is not considered as exploitative either. Boys, who work for pay for others are seen to be in a more precarious situation. The main problem that most identify is that of pesticides, especially in Qat farms where boys and girls are used in abundance. Health problems are mentioned such as eye and skin diseases.

The perception about the 'easier' situation of girls and women in rural areas was challenged by Shaikh. He said that in his research he encountered women and girls doing extremely strenuous work that seriously affect their health. He gave the example of the very heavy loads they carry on their heads which causes back problems and even affect their reproductive health. He added that there was a tribe where most of the women are bald because of this activity (Interview).

In urban areas most girls and boys work in the informal sector. Boys work in construction, services and commerce. They work as apprentices in workshops, they collect and transport different kinds of loads, they help shop keepers, they sell different products on the streets to drivers at traffic lights. Research in Yemen reflects little about the work of girls in urban areas. Girls do work in the markets or on street corners mostly selling food stuffs. Interviewees explained that they are in most cases accompanied by their mothers and therefore 'protected'. Girls are also often seen on the streets begging, and research carried out by the Rehabilitation Centre shows they do this in large numbers. Only some interviewees recognised that there are probably more girls who work in hidden places (homes) and that research has not reached them.

Girls and boys working on the streets are exposed to many dangers, such as car accidents. They are also exposed to abuse by older sellers and beggars around territorial issues. They are also harassed by both the police and the municipality. Children are often held in municipality retention offices for long hours and are fined.

Girls' and boys' average income is about half of that of adults. In rural areas boys make around R5787 and girls make R4635, and in urban areas they make slightly less (Shaikh, 2002, p. 93). According to other estimates boys make around R500 a day in workshops, while adults are paid between R800 to R1200. According to research carried out in the Rehabilitation Centre and confirmed by some interviewees, boys working on the streets make between R150 to R300 a day, some even make up to R500.

- Worst forms of child labour:

Children, but predominantly boys, are seen to engage in the worst forms of child labour in urban areas. Girls are seen not to be involved in worst forms because of the protective nature of parents to girls in a Muslim society.

Research shows that hazardous work in rural areas puts children at risk from exposure to pesticides, lengthy exposure to extreme heat and cold, handling heavy agricultural equipment and carrying heavy loads (UCW, 2003, p. 21). In urban areas, construction exposes children to accidents, carrying heavy loads and exposure to

chemical toxins and handling paint. Car repair workshops exposes boys to inhaling fumes, physical injury, burns, electrocution and stone cutting and quarry work, lifting and crushing (Ibid). Other work also identified as worst forms of child labour include the making and selling of alcohol, working in hotels which exposes children (and here interviewees singled out boys) to sexual abuse. Interviewees identified boys as involved in male prostitution but denied the engagement of girls in such activities. Trafficking of children⁴ to Saudi Arabia for begging was also seen as a growing and serious phenomena. One interviewee also mentioned how some boys are sent to countries in the Gulf for camel racing. Coastal areas were also identified as places where boys are exposed to great dangers related to fishing in high seas. The involvement of boys in arms conflict was also mentioned by some interviewees. In fact there is a controversial practice by the Yemeni army of accepting children of 16 and 17 years as recruits.

In the stakeholder workshop one of the groups identified the fact that civil society organisations have a huge job to do given that many of the girls, boys and women and men in communities where child labour is prevalent are often too poor and have little power to voice their demands. However, there is great potential on the part of children as well as adults to be made aware of their situation and to raise their consciousness about their rights. Interviewees also raised the point that some government institutions are directly responsible for adding to the problems faced by working girls and boys. In this the municipality and the police were accused of harassing children working on the streets, the Ministry of Defence for accepting young boys in the army and the Ministry of Interior for not doing enough to protect children and often treating them like adults in breach of the law.

2.3 Applied Research:

A great deal of the information that is covered above is based on research carried out in the context of the IPEC programme. A Rapid Assessment is one of the first activities carried out by the Programme to complete the National Policy and Programme Framework⁵. Even though research on child labour preceded the initiation of the IPEC Programme, the studies have highlighted particular concerns about child labour that were largely unavailable before.

This is some of the research that preceded IPEC research:

- In 1995, the first comprehensive study on child labour in Yemen was funded by the Dutch/FAFO.
- In 1997 research was carried out by MOLSA with a sample of 6000 working children covering all municipalities of Yemen.
- In 1998 a study by Bjorne Grimsrud, 'Working Children in Yemen: Who are they?' was carried out for the YGFWU (Unions).
- In 1999 UNICEF on children engaged in begging.
- A large survey was also carried out in 1999 on the labour market in Yemen by the Central Agency for Statistics and National Programmes covering statistics on child labour.
- In 2000 Khaled Shaikh conducted a comprehensive survey published by Friederich Ebert Stiftung and the GFWU (in Arabic).

In his documentation of these studies⁶, Dr Khaled Shaikh explained that there are around 50 studies in Yemen directly and indirectly studying child labour from different perspectives.

⁴ It is unclear if this refers to boys and girls or only boys.

⁵ IPEC HQ has not yet received a copy of the Report

⁶ The document is in Arabic.

Most come to the same conclusions and some highlight different issues. The majority only cover children under 15 and there are very few that cover the worst forms of child labour (amongst these is the last study in 2003).

- Important national level household surveys have also been conducted recently and are a source of rich data for understanding child labour issues in a wider context. Two such surveys were conducted by the Central Statistical Office. The first is the 1998 Yemen Household Budget Monitoring Survey covering a stratified sample of 10,000 households. The second is the 1999 Yemen Poverty Monitoring Survey with a stratified sample of 54,000 households (UCW, 2003, p. 6).

Research has also been carried out by the ILO/IPEC Programme.

- ILO/IPEC conducted a rapid assessment research in 2000 which constitute the first qualitative research on the hazards of child labour.
- Another important study, is the IPEC/WB/UNICEF study of 2003 entitled 'Understanding Children's Work'. Even though it relies mostly on secondary data, it is a solid and comprehensive piece of research that pulls together very important data on Child Labour in Yemen.
- As mentioned above, the different APs conducted their own baseline research and developed their database covering the sectors and the target groups they are concerned about. For example the Rehabilitation Centre is currently conducting operational research, interviewing children and their families in the field, the research is carried out by social workers, the educational consultant and the psychological counsellor.
- Conducted research with girls and boys working on the streets and then with the children's help interviewed their parents or guardians and in some instances their siblings. The research has given the Centre employees a good understanding of the situation of the target group with which they are dealing and has also provided a useful baseline through which they can monitor progress of their work. The Ministry of Education is currently finalising the design of a survey targeting school principals, teachers, children and parents (see section 4.5).
- Dr Khalid Shaihk also wrote a report that is yet to be completed based on a comprehensive study entitled 'The Situation of Child labour in Yemen and the Policy Framework' (in Arabic).⁷

A concern is that even though some of these pieces of research disaggregate their data by sex, this is not done systematically. Other main gender considerations are also not addressed.

There has been some discussion in the course of the interviews about the quality of the research conducted by the various IPEC Programme partners. Some commented that the pieces of research covered very small samples and therefore are not really reliable or representative. Others raised the point that there was a great deal of duplication and little dissemination. In the view of the evaluator what is most important with respect to research is to acquire some knowledge of the situation of working girls and boys and their environment. A much larger survey would not be a realistic demand. In terms of duplication, again if we

⁷ A discussion of this report will take place during a stakeholder workshop to be held at a later stage.

see these pieces of research as a way of acquiring knowledge and capacity building, then duplication is not a problem.

However, lack of dissemination is indeed a concern. Despite all the research available as indicated in this section, interviewees kept saying: ‘there is not much research on child labour’, or ‘we have no data about child labour’. This might be an issue of lack of dissemination or it could be that what they really want is more of a nationwide quantitative survey, which would be a very legitimate demand but beyond the scope of the IPEC Programme.

3. THE FORMULATION AND IMPLEMENTATION OF THE ACTION PROGRAMMES

The National Programme on the Elimination of Child Labour in Yemen has been designed and implemented to integrate child labour in key organisations in government and civil society, and to create links between these different actors.

The Programme as it stands now is composed of seven Action Programmes. They differ in the level at which they operate.

- One of these programmes is the development of a National Policy Programme Framework for the Elimination of Child Labour in Yemen which primarily operates at the policy and programming level.
- Other programmes target the ILO constituencies. The approach to these programmes is primarily about creating the structures and the capacity to address child labour.
- Other programmes target key ministries such as the Ministry of Education and the Ministry of Information. In the case of the MOE the approach is that of integrating child labour into the national education programmes. The MOI is targeted for its advocacy role in raising awareness of child labour in Yemen.
- One additional programme is designed to offer direct services to working children. This is the ‘Withdrawal, Rehabilitation and Prevention of Child Labour on the Streets of Sana’a’ under the auspices of the Mayor’s Office in Sana’a.

3.1 National Policy and Programme Framework (NPPF)

Putting in place a National Policy and Programme Framework for the Elimination of Child Labour (NPPF) is one of the main objectives of the country programme. The NPPF started as an IPEC undertaking resulting from the Understanding Child Work research which resulted in an Action Plan prepared by IPEC/UNICEF/WB both at the field and headquarters level. This was submitted to the Minister of Labour representing the government of Yemen for review. A stakeholder workshop will be held to discuss the Action Plan, which is also pending MOLSA opening dialogue with decision makers.⁸

The NPPF is a coherent set of policies, strategies and objectives focusing on a comprehensive programme rather than a project approach. It is a significant step towards achieving the developmental objectives of the IPEC country programme building on cooperation with the donor community and the government (TPR, March 2003, p. 7). The NPPF addresses issues of poverty by examining household vulnerability through improving access to safety nets

⁸ This was information supplied by one of the stakeholders on reading the evaluator’s first draft (November 2003)

programmes; access to education by mainstreaming child labour into education policies and programmes; access to water to reduce the burden on children of fetching water; parents literacy and empowerment; gender equality; legal protection and addressing knowledge gaps (TPR, March 2003, Annex 1).

At the beginning of the Programme in July 2001, the ILO constituencies were trained together to establish cooperation and to clarify their roles and responsibilities. According to the Technical Progress Report of November 2001, national consultants were recruited to contribute to the development of the NPPF for the elimination of child labour in Yemen. The main activities of the programme in its initial phase included the examination of data on child labour, the analysis of comprehensive policies and the setting up of objectives. The second phase included the drafting of a policy and programme framework under the auspices of MOLSA.

This programme was carried out as part of a joint World Bank/ILO/UNICEF initiative on child labour entitled 'Understanding Child Work' (UCW). Several meetings were held by the members of UCW in Geneva and a national workshop was planned for January 2002 in Yemen. The aim of the workshop was to identify national priorities and avoid duplication of efforts among national and international agencies.

The draft of the NPPF was finalised in March 2003 and ready to be submitted to the government. However, at the time of this mid-term evaluation, the NPPF had been submitted to the Minister of Labour for comments but had not as yet received a response. Some interviewees suggested that the reason for the delay is that senior MOLSA staff lack the necessary political will to act. IPEC, the WB and UNICEF were to hold a meeting in the second half of October 2003 to follow up on the Government on the next steps to take for the adoption of the National Policy (TPR, September 2003, p. 4). Given the nature of the NPPF Programme, most of its components will be dealt with in different sections below.

There needs to be a little pause here to examine the relationship between IPEC, the WB and UNICEF in this Programme. While the views and approach of IPEC and UNICEF regarding issues of child protection and child labour seem to be compatible, the views of the WB member in the team are not. The main difference seems to be that of scale. The WB staff member's main concern was that IPEC's programme is much too small with a 'tiny budget' and therefore could not really succeed in meeting the needs of working children in Yemen. The view is that only large scale and huge budgets like those of the WB's education programmes could be efficient and effective. In the view of the evaluator, these different approaches need not be an obstacle to a productive partnership. However, in this case, it has proved to be quite counterproductive at times. The lack of appreciation of the effectiveness of IPEC's approach and their expertise in this area from the part of the WB member, seem to have come in the way of moving forward in collaborating efficiently. In addition to the debatable issue of absorption, the fact that the WB's big budgets will have to be repaid by the Yemeni government, while the UNICEF and IPEC programmes will not leave behind such a burden, is crucial to the appreciation of the value of the work of the latter. Discussions had already started at the time of the mid term evaluation to try to resolve this issue after there was a realisation that mixed messages had been conveyed to some actors outside this partnership. There is no question that a resolution needs to be reached for this part of the programme to reach its goals.

3.2 Ministry of Labour and Social Affairs (MOLSA)

The Ministry of Labour and Social Affairs (MOLSA) is the mainline ministry responsible for all issues concerning labour and employment, and therefore has the official mandate to deal with child labour in Yemen and to protect girls and boys workers (Annex 1, July 2001, pp. 7-9). The Ministry hosts one of the key Programme APs entitled 'Enhancing Capacity of the

Child Labour Unit of the Ministry of Labour and Social Affairs'. The AP started in September 2001.

It is important to point out here that when the IPEC Programme was designed, it was then the Ministry of Labour and Vocational Training. Shortly afterwards the two parts of the ministry were separated and the Ministry of Social Affairs joined the MOL. According to interviewees this never meant that the two ministries truly amalgamated, which raises concerns regarding cooperation over the IPEC programme. The Ministry of Vocational and Technical Training on the other hand was lost as a major player in the programme. Some contact has been made by IPEC staff recently to identify how coordination can occur to benefit the girls and boys withdrawn from work and their families. This is an important potential resource to the programme which needs to be followed up. Another major institutional problem with MOLSA is to do with the fact that the Minister is also the director of the Social Development Fund. Each institution is demanding in its own right, and his energies and focus seem to be divided between these two large responsibilities.

The IPEC Programme in Yemen has set three main objectives for MOLSA:

- First, to establish and enable the Child Labour Unit (CLU) to manage and coordinate CL related activities at the national, regional and local levels in line with national legislation and international standards. The CLU was established within the Ministry in November 2001, as a measure to create an institutional body dealing with child labour. The major responsibility of the CLU of MOLSA is to formulate policies and plans, advocacy and the coordination and monitoring of CL activities and legislation (TPR, March 2003, p. 19).

At the moment the Unit is composed of 3 female staff members. The TOR given to the Unit make their role and position difficult within the Ministry and vis-à-vis other institutions. The Unit is seen as a body that gets a great deal of funding, but they are not seen to be 'solving the problem of CL in Yemen' (see section 6.5). The CLU is also under attack for not sufficiently cooperating with other institutions and for not disseminating information. Their role in drafting the Charter was also criticised (see section 6.3). The CLU, on the other hand, do not feel they are getting the support they need and are always blamed for the invisibility of the results of their work. They hear comments like 'what have you been doing till now? 'There are more children on the streets than ever'.

- The second objective is to target labour inspectors for capacity building concerning CL issues, putting into place and using monitoring mechanism in order to identify and remove children from dangerous occupations as well as train relevant partners to provide social protection to children in the workplace. The AP therefore gives the Inspectorate the responsibility for documenting and monitoring as well as protecting working girls and boys in Yemen (Annex 1, July 2001, p. 6).

The Inspectorate for legal protection and for health and safety is another very important body in MOLSA, with a crucial role to perform in the Programme. A training workshop for inspectors took place in Oct 2002. There were 24 participants (6 women and 18 men), representing 10 governorates. The training consisted of a review of the IPEC Programme, an explanation of the ILO conventions and of the methodology and procedure of interviewing employees and child workers, and the ways to approach the issue of child labour with them. A matrix was discussed and distributed to be used in reporting working children. The way in which this information is processed, acted upon and monitored is unclear. Ideally, with MOLSA's mandate to deal with child labour at work sites, the information collected is meant to be recorded and used by inspectors to enter into dialogue with employers

and improve working conditions in the short term both at the central and at the governorate level through their branches. While, work has been done in the governorates not much has happened at the central level due to several factors, amongst them the weak institutional structure of the inspectorate⁹.

MOLSA has devised some guidelines concerning the danger that children face while engaging in various activities and also some suggestions for protection. In cases where the child is under the legal age it was unclear to the evaluator whether the inspectors consider that withdrawal and not protection is the measure to take. According to some interviewees, the fact that there seems to be no alternatives for the child makes it hard for inspectors, but also others involved in the Programme, to put pressure on employers to let go of children at work. The inspectors only withdrew 3 children from hazardous work in the period between September 2002 and March 2003 (TPR, March 2003, p. 3 & pp. 7-8). At a later stage this figure increased to 17. The issue of withdrawal, as this report elaborates elsewhere, is obviously problematic, given the socio-economic context of Yemen and the difficulty of finding alternatives to girls and boys withdrawn from work and their families.

One of the main roles of the inspectors is to enforce child labour regulations and to use penalties such as fines in cases where employers were breaking CL laws. There are mixed views about how well this job is carried out. On the whole interviewees were critical of the level of commitment shown by inspectors in terms of enforcing labour laws generally and child labour laws in particular. Some argued that MOLSA implementation of regulations concerning legal protection and of health and safety is weak. 'Fines are rarely collected' some of the interviewees said. Most agreed that inspectors tended to be 'lenient' towards employers. Some however stressed that the level of commitment to child labour issues seemed more prevalent among inspectors in governorates outside Sana'a. The director of inspectors commented that some problems are caused by the fact there is a very small number of inspectors (14 men and 2 women) who are meant to cover the whole county with no proper transport or transport allowance, but that they do their best under the circumstances.

An initiative was taken by the new Under Secretary for Legal Protection and Health and Safety who went on field visits to a number of governorates, during which he collected data on child labour. This is an indication of political commitment at a senior level which is a promising sign for the future of work in this key area of the Programme.

- The third objective is to raise awareness among decision makers around child labour issues (Annex 1, July 2001, pp. 12-15). In addition to increased capacity of staff and the establishment of a legal framework for child labour and a monitoring system, MOLSA is also expected to withdraw 1000 children from 7 to 15 years old from hazardous work (Technical Progress Report, 2001, p. 7).

Some other main activities carried out in MOLSA include data collection and campaigning. For example research was carried out in 11 governorates (identified in a 1999 survey as having the highest numbers of working children). The survey focused on the identification of worst forms of CL. An awareness campaign targeting parents followed this. It was carried out in Aden as a pilot highlighting the dangers of pesticides on the health of girls and boys in agriculture. It was found that the chemicals hurt children's eyes, cause skin diseases and endanger the long-term health of children. In coordination with the Ministry of Information (MOI) MOLSA carried

⁹ This issue was clarified by one of the stakeholders commenting on the evaluator's first draft (November, 2003).

out a number of TV and newspaper campaigns. It also produced brochures and posters to create awareness (MOLSA CLU Report, Nov 2001-Dec 2002 pp. 3-8). According to interviewees positive results were identified in terms of response from NGOs, from parents and fewer children are now involved in spraying of pesticides.

The MOLSA group attending the stakeholder workshop identified a number of areas of work that they would now like to undertake.

- The first deals with the different government institutions in putting in place policies and plans to address the issues of CL. After all the research, training and awareness campaigns, the view of the group was that it is time now for action.
- In terms of MOL itself, the group identified the importance to consolidate the role of the inspectors by more systematic enforcement of the law stressing the importance of monitoring the working conditions of children. They also indicated that there should be more work targeting parents and raising their awareness of the harm that work brings their children.
- They also suggested that efforts should be made to recruit more women inspectors (only 2 women out of 16). This in fact is an important intervention given that it would facilitate reaching parents in their homes. Male inspectors would have less access than women to homes, especially when men are not present during the visits. This would also allow girls working in residential area to be reached, a group that has not been identified yet by the programme, even by the different research as mentioned above. The experience that women have easier access to homes was an observation made by both male and female social workers in the Rehabilitation Centre.

3.3 The General Federation of Workers Unions (GFWU)

The union movement emerged in 1952 in Yemen with the establishment of professional and commercial unions. After the formation of more unions over the following years, the GFWU was then established in 1965.

The GFWU in their position as key player in the tripartite partnership, were identified as having a vital role in the programme. Before their involvement with the programme in 1996, the Unions already undertook research on child labour with FAFO a Norwegian organisation. They also carried out field visits in which they looked into the conditions under which children work.

Even though the GFWU does not have the same legal status that the MOLSA has, for example in imposing sanctions on employers for violating labour laws, they do have power to influence employers. Their relations with employees and their experience in fighting for their rights is also key in establishing contact with children at work. Both their experience and the position they hold in Yemen makes them a solid partner in combating child labour (GFWU AP, Annex 1, 2001, pp. 3-5). The programme is designed to work on the partnership between MOLSA and the GFWU, on issues of legal protection, health and safety on the worksite. The GFWU is also to collaborate with the Federation of Yemeni Chamber of Commerce and Industry to raise issues of child labour with employers (Ibid, p. 6).

The objectives of the GFWU AP are that by the end of the programme the capacity of the GFWU to undertake action against child labour would have been strengthened; it would have been able to educate its members to undertake action against child labour with the aim of withdrawing 1000 children involved in worst forms of child labour; and to launch advocacy campaigns.

Since the early stages of the Programme, the GFWU established a Child Labour Unit and Child Labour focal points in the governorates. They also carried out more studies on the

nature of child labour. They conducted training courses for trade unions' leadership and campaigned to raise awareness targeting trade unions members. In cooperation with the Trade Unions for Teachers, they trained teachers in selected schools on child labour issues to find ways of integrating child labour concerns in school plans and programmes (GFWU materials). In their continued efforts in awareness raising they reached a total of 1200 parents, community members, trade union members and children in sixteen governorates over the period between April and June 2003 (GFWU Report, June 2003, p. 4). Since then a proposal has been written by the CL focal point in Zamar to carry out research and a campaign in the region.

In the stakeholder workshop the GFWU committed themselves to the continuous work on raising awareness around the gravity of the situation of child labour in Yemen, training of trainers in different governorates, and working with the teachers' association in raising the awareness of parents and children. They also stressed the importance of persevering with the finalisation of labour laws and other regulations that will help the enforcement of Conventions 138 and 182. In addition, the GFWU also said that it is initiating literacy classes for working children as well as vocational training in new technologies to allow children the opportunity for a better future. Effort will also be made in raising more funds from various sources both foreign and Yemeni to diversify the GFWU activities and to increase its outreach. More generally, the GFWU suggested that there is a need to form a committee to monitor the work of the various partners in the IPEC Programme and to disseminate the results to all.

Discussions in interviews and in the stakeholder workshop raise at least three issues of controversy concerning the GFWU relating to definitions of roles and responsibilities.

- The first is the fact that they combined the unit of women with that of children, something that many other organisations have also done and this raises a number of problems. This might imply that women's issues are similar to children's issues. While there is no question that boys' and girls' issues relate to women and indeed to men's issues, in fact women on the one hand and girls and boys on the other, have their own rights, interests and needs. To group responsibility for women and children in one unit indicates a lack of appreciation of these very important facts.
- The second is in regards GFWU's inclination to do more than the role given to it by the programme. GFWU has proved to meet most of its objectives and to achieve good results. It is now interested in carrying out more direct action programmes. For example, a focal point in Hajja has started a centre working with children working on the streets (see notes). She was able to raise local funding and the GFWU now would like to raise more funding from IPEC. It is of the opinion of the ILO/IPEC staff that these kinds of activities are outside the remit of GFWU. It is the view of the ILO/IPEC staff that GFWU's role involves building on the comparative advantage of trade unions. They are seen to have a key role to play in the areas of awareness raising, social mobilization, influencing policy, collective bargaining, employment and social security issues, as well as a watch dog role. Another function is to help create more adult employment in coordination with the Labour Market Information Office. The ILO/IPEC staff think that these existing strengths of the unions should be fully to combat child labour, instead of them getting involved in literacy classes. While this view is obviously a legitimate one, the evaluator still questions whether the GFWU's various initiatives should not be monitored before judging their relevance. It is perhaps possible that the GFWU is capable of carrying out both kinds of roles effectively.
- A third point relates to the frustration expressed by GFWU that they are unable to take on more of an inspection role or at least coordinate more closely with MOLSA inspectors in monitoring workplace for child labour activities. They said MOLSA sees this as an infringement on their territory.

3.4 The Federation of Yemeni Chamber of Commerce and Industry (FYCCI)

The FYCCI has its head office in Sana'a with branches in all the governorates of Yemen. It has employers as contributing members and their donations in addition to those coming from big business women and men make the bulk of the FYCCI funding (FYCCI AP, Annex 1, p. 6).

FYCCI is obviously placed in a powerful position to influence employers. Everyone operating a private business, ranging from large businesses and industries to small traders and service providers, is required to be registered with the FYCCI. The FYCCI has its own internal regulatory mechanisms but also has to follow the government regulations in accordance with the Trade and Industry laws in the country (Ibid, p. 6).

- The first main objective of the FYCCI AP is to create a Child Labour Unit and that at the end of the programme the capacity of the CLU will have reached a point where it could take the responsibility to raise awareness of employers regarding child labour and to combat CL through employers' organisations, investigate and monitor the situation of CL, and to coordinate with employers to establish codes of conduct. The rationale presented in the AP is that it is in the ultimate interest of employers to combat child labour as they will eventually have a better workforce (Ibid, p. 7).
- The second objective is that by the end of the programme the awareness level among members of the FYCCI will be raised on CL issues and the knowledge base on CL will be strengthened.
- In addition to developing awareness and understanding among employers, work supervisors and parents, the FYCCI was also given the role of collaborating with the GFWU to design vocational training for working children (Ibid, p. 8).

FYCCI has engaged in a number of activities including appointing and training of 11 focal points (all men) in 2001-2002, and an additional five¹⁰ in 2002-2003 in different governorates. Training on CL issues was also carried out for employers, 200 in the period between September 2002 and 2003 (TPR, March 2003, p. 8). Meetings were held with the business community in ten different chambers of commerce to disseminate conventions 138 and 182, raising awareness of the legal and health and safety issues concerning children at work. Solution and the creation of alternatives to child labour were also the focus of these meetings (FYCCI Progress Report, 2002). In its campaigning efforts FYCC has also been engaged in producing and widely distributing leaflets, brochures and posters. With their two tripartite partners, they carried out several meetings discussing the Charter regulating the worst forms of CL (FYCCI Financial Report, May, 2003).

Discussions in the stakeholder workshop raised a number of important points:

- In addition to the commitment to continuing with the work already underway under the programme, the FYCCI identified an important area of work in which it wants to invest. This is to concentrate its efforts towards engaging with the informal sector, where most working girls and boys are employed, and try to get them to join the FYCCI and therefore be more under its influence in abiding by labour laws in general and with those concerning child labour in particular.

¹⁰ The document does not include a list of names of these five additional focal points, so the evaluator cannot tell if they were all men or if some women are included.

In support of their interventions in raising the awareness of employers and in their efforts to engage with the informal sector, FYCCI have commissioned two papers¹¹. The first is entitled 'Methods of Raising the Awareness of the Private Sector Towards the Dangers of Child Labour', and the second is entitled 'Methods of Incorporating the Informal Sector in the FYCCI Framework'. The first paper highlights the main reasons why the employment of children is damaging to the economy in terms of quality of production, to profit and restrictions on export. The paper then explores the different methods to raise the awareness of employers around child labour and ways of putting pressure on them to stop employing children. This is a well argued paper except that its main argument is based on efficiency with no or little mention of human rights issues. The second paper covers the definition of what is the informal sector. The crux of the argument then is that since the informal sector is as important to the economy as the formal sector, it also needs to be regulated and organised. The paper then offers some measures by which this sector could be regulated and organised in a way that serves those engaged in it, the government and the society as a whole.

The fact that FYCCI commissioned these two papers is proof of their commitment to working in this field.

- Interestingly in its suggestions for possible funding for future work FYCCI did not only identify USDOL/IPEC but also the government and the private sector as possible sources.
- One controversial point that came up in the workshop, but was not really discussed, was the fact that FYCCI is now embarking on upgrading the skills of child labourers. It is unclear whether this is for the benefit of the children themselves or that of the employers. Is it an effort to appease employers in order to get better cooperation from them? In the view of the evaluator, this is a point that needs discussion.

3.5 Ministry of Education (MOE)

Education is one of the most effective instruments for the prevention of child labour and the withdrawal of children from the worst forms of child labour (Annex 1, MOE AP, p. 4). Therefore targeting the MOE in the programme is key to the success of meeting its goals. There are two APs with the MOE.

The first AP is a baseline survey with the aim of 'identifying the different groups of working children, their different needs and the problems they face both at school (if combining education with work) as well as within the family and society at large which prevents them from attending school' (Annex 1, MOE AP, p. 8). The baseline survey is going through its final design phase. It will target Directors of Education Bureaus in the different governorates of Yemen, school principals, teachers, school girls and boys and parents. There has been long delays in designing the questionnaires¹². The work started at the end of 2002, and despite a methodology workshop held in Florence in May 2003, the research was postponed until September for the start of the academic year. However, as a review of the questionnaires at the time of this evaluation indicated, there are still methodological and technical problems that need to be addressed.

¹¹ These papers are in Arabic.

¹² Commenting on the draft of the mid-term evaluation (November, 2003), one of the stakeholders explained that the final questionnaires have not been translated or sent to SIMPC for approval yet.

The reason for the delay has been explained by one of the stakeholders to be due to the translation of the questionnaires. They have been modified from Arabic into English and back into Arabic again. Another reason could be that the Ministry staff are very busy with the other projects, namely the BEP, leaving little time for them to work on the IPEC Programme. The delay could also be explained by the fact that the person in charge of the research is not a researcher and therefore does not have the expertise to carry out the job. To try to compensate for this, IPEC recruited a researcher from the Central Statistics Office to strengthen the technical aspect of the research.

A second AP with the MOE has also been designed but not as yet implemented. This is a capacity building initiative targeting the General Directorate of Primary Education in addressing problems of CL in education. One of the expected outcomes of the programme is to develop an 'educational and psycho-social model' for working children that could be used by the WB and the Yemeni government nation-wide (Ibid, p. 8).

Because the research has not been carried out as yet, little work on capacity building has taken place. The AP specifies that 200 primary school teachers should be trained to raise awareness about pupils who might be involved in hazardous work. Meanwhile the department of training in the MOE, where the child labour focal point is located, is carrying out training for 20.000 teachers and around 2000 principals.

When asked whether he has tried to integrate the issues of child labour in this training, the child labour focal point said he had not thought about doing this. In the view of the evaluator this is a really serious loss of a good opportunity, but perhaps it is not too late to address. In fact IPEC has recently been putting efforts into integrating CL issues into BEP. It has succeeded in getting the Basic Education Development Strategy (BEDS) to include child labour in its special component devoted to 'children at risk'. A discussion also took place in Florence (March 2003), and it was decided that the desk officer at IPEC HQ, Ms Caglar, would present a briefing note on IPEC's experience on child labour and education, and this would be submitted by the WB to the donor community (TPR, March 2003, p. 2). IPEC was then invited to a meeting in Washington D.C in May 2003 between the Government of Yemen and members of the donor community, organized by the World Bank, for discussion about the BEDS. In this meeting, the Government of Yemen representative introduced child labour as an integral part of the Basic Education Strategy. This was well received by the donors. One of the outcomes of the meeting was the decision to coordinate all donors' activities for the implementation of BEDS through a Partnership Agreement.

A workshop was also held just after this mid term evaluation in October 2003 in which IPEC planned to train the core staff of MOE on child labour and education. IPEC is now taking a leading role in planning and policy discussions, insuring that CL concerns receive due attention in the planning, implementation and monitoring of Basic Education Extended Programme supported by the WB and the Basic Education Strategy (Ibid, p. 5).

The main goal of the AP is that the issue of education for child labour will be addressed through more flexible scheduling and more suitable education, and in the long term integrating working children in education and decreasing drop out rates (Annex 1, AP MOE, p. 8).

As is the case with all other APs the MOE AP is also designed to raise awareness and to undertake social mobilisation. It is also meant to provide direct support to working children as well as working with children. Given that all the work on the programme to date has been the design of the baseline survey, all the above mentioned activities have not been implemented as yet.

As mentioned above (see section 3.2), the education system in Yemen suffers from many problems. This has obvious links to the situation of child labour in Yemen. Given that most of these problems are beyond the Programme's sphere of influence, the best it can do is to carry on its efforts to train teachers in child labour issues. However, there is a need to explicitly recognise that if you have a class of 160 children it is highly unlikely that a teacher could identify, let alone give support to and monitor working girls and boys, or try to influence parents to take children out of work. The best that the Programme can do is to pursue this strategy of influencing BEP alongside other big education programmes such as Girls' Education. This needs to continue to be done through a systematic effort at mainstreaming CL in all aspects of these programmes. This would reduce the possibility of missing a crucial opportunity such as integrating CL in an on going teacher training initiative of this magnitude.

3.6 The Ministry of Information (MOI)

This programme is entitled 'Development of a Sustainable Media Campaign Against Child Labour in Yemen'. The role of the MOI as 'opinion makers' was seen as important in opening up a public debate on child labour. Therefore, a particular need to integrate the issue of child labour into the planning and programming of the MOI was identified by the programme as a key aim. The main outputs of the programme are to produce and broadcast three different media spots, dramas and media flashes as well as talks and discussion on child labour. The objective is to sensitise the general public and policy makers on the issue with the view of improving the situation of working children.

The Programme Manager in the MOI was until recently in charge of both women and children in the Ministry, having only recently been given the responsibility for children. This hopefully will mean that he will have more time to give to CL issues. Up to the point of the evaluation, only a video of media spots had been produced but not as yet broadcast. The reason given for this is that there has been a long delay in getting funding from IPEC. The Programme Manager said that he put together a number of proposals for programmes but got no positive response from IPEC.

- The Programme Manager also raised the issue of the effectiveness of using only television for the child labour campaign. In his view, radio would be much more effective, given lack of access to TV in the rural areas.
- As was discussed under other sections, other media campaigns were carried out with the collaboration of the MOI. However, as it stands, the Ministry has done very little towards meeting the objectives of the AP. In the view of the evaluator this programme needs to be closely assessed and perhaps its objectives redesigned. The funds could be better used in mainstreaming CL in other programmes in the Ministry¹³. Another strategy could be to use the funds in supporting campaigns initiated by other APs who seem to have been more effective in this field.

3.7 The Working Children Rehabilitation Centre

The 'Withdrawal, Rehabilitation and Prevention of Child Labour on the Streets of Sana'a' programme is the intervention most directly involved in targeting working children. The centre opened in January 2003. The programme aims to withdraw 1000 children from work (30% of them girls). The programme design sets the objective to 250 in the first four months

¹³ According to one of the stakeholders who commented on the mid-term evaluation first draft, the NPM has made it clear that the role of the Ministry should not be limited to the project but that child labour should be integrated into its overall policies. In the view of the evaluator, the result of such an approach is yet to be seen.

of the project, and the same amount every four months, something that has proven to be much too ambitious. It also aims at reaching 500 younger siblings and an equal number of parents with a special effort to reach those engaged in the worst forms of child labour.

The development objective of this AP is 'to contribute to the elimination of child labour on the streets in Yemen, through withdrawing children from street work'. In relation to this objective, a number of policies are to be put in place regarding, amongst others, policies on social welfare. In addition to this a set of monitoring mechanisms is to be put in place within the municipality (AP, RCCWS, Annex 1, p. 12). The more immediate objective is to achieve capacity building of staff in key institutions regarding the needs of street working children and the profile of their families by the end of the Programme so as to monitor and support the removal of all children from the streets. This includes an increased number of streets free of working children; the retention and completion of education by withdrawn children; and the increase of time spent by children in recreation activities.

In order to achieve the above objectives a number of measures were identified. Amongst them is the provision of social protection to withdraw children through education, recreation, counselling and vocational training. In targeting siblings, a number of activities were identified such as targeting the most vulnerable siblings by monitoring their progress and cooperation with the MOE to ensure their attendance and performance in school. Another very important output in the AP is to provide the parents of ex-working children with an 'economic empowerment programme for income generating activities' (AP, RCCWS, Annex 1, p. 15).

The Centre opened in mid-January 2003 and was set up in a large building provided by the municipality. The mayor of Sana'a has shown great commitment to the project and also donated a big bus to the centre. The staff is composed of a director and six social workers (3 women and 3 men), a female psychologist and two remedial education teachers.

Interviews and the last report by the Centre indicate that the work in the Centre is advancing well.

- A survey was conducted with 200 children and their families which provided a good database about their needs. This database aims to provide a good knowledge base for the centre and its partners as well as a solid starting point for better targeting the needs of the children and their families.

Progress was also achieved regarding serving working children. The number of children and their families served by the programme increased through the diversification of activities that were carried out as well as by the improved quality of these activities. A concerted effort was made towards preparing the working children to return to school. These activities also helped decrease the time the children spend in the streets and increased the time they spend in a healthy environment of learning and recreation.

- A summer camp for boys was one of the most successful activities helping to achieve these objectives. The summer camp took place from 19 July to 1 September 2003, with 200 boys participating. Coming to the camp instead of working on the street meant they had a good time, had good nutrition and a space to play and demonstrate their talents (Centre, draft report, October 2003). A number of interviewees commented that the camp achieved many positive results beyond this. The boys seem to have gained self-esteem, they felt they were valued and respected and this had a lasting effect on them.

- There was a plan to establish two classes for the working boys. However, both as a result of lack of coordination with the MOE and the difficulty of teaching different levels and age groups in the same classrooms, this project was discontinued. It was then decided to open remedial education classes for boys, a project that is meant to start by November 2003 with a maximum capacity of 57 in the morning and 57 in the evening. Four remedial education teachers and a remedial Education Consultant were recruited. The latter designed the programme in accordance with defined learning difficulties among the boys according to diagnostic scales and tests. This, according to a stakeholder, is seen as a major contribution to the 'Back to School' programme and follow-up is done in close coordination between the different sections of the Centre.

It is not made explicit but in fact most of the activities carried out within the Centre targets boys only. In the visit to the centre the evaluator noticed there were only boys around. The explanation was that at the start the Centre included both girls and boys but this caused some neighbours to object to the fact that boys and girls mixed in the centre, so a decision was taken that it should be a place just for boys. The exclusion of girls from this very important and well run programme is obviously a big problem. It is also of concern that this was never mentioned in the reports and was not in fact really seen as a problem. The director of the Centre however explained that the girls are being referred to NGOs and are being targeted in various other projects that take place outside the centre. However, this is not always made clear, as the data is not systemically disaggregated. A large proportion of the girls are seen to be mostly begging on the streets, an activity excluded from what is defined as child labour. This in the view of the evaluator is a bit of a grey area especially considering that these girls are often not openly just begging but are perhaps selling small items (eg matches).

- A number of other activities targeting children in various ways took place. By March 2003 the Centre reached 1398 children (518 girls & 880 boys) providing them with rehabilitative services. The following services were provided, in non-formal education (33 girls and 70 boys), formal schooling (15 girls and 35 boys), vocational training (20 girls and 25 boys), counselling (125 girls and 225 boys), health services (125 girls and 225 boys), nutrition and uniforms (50 girls and 50 boys each) books and school supplies (100 girls and 200 boys). The Mayor's office made a substantial financial contribution to the centre through the mobilisation of resources from the Ministry of Finance (TPR, March 2003, p.7 & p. 12-13).
- 350 children and their siblings benefited from the 'Back to School Project' with a budget of R250.000 from the Yemeni Economic Foundation and R40.000 from the Municipality. The project offered free registration fees, school uniforms, school books, bags and stationary to the children and their siblings.
- The Centre has succeeded in the total withdrawal of 185 working children from work¹⁴, out of the target of 500 children, and 558 have been reached through the Centre various services. In interviews, the social workers along with the director of the centre explained that there is a particular profile for those they succeeded in totally withdrawing from work. They explained that none of them are basic contributors to the household (ie they were making too little money). Some just assisted an adult and their work not seen as essential, others combined work and school and were therefore more easily encouraged to fully devote their time to education.

¹⁴ The numbers have not been disaggregated by sex

The above mentioned activities lead to a number of conclusions:

- The realistic assessment of the conditions under which children can be fully withdrawn from work demonstrates the difficulties of reaching such an objective without creating real alternatives.
- The numbers reached by the other activities mentioned above did not seem to be counted towards the 1000 target number. This raises the question about how many could in fact be counted if the broader definition used by USDOL/IPEC in terms of improvement in quality of work, shorter hours of work and withdrawal from worst forms of child labour, was employed. Obviously monitoring would be key here considering that quality of work and not complete withdrawal could be more difficult to track. At the time that the mid-term evaluation was taking place, a discussion was underway about whether some Programme Managers were using stricter definitions of what constitutes withdrawing a child from work. This seemed to lead them to undercounting. Further clarification of definitions was then provided and another round of counting showed their achievements were more impressive than they originally thought.

While the work of the Centre has been able to achieve many objectives in the short period of its existence, the employees feel there are many constraints that prevent them from doing better.

- One of these is to do with coordination¹⁵. While the Centre has done relatively well in coordinating with NGOs and other vocational training institutions, as well as the Ministry of Health and the Municipality, the staff feel that they have not been able to get enough cooperation of some ministries, especially the MOE¹⁶. For a real and sustainable success of the Centre, a great deal does rely on broader networking with other organisations.
- Another problem identified by the Centre staff is what they see as a lack of volunteer culture in Yemen. A great deal of their activities need committed volunteers, and this has not been achieved.

The staff also recognise that they have not achieved a 'gender balance' in their work. There are a number of possibilities, one of which is that the Mayor could be approached to provide another building for girls. Since the writing of the first draft of the mid-term evaluation in November, a larger building has been given by the Mayor and the plan is to have two separate wings in this building for girls and boys respectively.

3.8 Action Plans Recently Approved and in the Pipeline

A new AP has been designed and approved entitled 'Withdrawal, Rehabilitation and Prevention of Rural Child Labour'. The AP is to be implemented in Hadhramout and Seiyoon by Al Nahda Charity Organisation. This AP is a response to a great need in rural areas for attention given to girls and boys. As most research has shown, around 83% of child labour is carried out in rural areas. Some interviewees have been critical of the fact that there is so much concentration of IPEC's programme in Sana'a, when as they argued the real problem

¹⁵ Coordination is stated in the project document under Output 1.2 & 1.4 which according to one of the stakeholders, should be closely monitored by IPEC staff.

¹⁶ This view was contradicted by one of the stakeholders in response to the mid-term evaluation draft (November 2003), who said that the Ministry has provided free textbooks to targeted children, has seconded teachers to the centre and also has followed-up of children at schools referred by the centre staff.

lies elsewhere. This criticism contradicts another often held view that the IPEC programme has ‘spread itself too thin’. As the recommendations of this report will demonstrate, there is obviously a difficult balance between targeting all the problems of child labour, both in terms of sectors and regions, prioritising these and choosing to mainstream or to provide direct services etc. In terms of this particular project, and given that it has already been approved, it would be counterproductive to stop it at this stage. However, ideally, perhaps resources could have more effectively been used in deepening and redesigning already existing APs.

Another AP in the pipeline targets the coastal areas. Unlike the above AP the design of this AP has not been finalised as yet. In the view of the evaluator it would be best left to a second phase.

4. Other Programmes and Projects outside the IPEC programme

Since the inception of the IPEC Programme, it has been recognised that there is a need for identification and coordination with on going wider macro socio-economic programmes in Yemen to support efforts to address child labour. Building on this, the mid term evaluator visited and interviewed some key persons who are involved in delivering programmes and projects which might benefit working girls and boys and or their families directly or indirectly. Some of these are programmes funded by international organisations, government and NGOs.

- While the Social Affairs part of MOLSA is meant to be a major player in the IPEC Programme, due to internal organisational issues, the merger has not fully occurred. This might have some repercussions in terms of the benefits IPEC might get from a closer association with the Social Affairs programmes. One of the programmes offered is entitled ‘Social Welfare Funds’ (SWF).
- Most of those involved in the IPEC programme in Yemen are aware of the existence of this programme and do refer families to it. However, given that the SWF provides R1000 to R2000 a month in cash to very poor families, it is problematic in terms of both effectiveness and sustainability. It is questionable that families of children withdrawn from work would find this would compensate them financially given that for example a child working on the street makes between R200 and R500 a day. Other programmes include centres and vocational training projects targeting disabled children, orphans and with ‘Children in Conflict with the Law’. These programmes have obvious relevance to the IPEC Programme and could be examined for possible coordination.
- As mentioned above (section 3.2), the Ministry of Vocation and Technical Training (MVTT) programmes constitutes a real asset to the IPEC Programme. The training programmes until recently only targeted men and women who are already in employment and who had at least 9 years of education. Two years ago new programmes were introduced for which anyone with some minimum literacy and over the age of 12 is eligible. The programmes are for 3 years, and this is why the minimum age of 12 is required so that by the age of completion it is legal for graduates to work. Regular education classes are given to the children in parallel to the vocational and technical training. There are some programmes tailored for girls and women, but they tend to be in quite traditional areas such as sewing. However women could join some computer and other more technological fields. Improvements in this area need to be addressed to reach the needs of girls and women in the labour market. Despite this MVTT is a resource that needs further investigation.

When asked about the IPEC Programme and whether he would be interested in collaborating with it, the Deputy Minister said that he has never been approached about this but would be more than happy to provide support. He suggested that he could carry out a campaign specifically advertising existing programmes in MVTT that could be of benefit to children withdrawn from work and their families.

- The WB Social Fund for Development is active in Yemen and amongst others has a Small Enterprise Loan programme that, as mentioned in IPEC Programme documents, has the potential for addressing the economic needs of some of the families of children withdrawn from work. It was unfortunate that the evaluator was unable to carry out an interview with the SFD staff. However, based on knowledge about eligibility criteria and systems of borrowing of SFD worldwide, and the opinion of some of the interviewees in Yemen, it is questionable whether families of working children could benefit from these programmes. This does not mean that IPEC in Yemen could not put some efforts towards trying to put in place programmes that would specifically target the families with whom the IPEC programme deals. In the words of a well placed interviewee 'We need to 'Yemenise' the Social Fund for Development'.
- PRSP is a key planning document in Yemen and will therefore be influential in policy decisions in the future. As it is the case elsewhere there are many questions as to ideological implications of PRSP in the developing world. However, given the importance of this document, it would have been really important to make sure it did cover the issue of child labour in a substantial way. In fact the document only includes two paragraphs on child labour. According to the TSR of June 2003, discussions will be held with the Minister of Planning in order to make sure the commitment to poor families will be enforced. The PRSP sets up a target of 50,000 poor families to benefit from cash transfers in the first year of implementation. This could be tied into commitment to child enrolment in schools (TSP, June 2003, p. 3).
- UNICEF in collaboration with the Ministry of Interior (MOI) and the Ministry of Justice, also deal with 'Children in Conflict with the Law'. UNICEF under its Child Protection Programme has been working with these issues focusing on instating Juvenile Courts and Centres. This was a response to the fact that children are dealt with in adult courts and are put in adult prisons. Other programmes address children living and working on the streets and Akhdam¹⁷ children. UNICEF also has a capacity building programme which initiated an educational programme for social workers at the University of Sana'a, addressing a lack of women and men trained as social workers in Yemen. IPEC already collaborates with UNICEF in its work concerning the UCW programme. Dialogue is ongoing with UNICEF regarding general child protection issues. This aspect of coordination could be strengthened further.
- An interview at the Ministry of Interior confirmed the great need for work addressing 'Children in Conflict with the Law'. A consultant has been hired by the Ministry to deal with these issues. He is both responsible for children and women. One of the programmes he is initiating is the recruitment and training of women in the police force. As mentioned by some interviewees, and especially stressed by staff of the rehabilitation centre, children working on the streets are often harassed and in some cases held by the police.

¹⁷ The Akhdam are a tribe in Yemen similarly treated as the untouchables in India. They face discrimination in every sphere of their lives including the marginalisation of their children in schools.

The IPEC programme could help in supporting MOI and UNICEF efforts to mainstream CL issues in this programme and in this case benefit children amongst its target population. Efforts could also be made to lobby MOI for better treatment by the police of girls and boys working on the streets.

- Unlike the case of many other developing countries, NGOs in Yemen are not of great numbers and are often small. For their funding, they are more likely to depend on charity from wealthy Yemenis than from international funding. This perhaps gives them the advantage of more autonomy from international development agendas and cumbersome procedures for reporting. The evaluator visited one such NGO, Al Basha'er, that provides services to orphans, books and uniforms for children to help their parents keep children in education and provides sewing and literacy classes for women. Al Basha'er collaborates closely with the Working Children Rehabilitation Centre.

5. INSTITUTIONAL ELEMENTS FOR MAINSTREAMING

In addition to considering the situation of working girls and boys and their families (section 3) and learning about it through applied research (section 4), and reviewing the design and implementation of the Action Programmes as well as the design and implementation of programmes (section 5), there are a number of institutional elements that need to be considered when dealing with mainstreaming child labour.

5.1 Civil society organisations

The role of civil society organisations and their capacity to influence both the citizens and government in terms of influencing policy in any context is crucial to mainstreaming child labour. As discussed in previous sections, the IPEC Programme works very closely with two major civil society organisations operating in the area of work and employment, the GFWU and the FYCCI. The IPEC Programme also works with the MOI in order to strengthen media involvement, another key institution operating in the arena of influencing civil society. NGOs are not directly targeted¹⁸ but could play an important role in this field. If we consider the Rehabilitation Centre as an NGO, then its role in campaigning has started to develop, but needs more support.

The different civil society organisations obviously also have different spheres of influence in terms of mobilising employers, workers, parents, children and the community at large. For example FYCCI is more able to influence employers. Their work is mostly in campaigning with employers through awareness raising and the dissemination of CL international agreements and informally through putting pressure on employers by appealing to their better nature. The FYCCI members gave examples of how by putting pressure on a plastic factory employer, they were able to move children from working in melting plastic and inhaling dangerous fumes, to packaging instead. The FYCCI also said they help in the negotiations between GFWU and MOLSA and employers when there was resistance, something GFWU confirmed. FYCCI identify employers as those 'who can effectively influence the government once they are convinced of the cause of the elimination of child labour from the standpoint of their prestigious position and influential contacts within government' (TPR, March 2003, p. 8).

¹⁸ The Rural Child Labour Programme which is currently being initiated, will be implemented by NGOs.

The GFWU mostly work in the field of raising the awareness of workers, focusing on children and their parents, regarding workers' rights. This is challenging work, as there is still little in place for children or their parents to refer them for advice on the one hand, and/or on the other help find an alternative for them.

Neither GFWU nor FYCCI have much power over the informal sector. As mentioned above, this is a serious issue given that the majority of children work in the informal sector. However, as discussed earlier, some efforts are now taking place to address this problem. Both the FYCCI and GFWU organise campaigns targeting parents of working children as well as the community at large in collaboration with the MOLSA Child Labour Unit.

NGOs involved in CL in Yemen seem to be mostly implementers of programmes and projects rather than advocates or campaigners. Their role in this area could however be strengthened by the IPEC Programme. The Rehabilitation Centre's work in this field could also be reinforced. The Centre already held a very successful campaign under the auspices of the Mayor of Sana'a. A march took place in July 2003 headed by the mayor and a number of other officials and children with banners, T-shirts and caps with the slogan 'No to Child Labour'. The procession went to the Cabinet and the Parliament amongst others. The event was covered by the media.

Other organisations have also been identified as key in campaigning for the elimination of child labour. For example the CL Unit in MOLSA is planning to work with the Ministry of Religious Affairs, to raise the awareness of sheikhs in mosques to include child labour issues in their Friday speeches

When it comes to the effectiveness of the IPEC programme in this field, the issue of coordination was mentioned by interviewees. There was no consensus over the nature of coordination between GFWU and FYCCI on the one hand, and both with MOLSA on the other. Some said that they worked well together, others were of the opinion that in fact there was a great deal of duplication due to some individuals being concerned about ownership and territoriality. This was seen as a contributing factor to the inability of the organisations concerned to influence different groups in society to taking on the problem of child labour more seriously.

The restricted role of raising awareness was seen by some interviewees as a limited contribution of civil society organisations in the Programme. Participants in the stakeholder workshop indicated that awareness raising was not enough, finding solutions and putting pressure on different institutions in society to solve the problems of child labour should also be dealt with.

5.2 Representative political structures

The main role of civil society organisations is the position they hold in influencing society at large, but also by directly influencing representative political structures and government. Efforts in exercising such direct pressure, especially when it comes to targeting representative political structures, is not apparent in the Programme. The two institutions concerned here are the Parliament and the 'Shoura Council'.

Interviews showed that it does not seem that members of either institution are committed to or aware of child labour issues. The Parliament has a committee for human rights so there is potential there for an entry point. However, as things stand, the committee members interviewed did not seem to be aware of child labour issues. Whether or not this is the best body to target these issues needs to be more closely assessed. The IPEC Programme needs a 'champion' or a group of 'champions' in both political bodies so as to make sure that for example when legislation is presented, there is an internal lobby to help it to be passed.

5.3 Political commitment

Political commitment is crucial in determining the extent to which child labour issues will be mainstreamed in Yemen at all levels. Yemen did sign the two ILO Conventions 138 and 182. Yemen has also signed and ratified the UN Convention of the Rights of the Child and written several reports to the Geneva committee. The extent that this official support to international agreements reflects a real commitment to the issue by the Yemeni government is not inevitable. Most interviewees mentioned the fact that the government of Yemen tends to sign all international conventions but their commitment to implementing them is not always a given. The real evidence of such commitment is on the one hand the extent that these conventions are translated into policy, legislation and regulations (see following section). On the other hand, commitment is also manifested in the extent to which Yemeni organisations invest financial resources towards addressing the issue, in this case child labour (see section 6.5). In both cases there is evidence (as discussed in previous sections) of some commitment, from some organisations and individuals but so far not enough to sustain the efforts already in place for addressing child labour without external support. There is still some way to go to get the level of commitment that will make addressing child labour in general and the eradication of the worst forms of child labour in particular a mainstream concern of all. Sustainability issues are obviously very much linked to this commitment. In the words of a senior government employee ‘People still think child labour is normal, we need to get them to understand it is not normal’. On the other hand, there was a feeling in the stakeholder workshop that the political climate in Yemen is prepared to recognise and to deal with the problem of child labour. An appreciation of this context is necessary to the understanding of the challenge IPEC faces in its programme in Yemen.

It is crucial at this point in the history of the Programme to determine the extent of political commitment within the organisations who are implementing the programme and more crucially the staff put in charge of this implementation. Interviews carried out for this mid-term evaluation demonstrate that when it comes to most of those in charge of the programme, commitment is there. However, there is a small minority who do not seem to be totally convinced. They made comments such as ‘there are children who work not because they are poor but because they want pocket money to play atari’; ‘what is wrong about a boy of 10 who keep shop for his father’; ‘the children are just learning a trade, nothing wrong with this’. When such views are expressed by staff in charge of the programme, even when they are very few, this could be a source of concern.

5.4 Policy, planning and legislation

Putting in place and strengthening existing policy, legislation and regulation is as recognised by the IPEC programme, key to the success of mainstreaming child labour in Yemen. As mentioned above, this is the main goal of the National Policy and Programme Framework (NPPF). While the document of the NPPF has been drafted and presented to the Minister of Labour, it is still to be approved.

While no policies are yet in place for addressing child labour in Yemen, a range of legislation has been or is in the process of being put in place.

- The Child Rights Law 45/2002 updates and extends legal protection accorded to child workers. However it excludes children working for their families. This is

problematic considering 87% of working children in Yemen fall under this category. The law also sets a minimum working age of 14 years and a minimum of 15 years for industrial work (UCL, 2003, p. 3).

- The second is the revision of the Labour Law. Labour Law No 5/1995, addresses women and youth in chapter 4, section 2. The law has since been revised twice in 1997 and 2002. The more recent revision of the law was drafted in a collaborative effort by MOLSA, GFWU and FYCCI with the help of an ILO advisor. According to the legal advisor of MOLSA, the section on child labour was modified to fit Conventions 138 and 182. The revisions are currently under further consideration by the GFWU and FYCCI.
- The third is the drafting of a Charter by MOLSA CLU on the definition of worst forms of child labour in Yemen based on conventions 182 and 138. The title of the Charter is 'The identification of work prohibited to children under 12'. It prohibits work for those between 13 and 15 years except for those engaged in light work that does not harm their health or physical and psychological growth, or their education. It also defines what is considered worst forms of child labour which is prohibited to all under 18 years of age. The Charter also covers a number of articles regulating the relationship between employers and child employees.

This Charter, which has still not been widely circulated for consultation, has already caused controversy. One of its critics is the legal adviser to MOLSA who wrote a letter objecting to the title of the Charter which sets the minimum age of work at 12 years. This, he argues, contravenes the compulsory age of education (15 years), the Yemeni civil law that set the age of legal maturity to 15 years, as well as the Child Right Law of 2002. This is besides the fact that it also goes against the ILO Convention 138. He also stressed that if this Charter goes through there is a grave danger that the work done on the Labour Law, setting the minimum age to 15 will be jeopardised.

When this issue was brought up in the stakeholder workshop, a number of participants were also critical of the Charter for the same reasons. The counter argument presented by the Unit is that Convention 138 allows for age 12 to be the minimum age for child labour in poorer countries.

There are a number of questions around legislation that do not seem to be in the process of being sorted out as yet.

- As in the case of many countries, Labour Laws in Yemen also do not address rural labour. Given this is where most girls and boys work, this is a grave concern.
- Labour laws also do not cover prostitution or street children. When it comes to ILO, begging is not seen as child labour. Given that most girls on the streets of Sana'a and perhaps in other cities are beggars and no one is addressing their problem, is problematic.
- Domestic labour also remains unresolved. There are strong arguments that support the inclusion of domestic labour for their own families in the realm of an economic activity. However, it is unclear whether this is considered as such in the IPEC Programme in Yemen. Parts of the UCW document define it as work, others do not. In the view of the evaluator, it is very important that this issue be clarified especially given the cultural context of Yemen and the invisibility of girls and women's work. An important observation by one of the interviewees suggested that early marriage for girls in terms of taking on a heavy workload in their husband's family should be considered child labour, 'a form in fact of bonded labour'. These are obviously

sensitive and controversial issues, and if it is too early to address them at the level of legislation then an examination of research design and how it could examine these issues more closely could be undertaken.

5.5 Resources

The extent to which resources are committed towards addressing child labour, is as mentioned above, a way of assessing the real political will towards solving the problem. It is also a very important factor to ensure mainstreaming is in place.

There are three broad categories of resources addressing child labour in Yemen at the moment.

- There are resources that address the situation of working girls and boys directly, and USDOL/IPEC remains the most important source of funding. There is a general appreciation that these resources have gone a long way in addressing child labour issues given it is really the first programme of its kind in Yemen. However, some interviewees involved in the Programme said they found these resources limited mainly because they are seen to be too thinly spread or unfairly subdivided among different Programme partners. Delays in getting payment, was seen as another major problem regarding these resources (see section 6.7). There is also some government funding coming through. As mentioned earlier, MOLSA contributes to the budget of the CL Unit. The director of the Unit said that there is a plan to approach the Prime Minister to get the Ministry of Finance to increase the budget to the MOLSA for CL. The municipality has also contributed resources both in kind and in cash to the Rehabilitation Centre. The Economic Yemeni Economic Institution (a government institution) also contributed to the Centre's 'Going Back to School Fund'. A number of NGOs also provide services for free to the girls and boys of the Centre, such as literacy classes and vocational training. These are all small contributions, but a good start to future questions on sustainability.
- There are resources that will benefit children more generally and working children indirectly. These are primarily the resources addressing education in Yemen. The government is committed to education for all. There is the WB funded BEP and the Education for Girls Programme. There is also the Child Protection Programme implemented by UNICEF, as well as the Social Programmes by the MOLSA and resources channelled for children through NGOs and charity organisations.
- Other resources also exist that address employment, poverty and other areas of vulnerability. Examples of such resources are funded through PRSP, the Social Fund for Development and MOLSA social welfare funds.

It is of great importance to consider the future implications of these resources given that some of them are in fact substantial loans. What are in fact the implications in terms of sustainability, and most importantly in terms of the level of indebtedness that the Yemeni government will have to endure? This given that Yemen already has an external debt of \$4.5 billion in 1999 (http://www.NationMaster.com/Encyclopedia/economy_of_Yemen).

5.6 Mainstream responsibility for addressing child labour

For the real institutionalisation of a cross cutting issue to occur everyone in society in general but in particular the government, the private sector and civil society need to take responsibility for the issue. However, to help this long-term process to take place, there is a need for some individuals, groups and institutions to take responsibility to drive the issue, to coordinate and to monitor the process.

In the case of the IPEC programme, a number of such mechanisms were put in place. The main responsibility for child labour as designed by the Programme lies with the Child Labour Units created in MOLSA, GFWU and FYCCI. Another responsibility to mainstream CL issues was also given to focal points in all three institutions in the different governorates. Focal points were also assigned in the MOE and MOI.

As is the case of most units in organisations created to take responsibility for cross cutting issues, the task given to them is often beyond their realm of influence, capacity and resources. Units and focal points can only be engines to keep the issues alive and to help mainstream, monitor, coordinate, and collect information as a resource centre. At least in the case of MOLSA CLU, more is expected of them. It is often the case that such Units are seen by other departments, and sometimes by themselves as solely responsible for the issue and this goes counter to the goal of responsibility to mainstream cross cutting issues. It is for this reason that it is imperative that the roles and responsibilities of the Units are clearly defined.

Setting up the IPEC National Steering Committee is another mechanism for mainstream responsibility for CL in the programme. The role of the committee as defined by the Programme is to oversee the implementation of the national programme activities. It is responsible for coordinating and monitoring the programme in accordance to the different IPEC Action Plans in Yemen (Programme Document, 1999, p. 20).

The committee is chaired by the MOLSA and is composed of 15 members representing the different Programme stakeholders. The MOLSA CLU is the secretariat of the committee. Some interviewees complained that the committee does not meet often enough. The last meeting was held more than seven months ago when in fact it is meant to meet at least every six months. IPEC staff explained that this is due to the busy schedule of key members of the committee. One of them also explained that this is often compensated by holding informal meetings with partners to discuss issues in common. The members of the committee also complained that they are unclear about what the committee's role is exactly. This was explained as being the result of new persons attending the committee and therefore undermining the institutional memory. Given how important it is that this Committee does succeed in fulfilling its role, there is a need for ILO/IPEC Programme staff in collaboration with key partners, to clarify and or/redefine its role and perhaps rethink its membership.

An interesting debate took place in the stakeholder workshop when the notion of sustainability of addressing child labour issues in Yemen was discussed and who should be responsible for it. Some participants suggested that IPEC should start to address the issue of national funding after the US DOL/IPEC Programme ends. One of participants then said that it is the responsibility of Yemenis, and more particularly of those involved in the programme. Criticism was also made by one of the participants concerning institutions that are 'apathetic' about dealing with the problem of child labour making the excuse that it is because there is no funding, or little funding for it. Others joined in the discussion saying they should also be responsible for making sure coordination occurs and that plans are put in place in the context they know better than anyone else. This, one of the participants argued, does not need external funding or intervention.

5.7 Staff development/Capacity building

The IPEC Programme puts a great emphasis on capacity building. All APs have as one of its objectives to train staff within the organisation and some carry out training of trainers (TOT) for other target groups. Given that the programme was introducing a largely new area of expertise in Yemen, there is no doubt that a wide range of training programmes have been necessary. However, when it comes to the institutionalisation of a cross cutting issue, training is not enough and needs to be supported with follow-up activities to make sure the new skills are consolidated. This could entail on-the-job training, coaching, advisory inputs, monitoring of the application of new skill etc.

In terms of the creation of new capacity to change working practices, if we take the example of GFWU, the Union of Teachers was targeted for training in issues around child labour with the purpose of getting teachers to raise the awareness of their colleagues, students and parents. While the training itself was seen as a success, GFWU interviewees said that there was no budget to monitor whether the new skills acquired by the teachers were in fact implemented¹⁹. The same issues were echoed by MOLSA. Even though inspectors were trained, again no rigorous follow-up or monitoring was put in place. The budget allocation was seen to be much too small for the job, 'not even to cover transport', the Director of Inspectors complained.

The content of training in the education sector is another example of what perhaps needs to be revisited when it comes to training. Teachers are trained to be more alert in identifying and thus giving support to children who might be combining work with education. Some interviewees raise the question of how realistic this is given many of the teachers have up to 160 children in their classroom. This point relates to the degree to which research and the appreciation of context links into the design and content of training. There is also an expectation that with the implementation of BEEP II and institutional strengthening, the training would be effective in the long run.

Another dimension of capacity building relates to training the Programme Managers in technical and financial reporting. Despite formal training by ILO international and regional trainers and other more informal training, everyone concerned complains that the Programme Managers have a problem with meeting the reporting requirements. This is a problem that needs to be addressed as it causes inefficient use of time, irritation and delays at all levels²⁰.

In addition, other elements also need to be put in place such as policies and resources (discussed above), procedures and methodologies (to be covered in the following sections).

5.8 Procedures

Putting procedures in place can often be a crucial element in efforts to mainstream cross cutting issues. Accepting responsibility is important and so is capacity to take on such responsibility, however without the daily reminders of procedures to make addressing child labour part of the job, it could be left out. The IPEC programme did try to mainstream child labour issues in some existing procedures, and created some procedures especially for the purpose of the Programme. Despite this being stated in the MOLSA project document, in the view of some of the interviewees, this was not done systematically enough and is seen to be one of the weaknesses of the programme.

¹⁹ This role to be undertaken by GFWU was seen by one of the stakeholders commenting on the draft report as impractical and that the monitoring should be carried out by IPEC.

²⁰ This is a problem that the NPM has raised on several occasions.

For example, the inspectors were trained and items on child labour were added to their checklist. However, it is unclear how this is monitored and by whom and what would be the consequences of inspectors who ignore this part of their work.

There are also procedures around monitoring or 'tracking' withdrawn children. This is very much linked to issues of methodology which is discussed in the next section. Interviewees explained how difficult it is to monitor these children especially in urban areas when they work in the informal sector, and are mobile. The social workers in the Centre carry out follow up visits to homes and streets to monitor the situation of children who have been withdrawn from working on the streets. While the will is there to try to keep the monitoring system going, the methodology to do so is not totally reliable.

More generally the definition of what constitutes withdrawing a child from work is not clear for staff working in the Programme. Improving the condition of work or decreasing hours of work is considered by all as counting towards this target of withdrawing children from work. On the other hand, it is unclear whether minimum age is another consideration, ie whether if a child is under 15 years no amount of improvement of work conditions should be allowed or whether only withdrawal would count in this case. Some also seem to count children reached through services by the number of services rather than the number of children. So if two services reach one child, this is counted as two. Given these issues are all key in the running of the Programme, there is an urgent need for them to be clarified.

Another very important dimension of procedures that link back to the discussion on resources, mainstream responsibility for child labour and staff development is to do with reporting. Without exception, all interviewees involved in the programme complained about delays in payments. This seems to be an on going problem that has been continuously raised over the years. It has already been mentioned in the Technical Progress Report of November 2001 (p. 9). The problem has been linked by some to the fact that their reports keep being sent back for revision 'on small matters'. They said that for example they cannot always get receipts, they cannot always pay up front and then wait to be reimbursed. While responsibility for these delays could solely be blamed on the Yemeni side, it is not unreasonable to question the slow bureaucratic procedures at ILO level, both at headquarters and regionally. Are there mechanisms in place to make sure that at these levels the work is done efficiently and in time? Delays of this sort undermine the work of the Programme by leaving local staff disheartened. Some of them said that they feel let down by the Programme.

These problems have been previously communicated to the NPM, ROAS and IPEC HQ. Many attempts have been undertaken to resolve this problem. For example in recognition of low capacity in this area, four training sessions on financial issues were offered to partners. The responsibility to send correct financial reports to the ROAS is seen to lie with the Programme Managers and the NPM. This is the only way to prevent delays. However, for a long time the NPM did not have staff to verify financial information²¹, a problem that has now been rectified.

5.9 Methodology and theory

Relating to the issues raised above, while the Programme methodology might be somewhat clear in Programme documents, in some areas of the running of the Programme this might not be made explicit enough. Both interviews and discussions in the stakeholder workshop

²¹ This explanation was offered by one of the stakeholders upon reading the first draft of this report.

identified lack of clear methodology as a problem. In the view of the evaluator this is mostly a matter of making what is implicitly there more explicit.

In terms of research methodology, care needs to be taken in identifying working girls. The invisibility of their work and the confusion in terms of what actually counts as work needs to be examined.

Concerning theory, it appears that many of those involved in the Programme in Yemen are not sufficiently aware of the available literature on child labour. Again this could be a matter of better dissemination and/or more capacity building at the level of international debates on child labour in the context of human rights and development.

6. IPEC/ILO PROGRAMME MANAGEMENT STAFF

As mentioned in the introduction, the ILO/IPEC managerial responsibility for the Programme is in the hands of three staff members, the HQ Desk Officer in IPEC Geneva, the regional Child Labour Focal Point (RCLFC) in ILO Beirut, and the IPEC National Programme Manager (NPM) is based in Sana'a.

While these three levels work together as a team in a creative manner, there are some instances when their roles and responsibilities get blurred. Staff involved have different opinions as to why such responsibilities may appear blurred²². In any case, in the view of the evaluator, this is a constraint that needs to be addressed. As mentioned above, the NPM has now been joined by an Administrative Assistant and will be shortly joined by a secretary. This should free up the time the NPM spends running the office on her own. She can now, with her wide experience of the Programme and her knowledge of the Yemeni context, focus all her efforts on consolidating the Programme. The Regional Focal Point with her expertise in child labour issues and familiarity with the Yemeni context, plays a much wider role than that of a focal point. In terms of sustainability of the Programme not only in Yemen but the region, perhaps she could be given a more defined role as Child Labour specialist at the regional level. As for the Desk Officer in HQ, her role seems to go way beyond technical back stopping. Perhaps with the redefinition of roles at the local and regional level this will alleviate the tasks undertaken by the Desk Officer.

7. PERFORMANCE

7.1 Relevance

Regarding the ultimate target group of the Programme, working girls and boys in Yemen, and the problems of child labour in Yemen, as identified by the IPEC Programme in its formulation stage in 2000, are still relevant. Two issues of relevance however have not been addressed enough. The first is working girls. Even though the APs are formulated with gender sensitivity, working girls are not being recognised to the same extent as working boys. The second is economic need of the families of working children and the impact on them when their children are withdrawn from work.

²² In the view of one of the stakeholders who read the draft report, the job descriptions of all concerned are very clear and that the roles only get blurred when one has to compensate for the performance of the other. Another stakeholder, while agreeing that the roles are clear, commented that internal coordination and team work pose their own challenge.

When it comes to the 'indirect' target groups in the various organisations involved in the Programme, the relevance of targeting them to raise awareness and to build capacity was an important first step. The relevance of their involvement at this stage is now about their performance as a vehicle to reach the ultimate target work of working girls and boys and their families.

7.2 Effectiveness

The current components of the Programme are appropriate to address the goals of the Programme. However, given that the Programme is one of the first initiatives dealing with child labour in Yemen, the dual strategy of mainstreaming child labour and direct interventions to address the problem of girls and boys from labour, are not explicit enough. Because of this, there is a tendency among those involved in implementing the Programme and others in the organisations in which they work, not to appreciate the enormous effort that is required to mainstream child labour at the institutional level. While direct action programmes might have more visibility, without the mainstreaming components the goals of the Programme would not be reached.

Given the difficult conditions in the country and the fact that this programme is the first of its kind in Yemen, it cannot be assumed that in three years the Programme would be able to meet its goals. However, treating the Programme as a pilot²³ would be more realistic. It would enable the flexibility needed to modify existing APs (rather than creating new ones) as more experience of the context is gained. The current achievements would also be more acceptable in the context of a pilot. This relates to the low level of withdrawal from work of boys and girls, understandable given the focus of mainstreaming components on institution building. The target of withdrawing 3000 children is more realistic in the longer term. The designation of the Programme as a pilot also relates to its focus on Sana'a, as a regional pilot before expanding to address the very real child labour problems in other regions.

7.3 Efficiency

Given the institutional emphasis of the Programme, its results relative to expenditure are complex to evaluate. Organisational and institutional capacity, the target of most APs, is expanding. However, expenditure is slow and this is a real problem, not only in delaying activities, but also in disheartening partners.

To increase efficiency, existing Programme funding could be used to consolidate current mainstreaming activities, as well as making more use of ongoing programmes in government Ministries, rather than investing in new programmes.

Bilateral and multilateral agencies are now allocating large amounts of funding towards poverty alleviation and education programmes. To increase the efficiency of the IPEC Programme efforts to mainstream CL in these programmes should continue.

²³ This programme is the first of its kind in Yemen, which in many ways makes it quite experimental. Country Programmes by their nature are large scale, and in the way they are designed, approved and implemented, do not usually allow for the flexibility and the possibility of learning by doing that a pilot, or a pre-test project could. The latter would normally be on a smaller scale, so for example it would be acceptable to carry out in only one location (ie Sanaa), would have had much less ambitious goals, and would have the flexibility to totally change direction if there was need to do so.

7.4 Sustainability

A number of factors are important to the sustainability of the Programme. The issue of CL in Yemen has now reached a level of visibility that it would be hard to ignore in the future. The Programme however needs to demonstrate very strongly that something can be done about it - this is absolutely crucial to its sustainability. To achieve this, legislation has been drafted, but needs to be passed and enforced for future sustainability. There are also enough committed people in the leading organisations of the Programme who can take the work forward, but commitment among politicians and in the wider community needs to be more firmly established. In terms of finance, there are already some government funding (MOLSA and the Mayor's Office). Ultimately consolidation of mainstreaming child labour in the government budgets of different Ministries will be very important to the sustainability of the Programme.

7.5 Causality

There are a number of factors beyond the Programme that impede the withdrawal of girls and boys from work. The macro-economic conditions in Yemen causing child labour are deeply entrenched. Alternatives to enable poor households to withdraw their children from work are not in place. For example, presently the education system does not facilitate access to girls or returning working girls and boys to school. There are also not enough linkages to vocational training for older children. Similarly economic alternatives to parents in a country where unemployment is so high are limited. All these factors create challenging conditions for the Programme.

8. FINDINGS AND RECOMMENDATIONS

8.1. Focus of the Programme and definition of the approach

FINDINGS	RECOMMENDATION	ACTION	RESPONSIBLE INDIVIDUAL/ORGANISATIONS
<p>Problems:²⁴</p> <ul style="list-style-type: none"> -Seen as over ambitious -Perceived as spreading itself thin -Dispersed approach -Problems with institutional targeting and funding -No clear overall methodology -No clear overall planning -Gender issues not systematically taken into account (eg girls' invisibility in urban work, girls largely excluded from the activities of the Centre). <p>Potentials:</p> <ul style="list-style-type: none"> -The approach is that of mainstreaming only it is not explicit enough -The seeds have been planted in the light direction for mainstreaming -Most of the data on children is disaggregated by sex 	<p>1. 1 To sharpen and redefine the overall approach including the purpose and the methodology</p>	<p>1.1.1 To present the programme more clearly as a mainstreaming pilot with some direct projects (eg the Centre).</p> <p>1.1.2 To define a clear mainstreaming methodology to mainstream both child labour and gender issues.</p>	<p>IPEC HQ Desk officer, child labour Focal Point in the Regional Office (ROAS), and the National Programme Manager in collaboration with key Yemeni partners</p>

²⁴ The majority of problems and potential come out of the project documents, interviews and stakeholder workshops. Some come out of the evaluator's assessment but mostly building on the latter sources.

8.2. Coordination and definition of roles and responsibilities

FINDINGS	RECOMMENDATIONS	ACTION	RESPONSIBLE INDIVIDUAL/ORGANISATIONS
<p>Problems:</p> <ul style="list-style-type: none"> -Issues of territoriality, a number of partners believe it CL should be their responsibility alone (relates to the above point) -This leads to overlap of functions and duplication of work (eg campaigning) -The steering committee is not creating an effective coordinating forum -The CL Units are taking more direct than coordinating responsibilities within their institutions <p>Potentials:</p> <ul style="list-style-type: none"> -There is a general recognition 	<p>2.1 Based on recommendation 1, to strengthen the coordination amongst and between Yemeni partners</p>	<p>2.1.1 To more clearly define what each organisation needs to do to achieve mainstreaming of CL:</p> <ul style="list-style-type: none"> -internally (eg capacity building, procedures) -externally such as in campaigning (both on specific areas of specialisation of each organisation, but also some overlapping issue that need coordination) 	<p>NPM and Programme Managers</p>
	<p>2.2 To consolidate and redefine the roles and responsibilities of IPEC/ILO management system at HQ, regional and local levels</p>	<p>2.2.1 To renegotiate the roles of the three levels of management in order alleviate the work load of some of members of the team</p>	<p>Desk officer at HQ, RCFC in ROAS & NPM</p>

<p>among the Programme partners that the issue of roles and responsibilities needs to be addressed. -While there is no consensus of whether there is enough coordination, the majority think it needs addressing</p>	<p>2.3 To strengthen capacity and speed up reporting and payment</p>	<p>2.3.1 To carry out another round of on the job training for Programme Managers and staff in their teams.</p> <p>2.3.2 To put in a monitoring system for more effective delivery of the reports by Programme managers²⁵</p> <p>2.3.3 To put in a monitoring system to make sure ROAS respond faster to requests.</p>	<p>RCFC & NPM</p>
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²⁵ Interviews demonstrate that interesting and innovative work is carried out, but the more quantitative approach to report writing means that this rich experience is lost. Better reporting is crucial not only for cross learning within the programme itself but also for future programmes in Yemen and elsewhere.

8.3. Information and knowledge of child labour issues

FINDINGS	RECOMMENDATIONS	ACTION	RESPONSIBLE INDIVIDUAL/ORGANISATIONS
<p>Problems:</p> <ul style="list-style-type: none"> -Limited of access to studies on CL in Yemen -Duplication of research by various organisations -Weak dissemination of research and information -Limited access to studies on CL internationally -Limited knowledge on CL debates. <p>Potentials:</p> <ul style="list-style-type: none"> -The existence of research on CL -A list of existing research has already been compiled by Dr El Sheikh -It is in the TOR for the MOL Unit to develop an information centre -The need dissemination of data has been expressed by many. 	<p>3.1 To create a documentation centre containing studies related directly and indirectly to CL in Yemen</p>	<p>3.1.1 To do an inventory and compile research studies on child labour in Yemen and internationally, building on the existing list</p> <p>3.1.2 To map all pieces of research that cover macro-economic and social data on Yemen in the last five years.</p> <p>3.1.3 To compile an annotated bibliography of all the research in Yemen, indicating value</p> <p>3.1.4 To identify and compile a series of key IPEC documents (eg good practices), especially those available in Arabic.</p> <p>3.1.5 To identify and compile a bibliography of key international academic studies on child labour.</p> <p>3.1.6 To identify the most appropriate place to locate the collection (Perhaps IPEC office in Yemen or the MOL child Labour Unit?)</p>	<p>Desk officer at HQ in coordination with MOLSA CLU to write TORs for the task and to recruit a local consultant with expertise in child labour, research, documentation and cataloguing (the latter perhaps done by a librarian).</p>

		<p>3.1.7 To organise the collection using a simple cataloguing system</p> <p>3.1.8 To periodically (twice a year?) update and disseminate the annotated bibliography</p>	
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8.4. Gender mainstreaming

FINDINGS	RECOMMENDATIONS	ACTION	RESPONSIBLE INDIVIDUAL/ORGANISATIONS
<p>Problems:</p> <ul style="list-style-type: none"> -Girls' work is invisible especially in urban areas -Girls are largely seen to be involved in 'soft', 'protected' family work and are therefore not included in the category of 'worst forms of child labour' -The definition of domestic work at home is unclear in IPEC and Programme documents and research -When it comes to interventions targeting children working on the street, girls are excluded as they are seen as mostly engaged in begging, an activity that is not counted as child labour -Girls are largely excluded from the Centre's internal activities --Campaigns on child labour are mostly focused on boys and activities work in which boys are engaged -The categories 'parents' and 'siblings' are not disaggregated by sex. <p>Potentials:</p> <ul style="list-style-type: none"> -There is a general recognition that 	<p>4.1 To strengthen gender mainstreaming in the Programme in order to achieve more equal and effective targeting</p>	<p>4.1.1 To disaggregate the categories of 'children', 'parents' and 'siblings' throughout.</p> <p>4.1.2 To design a piece of research using gender sensitive methods to understand work in which girls are involved especially in urban areas.</p> <p>4.1.3 To design a piece of research to identify the areas in which girls are involved in worst forms of child labour</p> <p>4.1.4 To reach a clear position on the definition of domestic work at home and whether it is considered 'work'</p> <p>4.1.5 To more clearly define the AP target groups on the basis of gender.</p> <p>4.1.6 To strengthen the gender dimensions in the various components of the APs (eg in campaigning, in capacity building).</p> <p>4.1.7 To find a solution for including</p>	<p>Desk officer, RCFC in ROAS & NPM in collaboration with AP Managers and MOL CLU with the help of a research consultant</p>

<p>there are more girls or at least as many girls as boys who work in rural areas</p> <p>-There is a general recognition that the situation of girls in education is worst than that of boys and that this needs to be addressed</p> <p>-Even though not systematic, there is some data gathered in the last three years which disaggregates children by sex.</p>		<p>girls in the internal activities offered by the Rehabilitation Centre (eg introducing shifts or creating a new Centre for girls).</p>	
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8.5. Alternatives for working girls and boys and their families (mothers, fathers, brothers and sisters)

FINDINGS	RECOMMENDATIONS	ACTION	RESPONSIBLE INDIVIDUAL/ORGANISATIONS
<p>The overwhelming question of all concerned is ‘what is the alternative?’</p> <p>Problems:</p> <ul style="list-style-type: none"> -Some programmes exist but are not linked targeted by the IPEC Programme -Some poverty alleviation programmes are not tailored to meet the needs of the very poor <p>Potentials:</p> <ul style="list-style-type: none"> -Some programmes have a potential to serve the IPEC target populations 	<p>5.1 To identify further opportunities in existing programmes and projects for working and withdrawn girls and boys and their families</p>	<p>5.1.1 To explore more ongoing or newly introduced government and NGO programmes to identify and/or strengthen possible areas of cooperation (eg the programmes available at the Ministry of Vocational and Technical Training).</p>	<p>Desk officer at HQ, RCFC in ROAS & NPM in collaboration with AP Managers and MOL CLU with the help of a research consultant</p>
	<p>5.2 To create/strengthen the links to existing sectoral and cross-sectoral projects and programmes</p>	<p>5.2.1 To strengthen and consolidate the already existing links and cooperation with government (eg the BEDS) and NGO Programmes</p> <p>5.2.2 Based on information under recommendation 5.1 to put pressure and lobby senior staff in these Programmes to provide opportunities for withdrawn girls and boys and their families.</p>	

<p>Problems: -There is no clear system in place for referrals</p> <p>Potentials: -There is a good knowledge base of most of what is available to help support working and withdrawn working girls but especially boys -Some partners have their own informal systems of referral</p>	<p>5.3 To create a referral system</p>	<p>5.3.1 To identify the most appropriate institutional arrangement to take on the responsibility for a referral system</p> <p>To write the TORs for this job, ideally a permanent rather than a committee structure</p> <p>To establish a ‘helpline’ for partners to ask for information about referral.</p> <p>To establish a helpline for girls and boys who are seeking information or support</p>	
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8.6. Monitoring: ‘Tracing and Tracking system’

FINDINGS	RECOMMENDATIONS	ACTION	RESPONSIBLE INDIVIDUAL/ORGANISATIONS
<p>Problems: -Unclear methodology for monitoring withdrawn children -Unclear definition of what is meant to withdraw a child from labour -Focus on quantitative rather than qualitative indicators</p> <p>Potentials: -A new IPEC methodology for ‘tracing and tracking’</p>	<p>6.1 To create/strengthen a monitoring or ‘tracing and tracking system for withdrawn girls and boys’</p>	<p>6.1.1. To identify the weaknesses of the existing monitoring system</p> <p>6.1.2 To design a clear step by step monitoring system</p> <p>6.1.3 To carry out a new round of capacity building on monitoring the progress of withdrawn girls and boys</p>	<p>DED and Desk officer at HQ, RCFC in ROAS & NPM in collaboration with AP Managers and MOL CLU with the help of an expert in this field</p>

8.7. Consolidation of actions that will progressively eliminate child labour in Yemen

FINDINGS	RECOMMENDATIONS	ACTION	RESPONSIBLE INDIVIDUAL/ORGANISATIONS
<p>Problems: -Lack of clear and comprehensive plan for putting the whole cycle of relating to the elimination of child labour in place.</p> <p>Potentials: -Key IPEC and partner staff have a clear understanding of how this could be achieved.</p>	<p>7.1 To consolidate a clear plan over the whole cycle of activities from identification of the target groups, to actions taken to withdraw girls and boys from work, to finding alternatives for them and their families to monitoring their progress</p>	<p>All actions in the above recommendations work towards this recommendation. Additional actions could be:</p> <p>7.1.1 To carry out labour market research to identify niches for the future work for older girls and boys withdrawn from work and their families.</p> <p>7.1.2 Related to the above, avoid areas of vocational training which will provide skills that the market does not need.</p> <p>7.1.3 Put in place a system of referral for possible jobs</p> <p>7.1.4 Coordinate with job centres making sure to avoid exploitative practices.</p>	<p>Desk officer at HQ, RCFC in ROAS & NPM in collaboration with AP Managers and MOL CLU with the help of an expert in this field</p>

9. CONCLUSION

Given that the National Programme on the Elimination of Child Labour is the first of its kind in addressing this very big and complex problem in Yemen, it can be concluded that three years after its inception it has achieved a great deal. In arriving at this conclusion it is important to consider this Programme as a pilot in mainstreaming child labour in key institutions in Yemen, with some efforts toward undertaking direct action.

The Programme's development objective aims at contributing to the elimination of exploitative child labour in Yemen through an integrated, coordinated and multidisciplinary approach. The Programme has certainly taken good steps in this direction. However, it is too soon to assess its success. Understandable delays in the initial stages of the Programme mean that efforts to achieve this goal can only be seen today as starting to materialise. Good input efforts were made towards understanding the situation of child labour in Yemen through baseline research, capacity building was systematically pursued alongside the raising of awareness at all levels in society regarding child labour. If viewed from the point of mainstreaming child labour, this has succeeded in planting the seeds for what can only be achieved by using a clearer methodology for mainstreaming, and a longer time frame to achieve it.

As this report demonstrates, a number of initiatives were undertaken besides the ones mentioned above, such as creating structures to take on the responsibility of child labour within the different partner organisations, efforts towards creating political commitment to the issues and legislation (see section 6). Some direct action initiatives were also taken by some of the partner organisations, but mostly directed by the Rehabilitation Centre. In a country where a great deal of development work has concentrated on institutional building, there is an urgent need to also achieve concrete and direct results that benefit the population. This could not be realistically expected from this Programme at this stage. The objective to withdraw 3,000 children from work by the end of the Programme is in fact over ambitious. However, this and more can be achieved if the Programme now succeeds in consolidating its mainstreaming efforts, refine its treatment of gender, focus on expanding alternatives for working girls and boys and their families, and is given the opportunity to enter into a second phase. In the view of the evaluator, the latter is absolutely essential. A second phase can then build on this 'pilot' and while it needs to continue in its mainstreaming efforts, it should be in a much better position to design and implement a number of direct action programmes as well.

ANNEXES

ANNEX I

TOR for the Mid Term Evaluation



IPEC

**International Programme on the Elimination of
Child Labour
ILO/IPEC**

Final Draft:

Basis for

**Draft Terms of Reference
For
Independent Mid-term evaluation
Country Programme on Child Labour in Yemen
September 22 - November 26, 2003
(October 1-October 14 In-country Mission)**

ILO TC Project number:
ILO Project code: YEM/00/50P/USA
Country: Yemen
Duration: 50 months
Starting date: December 2000
Ending dates: November 2004(revised date)
Programme location: Yemen
Programme language: English
Executing agency: ILO-IPEC
Financing agency: US Department of Labour
Donor contribution: US-DOL: US\$1,401,538

I. BACKGROUND AND JUSTIFICATION

Background to Project

The Country Programme in Yemen started in December 2000. The programme applies the IPEC's Country Programme approach adapted to the national context of Yemen. The IPEC Country Programme approach (see Annex 1) is a phased multi-sectoral, multi-partner and multi-level approach that consists of phases and elements that have normally been seen to be part of an effective country programme that builds the foundation for action against child labour. While the elements can be seen as following a sequential approach, they are primarily complementary and the idea is that the specifics of the national situation will allow a particular country programme to identify appropriate entry points and start with those elements that are most conducive for the process. As the country programme develops and the basis emerges for other elements and further work with existing elements, initiatives within these elements can be put in place. As the ultimate goal is to achieve sustainability, the country programme aimed to integrate child labour issues into the agenda of key ministries, Employers' and Workers' organizations and NGOs. IPEC has developed Action Programmes²⁶ with the Ministries of Labour, Education, Information, Municipality of Sanna, Employers' and Workers' organizations.

Development Objective

This programme will contribute to the elimination of exploitative child labour in Yemen.

Immediate Programme Objectives:

By the end of the programme, the Government of Yemen will have developed a National Policy and Programme Framework to combat the worst forms of child labour, and taken concrete measures toward harmonizing its child labour and education legislation with international standards.

At the end of the programme, the country capacity has been strengthened to withdraw children from hazardous work, monitor workplaces and provide social protection through training for staff of relevant partners and the development of partnerships at the national level and in selected sectors and areas.

At the end of the project, at least 3,000 working children in 3 selected sectors and regions will have been withdrawn from the worst forms of child labour, rehabilitated and placed into an education or vocational programme.

At the end of the programme, employers, families, national/local authorities, communities and the general public are aware of the problem of child labour and its negative consequences; and are mobilized to take action against it.

²⁶ Action Programmes are sub-project or specific components of the project

Based on the overall strategic objectives for the work of ILO/IPEC in Yemen and the objectives of the project, the main areas of interventions are as follows:

There are four ongoing capacity building programmes. These include: 'Enhancing the Capacity of the Child Labour Unit of the Ministry of Labour and Social Affairs (MOLSA)', 'Enhancing the Capacity of the General Federation of Workers' Unions in Combating the Problem of Child Labour in Yemen (GFWU)', 'Enhancing the Capacity of the Child Labour Unit of the Federation of Chamber of Commerce and Industry (FCCI)', 'Enhancing Capacity of the Ministry of Education to Increase the Attendance, Retention and Performance Rates of Working Children in the Primary Education System' (MOE).

Policy

The Action Programme entitled "The Development of National Policy and Programme Framework Phase I(NPPF)" has achieved major progress and a draft NPPF has been prepared and will be submitted to the Government. Upon the approval of the draft NPPF by the Government (envisaged to be approved by August 2003). As phase II, IPEC will in close cooperation with MOLSA and UCW will work on the modalities to be developed to achieve a coherent, systematic and active policy to combat child labour at regional, and district levels. The aim of the second phase is to identify and initiate consultations with relevant stakeholders, discuss the draft policy document at length especially how its objectives, target and strategies will affect and be affected by their planned sectoral policies and integrate their recommendation into the draft policy and programme framework.

Advocacy and Awareness Raising

The AP entitled 'Development of a Sustainable Media Campaign Against Child Labour in Yemen' has undertaken most of its activities and most of the outputs have been achieved. It is planned to be finalized by August 2003.

Direct Action Programmes (DAP)

One DAP has started and a centre for the prevention, withdrawal and rehabilitation of working street children has been established. The programme aims to benefit 1,000 working children under the age of 18, 500 younger siblings and 500 parents with special emphasis on reaching those in the worst forms of child labour. Major progress has been achieved and currently, 1398 working children are benefiting from the rehabilitative services. However, more time is needed to achieve the programme objectives fully. While previous IPEC support has allowed gaining the experience and infrastructure necessary and progress has been made in strengthening the capacity and reaching the target group, more time is necessary to consolidate and build on the results that have been achieved so far. The programme started in October 2002 and envisaged to fully achieve its objectives in June 2004.

Current Status of Project

Currently the Country Programme has 8 on-going Action Programmes and three Action Programmes in the pipeline. Status of some of these APs is given in the above box. Due to delays in project implementation an official project extension request was made and approved in July of 2003. The project duration was thus extended from 38 to 50 months without any additional funding.

Background to the Mid-Term Evaluation

Due to the change in the project duration, the mid-term evaluation was re-scheduled to fit in with the new project cycle. The mid-term evaluation will now take place in

August 2003 and the final evaluation is scheduled for two months before the end of the project in 2004.

The project will be evaluated in accordance with the ILO/IPEC policies and procedures on evaluation of projects and in line with the agreed evaluation process in the project document.

Ongoing Action Programmes implemented by local partners are subject to regular self-evaluation process depending on duration and size. Action Programmes supply regular progress reports to the project. A quarterly progress report is prepared by the project as a whole.

The current Terms of Reference for the evaluation are prepared based on a consultative process with key stakeholders (decision-makers) who have been asked to provide inputs on the purpose, questions to address and methodology of the evaluation.

II. SCOPE AND PURPOSE

Scope

The evaluation will cover the whole project, including all specific interventions in the form of Action Programmes implemented by local partners and other activities of the programme since the beginning of the programme. Any preparatory work would also be considered if relevant for the assessment of the project. It should focus on the project as a whole, the linkages and synergies between each component and how the project in addition to achieving specific project objectives, have contributed to the broader strategic areas and the issue of child labour in Yemen.

Purpose

The evaluation should emphasize assessment of key aspects of the program, such as strategy, implementation, and achievement. It should assess effect and impact of the work done so far during the implementation of IPEC's Country Programme in Yemen, using particularly data collected on the indicators of achievement. The evaluation should contribute initially to monitor and evaluate effectiveness, relevance, efficiency and elements of sustainability of the programme activities carried out.

It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing programme, for other existing or planned ILO/IPEC interventions as well as in broader terms of action against child labour in Yemen.

In addition the evaluation should serve as an important information base for key stakeholders and decision makers regarding any adjustment in strategy and policy decisions for the remaining parts of the project.

III. ASPECTS TO BE ADDRESSED

As an ILO evaluation, in principle, the evaluation should address the general overall evaluation concerns such as relevance, effectiveness, and sustainability as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, November 1997.

The evaluation should be based on the quantitative as well as qualitative data to identify efficiency, effectiveness, relevance and sustainability of the programme and the inter-relationships between the objectives. Specifically the gender issue should be addressed. For more on gender issues see, ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995.

The following are specific broad suggested aspects based on inputs from key stakeholders that have been identified at this point for the evaluation to address. These aspects could be prioritised or others could be added as identified by the evaluation consultants in accordance with the given purpose of the evaluation. The analytical framework for the evaluation (evaluation instrument) to be prepared by the consultants (see section IV, below) should indicate priorities and further selected specific aspects to be addressed.

Validity of programme design

- An assessment of the design of the project and its relative appropriateness in the Yemeni context, including recommendations for change in design if needed
- Analyse the internal logic of the programme (logical framework, links between inputs, activities, outputs and objectives), quality and usefulness of the selected indicators and means of verifications for programme monitoring and evaluation, including relevant breakdowns by sex, age, etc.
- Analyse the external logic of the programme, external factors and assumptions, links with other interventions, synergies and economies of scale created, etc.
- Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources?
- Were the beneficiaries clearly identified in the project document and as a consequence of the baseline studies (sub-groups, age, socio-economic status etc)?
- Assess the design of the action programmes and assess the community participation during the formulation phase

Relevance of the strategy

- Assess the appropriateness of the sectors/target groups and locations chosen to develop the programme, based on the findings of the baseline surveys; Does the planned strategy provide advice on how to make the strategy more relevant for child labour in different settings?
- How does the strategy fit within national development, education and anti-poverty efforts, existing policies and programmes on child labour and interventions carried out by other organizations?
- Were alternative strategies considered or implemented during the life of the programme?

Implementation of the programme

- Analyse briefly the effects of the delays in project implementation on the overall development of the programme, and assess the corrective actions undertaken.
- Assess the programme set-up; operation and level of participation of NSC; relationships between project management and implementing agencies and (coordination, communication, lines of responsibility, etc.)

- Assess the ability of the identified partner organisations (especially implementing agencies); quality of the human resources, learning capacity, awareness of gender issues and child labour conventions, etc.
- Assess IPEC's working relationship with the aforementioned agencies.
- Which are the mechanisms in place for programme monitoring? Please assess the quality and use of work plans and monitoring plans; respect of calendars, etc.
- Review and assessment of the relative efficiency of the start-up phase of the project, including the gathering of baseline information, recruitment of staff, establishment of child labor committees, and training of stakeholders.
- Assess IPEC's capacity to implement project components in Yemen.
- Assess how the project has addressed related challenges and obstacles, and offer recommendations for enhancing project performance and the pace of implementation during the remainder of the project period.
- Assess the progress achieved to date on the project component related to development of an NPPF.
- Assess how such issues related to translation, including substantial resources dedicated to, and delays resulting from, the translation and reporting processes, have affected project implementation. Please make recommendations for improvement.
- Assess the progress of the baseline survey and the appropriateness of its approach.
- Assess the project's progress in addressing child labour in the projected target sectors as outlined in the project document.
- Assess the degree to which programme activities are being implemented on schedule and within budget.
- Assess the relative level of stakeholder support and commitment to the programme. How effective is the National Steering Committee in carrying out its duties and supporting implementation of the programme?
- Capacity of the partner organisations (especially implementing agencies); quality of the human resources, learning capacity, awareness of gender issues and child labour conventions, etc.
- Assess the working relationship between the National Steering Committee and the implementing agencies and partners, and between the implementing agencies and program staff. Does the programme provide adequate support to its implementing agencies and partners?

Performance and achievements of the programme (effectiveness, efficiency and unexpected effects)

- Assess the appropriateness of the original project indicators, and make recommendations for modifications if needed. In addition, please assess the appropriateness and efficiency of the related means of verification.
- Is it going to be possible to reach the quantitative targets in terms of withdrawal of children from work? If relevant, please suggest how to improve the effectiveness of the project.
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive?
- Assess the efficiency of the programme, i.e. compare the allocated resources with the results obtained so far, especially for the start-up phase (recruitment of staff, gathering of baseline information, training of stakeholders, etc.)
- Assess the work carried out in Yemen towards meeting the objectives of the country programme and provide an assessment of the effectiveness, relevance, efficiency and sustainability of programme activities.
- Please assess the strategies and progress of the individual action programmes (ongoing and in the pipeline). How have the action programmes supported the

objectives of the country programme? Please assess the degree to which action programmes targeting working children effectively respond to the educational and social services needs of the children and their families.

- Identify the major results/accomplishments of the project to date. What are the major weaknesses and how can they be addressed?
- What system(s) are being developed to monitor/track child labour and how effective is it?
- Are data on indicators being measured periodically and effectively to measure impact over time?
- Identify whether progress review and self-evaluation reports at AP level provided information on the participation rates of men and women in the programme. If such data are not available, the evaluation should try to assess how many men and women have participated in the programme and in what way.
- Were specific models of intervention developed? Are there possibilities for replication? Under which circumstances?
- Assess the effectiveness of the programme, i.e. the degree of the achievement of the objectives and the effects of the programme on the boys and girl, men and women, of the target group
- Assess the efficiency of the programme, i.e. compare the allocated resources with the results obtained
- Determine the desired effects of the project on the policy environment and the capacity of relevant institutions (at local or national level) dealing with child labour issues
- Were there any internal and/or external factors that have (positively or negatively) influenced the achievement of the objectives?
- Is there a need to still improve the effectiveness of the programme, if so, how?
- Did the programme's results achieved so far justify the costs incurred?
- Are there alternative ways of increasing the efficiency of the programme, if any?

Sustainability

- Assess the project's progress towards promoting sustainability of child labour interventions, including plans for transferring responsibility for project components to local partners.
- Assess the project's strategy for promoting local ownership and sustainability.
- Progress achieved to date in promoting local ownership of the project and in promoting long-term sustainability of activities being initiated under the project;
- Assess the government's commitment to, and support for, the project.
- Assess the commitment of federal and nonfederal agencies to the project and to the elimination of child labour, including the following: MOLSA, General Federation of Workers' Union, MOI, and MOE.
- Which are the sustainability strategies included in the action programmes?
- Will the required human and material resources be made available to continue and further develop activities for the elimination of child labour? Comment on the programme's success in leveraging resources for ongoing and continuing effort to prevent and eliminate child labour
- Identify whether actions have been taken to ensure the continued access of vulnerable groups to services and resources

IV. EXPECTED OUTPUTS OF THE EVALUATION

The following are the expected outputs:

- **Background Note and a programme and process** for the Stakeholder Evaluation Workshop (one work week)
- **Stakeholder workshop** facilitated by evaluator based on the developed process
- A **first draft report** within 5 work days of completing the in-country mission
- A final **Evaluation Report**, based on consolidated comments from stakeholders to the first draft (one work week) including any recommendations for the project and lessons learnt.

The final report should contain at a minimum the following sections:

- Executive Summary (maximum 2 pages), reflecting the main findings, conclusions and recommendations
- Introduction (including an analysis of the evaluation methodology, its shortcomings and potential)
- Findings (e.g. organized around the main aspects addressed by the evaluation)
- Conclusions
- Recommendations (including to whom they are addressed, if possible)
- Areas of lessons learned, including possible models of interventions emerging
- Potential good practices (experiences to be replicated elsewhere)
- Technical and documentary annexes (including TORs)

The total length of the report should be a maximum of 30 pages for main report, excluding annexes); additional annexes can provide background and details on specific components of the project evaluated.

All drafts and final outputs, including supporting documents, analytical reports and raw data, should be provided both in paper copy and in electronic version compatible with either Word for Windows or WordPerfect. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. Use of the data for publication and other presentations can only be made with the agreement of ILO-IPEC.

The first draft will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation (DED) section of ILO/IPEC Geneva and provided to the consultant. In preparing the final report the consultant should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

The final report will be disseminated to key stakeholders in Yemen as per ILO/IPEC established procedures by project management and in ILO HQ and to the donor by IPEC-DED.

V. *PROPOSED METHODOLOGY*

The following is the suggested methodology that can be adjusted by the evaluation consultant in consultation with the technical focal point for the evaluation in DED, if the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality. It will be ensured that the evaluation team solicits the opinions of beneficiaries, parents of beneficiaries, and the action program implementers regarding the project's accomplishments, programme design, sustainability, and the working relationship between IPEC and its partners, where appropriate

The following methodology is proposed:

1. Briefing of the consultant
2. Desk review with background information
3. Review of ongoing and planned Action Programmes
 - Expected/planned start of A/P:
 - Actual start:
 - Period of self-evaluation:
 - Duration of A/P:
 - Implementation Arrangement:
 - Development of A/P (Is this as scheduled according to the workplan?)
 - Objectives, outputs, approaches and strategies (what is the progress made?)
 - Perspectives on future implementation – is any adjustment needed?
 - Considerations of revisions of prodoc and/or budget due to situation with APs, such as opportunities for new APs
4. Work with project management in Yemen
5. Field visit to selected sites,
6. Stakeholders' Workshop:

A stakeholders' workshop will be carried out covering several key areas of working with multiple partners. This is to allow those involved in the Programme to express their views and to suggest possible ways of action for the immediate future.

The workshop will include a brain storming session with stakeholders to address the following issues: What has worked ("how well things are going to date") and why (critical factors); what needs further improvement and why (critical factors); how, by whom and when improvements are to be achieved. Other topics could include discussion on the Country Programme objectives, and any external aspects including sustainability issues.

Composition of the Evaluation Team:

The evaluation will be carried out by an external, independent consultant who will be responsible for the report.

The ILO/IPEC headquarters person responsible for backstopping the project and ILO ROAS child labour focal point will be present. The donor, the US Department of Labour may also choose to participate. Both may participate in the stakeholder evaluation workshop.

The profile of the consultant should be as follows

- Previous experience in evaluation of development programmes, including facilitation and use of stakeholder evaluation workshops.
- Experience in managing or evaluating social programmes dealing with social development issues, including education and vocational training, as well as employment and labour issues
- Technical knowledge of Child Labour and WFCL
- Knowledge of and experience in evaluating gender issues
- Regional or country experience
- Adequate degree and preferably Arabic speaker

The in-country IPEC management in the form of the National Programme Manager will be providing support to the evaluation and be present as required by the consultant.

The following are the tasks of project management:

- Provide suggestions on implementing partners and other key informants to meet, including those participating in the stakeholder workshop.

The NPM will:

- Make available as soon as possible copies of relevant documents such as AP Summary Outlines, progress reports and mid-term reports of Action Programme and/ or project. The NPM will Identify other relevant documents, including reports and material produced by national agencies, implementing agencies and other partners
- Ensure full access to any documentations that the evaluator requests
- Provide support as required to local consultations
- Organising the agenda and logistics of the evaluation

IPEC's evaluation function (DED) provides methodological support to the evaluation and ensures the independence of the process.

Timetable and itinerary

Phases	Activity	Dates ²⁷
Phase 1	Desk Review of documents Briefing in Geneva	Sept. 22 –26 (five days) Sept. 29 (One day)
Phase 2	Mission to Yemen Field visits and Stakeholder workshop	Oct. 1-15 (11 days of which two for stakeholder workshop) October 12-13 (tentative)
Phase 3	Debriefing in Geneva Writing first draft of evaluation report	Oct. 16 (one day) Oct. 27-31 (five work days)
Phase 4	Draft circulated for stakeholder comments	Nov. 3-14
Phase 5	Consolidated comments sent to consultant	Nov. 19 or when comments received from stakeholders
Phase 6	Final report with consolidated comments	Nov. 26 (five work days) Or when comments received from stakeholders

Sources of information and Consultations

A list of identified key stakeholders as participants in the core stakeholder evaluation workshop will be provided.

Some of the possible documents and other sources of information are:

- Project / Programme documents
- Progress reports, mid-term evaluation reports, other evaluation reports
- Studies and other reports, including Rapid Assessment reports
- SIMPOC material with relevant references
- Reports and material from other organisations on programme/project
- Country Programme Evaluations and other evaluations relating to programmes and project
- Consultations and interviews with technical staff and relevant Desk Officers for countries
- Site visits
- Participatory exercises, stakeholder consultations including with target children and parents
- Secondary official and non-official records, studies, reports
- Project / Programme monitoring system
- Child Labour Monitoring Systems
- Mission reports
- Web-site reports

²⁷ ILO Yemen is closed on Thursdays and Fridays

Final Report Submission

For independent evaluations, the following procedure is used:

- The evaluation team will submit a draft report to the IPEC DED in Geneva
- IPEC DED will forward a copy to key stakeholders for comments on factual issues and for clarifications
- IPEC DED will consolidate the comments and send these to the core evaluator by date given above or as soon as comments are received from stakeholders.
- The final report is submitted to the IPEC DED at the latest by 1 October 2003, who will then officially forward it to stakeholders, including donor, within two months of the completion of the fieldwork.

VI. RESOURCES AND MANAGEMENT

Resources

The required resources are:

- Lump sum fees for external evaluator (28 days)
- Travel and DSA for up to 16 days in Yemen and two days in Geneva for evaluation consultant
- Travel and DSA for up to 12 days IPEC headquarters desk officer
- Workshop expenditures (facilities, DSA to participants etc.)
- Translation, Printing and other expenditures

A complete budget is available separately.

Management

The evaluation consultant will report to IPEC DED on technical and methodological matters.

For logistics and administration, the evaluation team will report to the local ILO-IPEC management structure in the field.

ILO/IPEC
COUNTRY PROGRAMME APPROACH

Phased, multi-sectoral Strategy



ANNEX III

Stakeholder Workshop National Programme for the Elimination of Child Labour in Yemen IPEC/ILO

Sanaa 13 and 15 October 2003

Facilitator: Development Consultant

Monday 13 October:

- 9:00 Welcome and introduction to the workshop
- 9:30 Project status update by project managers
- 10:30 Coffee
- 11:00 Identification of problems and potentials in selected spheres of work related to the National Programme on the Elimination of Child Labour in Yemen (Group work)
- 12:30 Report back and discussion (Plenary)
- 14:00 Lunch
- 15:15 Preparation for day 2 of the workshop
- 16:00 End

Tuesday 15 October:

- 9:00 Summary of key issues discussed on day 1 of the workshop
- 10:00 Identification of strategies for strengthening existing and future activities (Group work)
- 11:30 Coffee
- 12:00 Report back and discussion
- 14:00 Lunch and end