



# Final Evaluation

## Combating Child Labor Through Education Project (CECLE) in Jordan

August 30, 2012

Report developed and submitted by:  
**Nahla Hassan**  
**Independent Development  
and Communication Consultant**



Funded by the  
**United States Department of Labor**

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## ACKNOWLEDGEMENTS

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This report describes in detail the final evaluation, conducted during April 2012, of the Combating Exploitive Child Labor Through Education (CECLE) in Jordan. The report was prepared by ICF Macro, according to agreements specified in its contract with the U.S. Department of Labor's (USDOL) Office of Child Labor, Forced Labor, and Human Trafficking (OCFT). The evaluation of CECLE in Jordan was conducted and documented by Nahla Hassan, an independent evaluator in collaboration with USDOL/OCFT staff, the CECLE project team, and stakeholders in Jordan. ICF Macro would like to express sincere thanks to all parties involved in this evaluation: the independent evaluator, CHF International and its partners, and the USDOL.



*Funding for this evaluation was provided by the United States Department of Labor under Task Order number DOLB089K28215. Points of view or opinions in this evaluation report do not necessarily reflect the views or policies of the United States Department of Labor, nor does the mention of trade names, commercial products, or organizations imply endorsement by the United States Government.*

## THANKS

I would like to express my appreciation to all individuals in Jordan for their support, flexibility, and cooperation during the field visit interviews. These individuals include beneficiaries, school principals, coordinators, facilitators, partners, staff members of ministries, and heads of community-based organizations. I would also like to thank CECLE project management staff for all the feedback and support during the preparation of this final report.

In addition, I would like to thank the CECLE project management teams including CHF Jordan, Questscope, and the National Council for Family Affairs. I am also grateful to all field office staff of CHF International for their flexibility; planning and preparation; logistical support; organization of field visits; and the use of their drivers and support staff, all of whom contributed to the final evaluation.

Finally, I would like to give special thanks to all beneficiaries, particularly the children and their parents for their willingness to share their experiences and tell their stories. I would also like to thank them for sharing their opinions and suggestions. I am thankful to the facilitators and coordinators whose insights and passions for combating exploitive child labor will forever stay with me as an example of commitment and resilience.

Nahla Hassan

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## **LIST OF ACRONYMS**

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CBO	Community-based Organization
CECLE	Combating Exploitive Child Labor Through Education
CRC	Convention on the Rights of the Child
EI	Education Initiative
FE	Formal Education
IFE	Informal Education
ILO-IPEC	International Labour Organization’s International Programme on the Elimination of Child Labour
M&E	Monitoring and Evaluation
MoE	Ministry of Education
MOL	Ministry of Labor
NCCL	National Committee to Combat Child Labor
NCFA	National Council for Family Affairs
NFCC	National Framework to Combat Child Labor
NFE	Nonformal Education
NGO	Nongovernmental Organization
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
PAVE	Pathways Advancing Viable Education/Employment
QS	Questscope
SC–UK	Save the Children–UK
TOR	Terms of Reference
TOT	Training of Trainers
USDOL	United States Department of Labor
VTC	Vocational Training Center
WFCL	Worst Forms of Child Labor

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## EXECUTIVE SUMMARY

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On September 30, 2008, CHF International received a 4-year Cooperative Agreement worth US\$4 million from the U.S. Department of Labor (USDOL) to implement an education initiative (EI) project in Jordan, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting *the five goals of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) Education Initiative*. CHF International was awarded the project through a competitive bid process.

The project, called Combating Exploitive Child Labor through Education (CECLE), aimed to prevent 4,000 children from exploitive child labor and withdraw another 4,000 through the provision of quality education interventions at many levels. The project also aimed to increase the body of knowledge regarding child labor and support and strengthen policy structures to increase protection of children.

### RELEVANCE

The project is relevant and addresses the five EI goals to a large extent. The project design clearly supports the goals. CECLE has brought together untraditional government partners to work toward the goal of combating child labor. The project also pioneered in placing issues of child labor at the forefront of the national dialogue. The project assumptions were relatively accurate. The project was affected by the economic crisis as well as political development both at the national and regional levels that could not have been foreseen.

### EFFECTIVENESS

Project implementation was effective to a large extent. The project succeeded in enrolling a large number of children in its activities. It has succeeded in preventing large numbers of children from engaging in the worst forms of child labor (WFCL), while attempting to withdraw others. It has further provided non-Jordanian nationals access to education. The learning environment of children was improved through the introduction of participatory learning methods and training of facilitators. Although the objective of withdrawing 4,000 children from exploitive child labor was not met, the project continues to support children who are not fully withdrawn and equips them with the education necessary to forge better futures.

The project was effective in strengthening policy structures to better serve and increase the protection of children against the WFCL. The project has produced two important studies that will help increase understanding of the root causes of child labor in Jordan.

### EFFICIENCY

CECLE was cost efficient but many project activities were affected by the downturn in the economy and rising prices and running costs of the project. However, it did fairly well in leveraging nonproject resources and finding alternative ways to continue its work. Human resource issues and data management systems were some of the challenges that the project dealt with.

## **IMPACT**

The project had an immense impact on the lives of its beneficiaries. It has provided children with quality education opportunities, and it has continued to affect these children in a positive way.

The project further empowered facilitators and afforded them with the necessary tools to better serve their communities. The impact of the project on facilitators and children is a great success story. Facilitators could have made use of additional training and mentoring but resources were limited. The impact of the project could have been increased had more attempts been made to engage community leaders, other than religious, and empower Community-based Organizations (CBOs).

## **SUSTAINABILITY**

A sustainability plan was integrated into the project design. The project has worked to ensure the sustainability of its efforts through various means. It is anticipated that many of the activities of the project would be sustainable. In particular, the Ministry of Education (MoE)-supported nonformal education (NFE) centers will continue to work on providing quality education to children and will likely integrate child labor issues into its activities. The same cannot be said of all informal education (IFE) centers operated by CBOs.

Another major achievement of the project is the government's endorsement of the National Framework to Combat Child Labor (NFCC). This important instrument will ensure that efforts to combat child labor will continue to be driven by government initiatives. The sustainability of project interventions is further supported by the presence of the USDOL-funded International Labour Organization's International Programme on the Elimination of Child Labour (ILO-IPEC) project that will work on activating the NFCC and developing a national tracking system of working children.

The following are recommendations for other projects to operate in Jordan.

Projects that will:

- Focus on creating lasting partnerships amongst government institutions, the government, and CBOs at the national and local levels to ensure sustainability.
- Enhance the role of local communities, and amplify the roles of community leaders to support efforts to eliminate the WFCL, while supporting the recruitment of children into education programs.
- Explain all the new regulations related to education and ensure that all CBOs and NFE centers are well equipped to continue raising awareness concerning the WFCL.
- Activate the NFCC in Jordan. There should be clear roles and mechanisms for CBOs and informal community groups that can support monitoring and reporting on the WFCL.
- Work through local structures and empower them to support the elimination of the WFCL, while becoming 'catalysts' and 'agents' of change.

- Continue work on identifying the root causes of child labor in Jordan based on sound and reliable research efforts.
- Develop programs that address school-based violence and reduce school drop-out rates.

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## I. PROJECT DESCRIPTION

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On September 30, 2008, CHF International received a 4-year Cooperative Agreement worth US\$4 million from the U.S. Department of Labor (USDOL) to implement an education initiative (EI) project in Jordan, aimed at withdrawing and preventing children from exploitive child labor by expanding access to and improving the quality of basic education and supporting *the five goals of the Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) Education Initiative*. CHF International was awarded the project through a competitive bid process.

As stipulated in the Cooperative Agreement, the project targets 4,000 children for withdrawal and 4,000 for prevention from exploitive work in small and informal industries in Greater Amman, Zarqa, Irbid, Madaba, Aqaba, and in hazardous agriculture in Jerash, Balqa, and Karak. The project's overarching goal is to reduce the number of children involved in the WFCL in Jordan, with intermediate objectives of withdrawing and preventing children from the WFCL through improved access to formal, nonformal, informal, and vocational training and education services; raising awareness regarding the importance of education and mobilizing participants to improve education infrastructure; improving policies on child labor and education; strengthening the capacity of national institutions; and advancing formal and transitional education systems. CHF International is partnering with the Questscope (QS) Fund for Social Development and the National Council for Family Affairs (NCFA) for this project.

The project's strategies and approaches for direct interventions, awareness raising, and capacity building include:

- Create and train parent and community support groups regarding child labor and children's rights.
- Conduct trainings for teachers, principals, and education counselors to improve education services and quality.
- Develop partnerships with media to encourage education and discourage exploitive child labor.
- Provide increased access to FE support services, informal education (IFE), nonformal education (NFE), job skills training, and employment linkages.
- Provide legislative research and technical guidance to government policymakers on child labor and education issues.
- Establish labor inspection teams and initiate interagency cooperation and referral mechanisms to ensure that beneficiaries and their families receive social support services.
- Conduct research on the effects of child labor as identified through the baseline research study.

The project provided educational services to children in an attempt to prevent them or withdraw them from the WFCL as follows:

**Informal education (IFE):** Targeting children withdrawn or prevented from exploitive child labor. IFE programs included: sports activities, arts activities, educational activities, wilderness camps, and counseling services. Most working children have dropped out of school for a long period of time. IFE prepares the child for education. In this phase, the educational activities focus on reading and writing, mathematics, and life skills. This type of education does not lead to a certificate, but it can lead to referral to NFE, FE, and Vocational Training Centers (VTCs). It can be considered as a type of a rehabilitation program where children are able to enroll in one of the certified education services.

**Nonformal Education (NFE):** Targeting children who have dropped out of school for 3 or more years. NFE centers use curricula developed and supervised by the Ministry of Education (MoE). NFE is a three-level program with each level lasting 8 months for a total of 24 months. The curriculum, known as reading materials, was developed for 3 levels of reading competency. Level 1 covers grades 1–4, Level 2 covers grades 5–7, and Level 3 covers grades 8–10. Children completing the NFE program receive a certificate equivalent to the 10th grade completion certificate.

**Formal Education (FE):** Targeting children who dropped out of school for less than 3 years or are less than 13 years old. The CBOs will work with the child while she or he is in the IFE program and focus on preparing the child and her or his return back to school.

**Vocational Training Centers (VTC):** CECLE supported the enrollment of children in VTC programs. NFE and IFE facilitators referred eligible children to VTCs. Facilitators followed up with children enrolled in these centers every 6 months.

## **II. EVALUATION OBJECTIVES AND METHODOLOGY**

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This section provides an overview of the evaluation objectives and the methodology used including data collection and analysis.

### **2.1 SCOPE OF EVALUATION**

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with CHF International. All activities that have been implemented from project launch through the time of the evaluation fieldwork should be considered. The evaluation should assess the achievements of the project in reaching its targets and objectives, as outlined in the cooperative agreement and project document.

The evaluation addresses issues of project design, implementation, management, lessons learned, and replicability. It also provides recommendations for current and future projects. The questions addressed in the evaluation are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

### **2.2 FINAL EVALUATION PURPOSE**

The purpose of the final evaluation is to:

- Assess whether the project has met its objectives and identify the challenges encountered in doing so.
- Assess the relevance of the project in the cultural, economic, and political context in Jordan, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.
- Assess the intended and unintended outcomes and impacts of the project.
- Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in Jordan, and in projects designed under similar conditions or target sectors.
- Assess whether project activities can be deemed sustainable at the local and national level and among implementing organizations.

The evaluation provides documented lessons learned, promising practices, and models of intervention that will serve to inform future child labor projects and policies in Jordan and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and CHF International. Recommendations focus around lessons learned and promising practices from which future projects can glean information when developing their strategies toward combating exploitive child labor.

### **2.3 INTENDED USERS**

This final evaluation provides USDOL, CHF International, other project-specific stakeholders, and stakeholders working to combat child labor more broadly, an assessment of

the project's experience in implementation and its impact on project beneficiaries. Lessons learned and promising practices should be used by stakeholders in the design and implementation of subsequent phases or future child labor projects in Jordan and elsewhere as appropriate.

To achieve the evaluation objectives, the findings are divided into the following five main sections: Relevance, Effectiveness, Efficiency, Impact, and Sustainability.

## **2.4 EVALUATION METHODOLOGY**

This section provides an overview of the evaluation methodology including data collection and synthesis.

### **2.4.1 Approach**

The evaluation approach was primarily qualitative, though some quantitative data were drawn from project reports to the extent possible and incorporated in the analysis. The evaluation approach was independent in terms of the membership of the evaluation team. Project staff and implementing partners were generally only present in meetings with stakeholders, communities, and beneficiaries to provide introductions. The following additional principles were applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives were triangulated for as many of the evaluation questions as possible.
2. Efforts were made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines for research on children in the WFCL (<http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>), and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity were integrated into the evaluation approach.
4. Consultations incorporated a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that were not included in the Terms of Reference (TOR), while ensuring that key information requirements were met.
5. Whenever possible, a consistent approach was followed in each project site, with adjustments made for the different actors involved, activities conducted, and the progress of implementation in each locality.

### **2.4.2 Data Collection**

Data collection was done in three phases: desk review prior to field visit; interviews and focus groups with stakeholders during field visit and document collection; and further review and data synthesis after the field visit. Clarifications and quantitative data reports were solicited from CHF/Jordan and CHF/USA through e-mails and conference calls.

## **1. Document review**

- Pre-field visit preparation included extensive review of relevant documents.
- During fieldwork, documentation was verified and additional documents were collected.
- Documents included:
  - Project document and revisions
  - Cooperative Agreement
  - Technical Progress and Status Reports
  - Project Logical Frameworks and Monitoring Plans
  - Work Plans
  - Correspondence related to Technical Progress Reports
  - Management Procedures and Guidelines
  - Research or other reports undertaken (baseline studies, etc.)
  - Project files (including school records)

## **2. Tools development**

Before beginning fieldwork, the evaluator developed a question matrix that outlines the source of data from where the evaluator plans to collect information for each TOR question. This helped the evaluator make decisions as to how to allocate time in the field. It also helped the evaluator ensure they are exploring all possible avenues for data triangulation, while documenting where their evaluation findings are coming from.

Following initial discussion of the question matrix, detailed question guides by data source were developed by the evaluator. All efforts were made to ensure that question guides encompassed all the TOR questions, as well as others that the evaluator deemed necessary. Some overlaps exist across the guides, and this is intended to create a pattern of perceptions about different issues.

## **3. Initial contacts with USDOL and Project Management**

Following the development of the question matrix, the evaluator conducted teleconference interviews with USDOL and the CECLE project director in Jordan and the project manager in the U.S. The purpose of these interviews/discussions was to gather as much information about the project prior to the fieldwork, develop a clearer understanding of the main successes and challenges of the project, gain an in-depth perspective on the progress of the project since the mid-term evaluation, and acquire initial insights about the project's response to the recommendations of the mid-term

evaluation. This step informed the tools development for the fieldwork, and refined the question matrix.

#### **4. Interviews with stakeholders**

Informational interviews were held with numerous project stakeholders. Depending on the circumstances, some of these meetings were one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Meetings were held with:

- Bureau of International Labor Affairs (ILAB)/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, and education personnel
- Project beneficiaries (children withdrawn, prevented, and their parents)
- International organizations, nongovernmental organizations (NGOs) multilateral agencies working in the area
- Labor Reporting Officer at U.S. Embassy

#### **5. Field visits**

The evaluator visited a selection of project sites. The final selection of field sites to be visited was made by the evaluator in collaboration with the CECLE management team in Jordan. Every effort was made to include sites where the project was successful, others that encountered challenges, and a cross section of sites across targeted child labor sectors. Moreover, some of the sites previously visited during the mid-term evaluation were also included in the list of sites. During the visits, the evaluator observed the activities and outputs developed by the project. Focus groups with children and parents were held, and interviews were conducted with NGOs, community leaders, and teachers.

The evaluator also observed some of the sessions run by teachers/facilitators in educational facilities. This allowed the evaluator to assess interaction between the facilitators and the children.

#### **6. Stakeholder meeting**

Following the field visits, a stakeholder meeting was conducted by the evaluator, which brought together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants of the stakeholders

meeting was drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork.

The main objectives of the meeting were to present the evaluation's major preliminary findings and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting was determined by the evaluator in consultation with project staff. Some specific questions for stakeholders were prepared to guide the discussion.

### **2.4.3 Ethical Considerations and Confidentiality**

The evaluation mission observed the utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff were not present during interviews. However, implementing partner staff accompanied the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

### **2.4.4 Limitations**

Fieldwork for the evaluation lasted approximately two weeks, and the evaluator did not have enough time to visit all project sites. All efforts were made to ensure that the evaluator visited a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation are based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings is determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency is limited by the amount of financial data available. A cost efficiency analysis is not included because it would require impact data that are not available.

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### **III. RELEVANCE**

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This section considers the relevance of the project to the cultural, economic, and political context in Jordan, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL.

#### **3.1 PROJECT ASSUMPTIONS**

The CECLE project was built on three main assumptions:

**Assumption 1:** Enabling political environment in the form of government commitment to ending the WFCL by 2014.

**Assumption 2:** Provision of quality education will be sufficient in withdrawing children from the WFCL.

**Assumption 3:** Stable political and economic situation at the national and regional levels.

The first assumption, enabling environment in the form of government commitment to ending the WFCL by 2014, proved correct. Jordan is one of the countries signed on to the ILO-IPEC goal to end Child Labor by 2016. CECLE was able to engage with government partners to strengthen existing capacities and build new partnerships that can support the elimination of the WFCL. CECLE brought together national government partners to develop the NFCC, institutionalize it, and support its piloting. Furthermore, CECLE was successful in building on existing MoE and CBO educational models to provide education opportunities for working children.

The second assumption, provision of quality education will be sufficient in withdrawing children from the WFCL, proved to be problematic. Providing quality education to children has been a cornerstone of the project. However, this intervention did not succeed in withdrawing the target of 4,000 working children. This is of particular significance. According to project stakeholders the lack of alternative sources of income was a main reason for the project's inability to meet this set target. (Please see section 5.5 for further discussion of this issue.)

The third assumption, stable political and economic situation at the national and regional levels, proved to be inaccurate, although this could not have been predicted at the onset of the project. The economic crises and the reduction in income have contributed to the difficulties faced by the project. As prices of basic commodities increased so did the need of families to continue to send their children to work. Changes in government at the national level and events of the 'Arab Spring' could not have been foreseen at the onset of the project. These factors slowed down some project activities.

#### **3.2 SUPPORT OF EI GOALS**

Generally speaking, the project supports the five EI goals. Many of the project activities go toward supporting one or more of the goals. Below is a discussion of the extent to which each EI goal was supported by project activities.

***El Goal 1: Raising awareness of the importance of education for all children***

Project activities clearly and systematically support this goal. CECLE's work, both at the national and community levels, supports this goal.

CECLE is successful in bringing together national government partners and raising their awareness of issues related to child labor and the importance of education for all. Moreover, CECLE has successfully championed partnerships between government and nongovernment partners to increase their knowledge and engagement in finding solutions for child labor issues and combating the WFCL in Jordan. The successful engagement of trade and professional unions is also a strong positive step toward increasing awareness of child labor and the WFCL. Last, but not least, cooperation with traditional community leaders (religious leaders, in particular) is also a positive effort at the national level. According to CHF/Jordan, CECLE had unique engagement with religious leaders in the community. CECLE engaged 4,500 mosque leaders who addressed child labor issues in their weekly sermons throughout Jordan. The time allocated for the evaluation, however, did not permit meeting any of the religious leaders involved in this effort.

Furthermore, at the end of the project, CECLE has managed to engage media leaders and young media professionals into forming a media network to support efforts to raise awareness of the WFCL to the wider Jordanian community. It is important to note that the media engagement started in the second year of the project, but became more focused during later years. Significant results began to appear in Year 3 of the project, and efforts to sustain this engagement began in Year 4 by establishing the media network to combat child labor.

At the community level, project activities included training of school teachers and CBO facilitators, and raising awareness of parents, employers, and children on the WFCL.

***El Goal 2: Strengthen systems that encourage working children and those at risk of working to attend school***

Generally speaking, project activities work toward this goal. CECLE has improved the learning environment of children in schools in Jordan. The provision of training activities to teachers, CBO facilitators, and school counselors have increased their knowledge of the causes of child labor and provided them with the necessary techniques to improve their performance both within the FE system, as well as in NFE centers.

Production of training manuals designed for teachers and facilitators, development of enrichment materials to raise awareness of child labor issues, and engagement of community members all support the improvements in the learning and teaching environments available to children in Jordan.

The introduction of participatory learning methods and training of teachers and facilitators on these methods also supports this goal.

The project was relatively successful in building linkages between NFE and IFE centers. CECLE served as a link facilitating the enrollment of children completing their literacy and numeracy course in IFE and NFE centers. IFE facilitators also had the opportunity to refer eligible children to FE. This could be perceived as a step toward providing children who had previously dropped out of school with an opportunity for enrollment in the FE system. It is also worth noting that in some IFE centers visited during the course of this evaluation, some

facilitators were well aware of the process for referring graduates from their centers to NFE centers. Project activities and advocacy efforts have also supported the revision of educational policies that now present children who have left school for more than 3 years with education opportunities other than vocational training only.<sup>1</sup>

***EI Goal 3: Strengthen national institutions and policies on education and child labor***

The project's second objective clearly supports this goal. CECLE policy and advocacy work was supported by the establishment of the National Committee on Child Labor chaired by the Jordanian Minister of Labor. The National Committee on Child Labor formed the Framework on Child Labor Task Force which drafted the NFCC.

The Jordanian government's endorsement of the NFCC on August 23, 2011 also supports this goal. The NFCC paved the way for the establishment of the Technical Committee on Child Labor bringing together untraditional partners (government and CBOs) to support the implementation of the NFCC. Training provided to labor inspectors and support to the Ministry of Labor (MOL) by the project also work toward the achievement of this goal.

Advocacy work with the MOL and MoE has also been important in improving the legislative environment and providing working children with better education opportunities. CECLE's work with MOL has resulted in an update of the list of hazardous occupations whereas advocacy work with MoE has increased education opportunities of working children and school drop outs.

The work of the project has paved the way for lobbying the Jordanian government for further legislative amendments. CECLE proposed amending the military conscription age from 16 to 18 in the Military conscription law. According to the CECLE project director in Jordan, the age for military conscription was raised from 16 to 18. It was further noted that the labor law itself was clarified making it illegal for children to work below the age of 16 and only allowed to work between 16 and 18 years of age under certain conditions. CECLE has also lobbied for the inclusion of a clause in the Juvenile Law that would add protection to working children less than 16 years of age. According to CHF/Jordan the amendment of the Juvenile Law was approved.

***EI Goal 4: Support research and the collection of reliable data on child labor***

CECLE has been engaged in data collection and accumulation of promising practices and lessons learned. The project has produced a baseline survey study that served as the main planning tool for all project activities. The baseline survey was a first step toward understanding the phenomenon of child labor in Jordan.

CECLE, through its associate NCFA, has also produced two key studies namely; "Physical and Physiological Impact of Child Labor in Jordan" and "Child Labor in Agriculture Sector in Jordan". Both studies provide valuable information on the situation of working children in Jordan.

The project has also built on the work done by another project associate, QS, to upgrade and synthesize a database of project beneficiaries. This database, if well maintained after the life

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<sup>1</sup> According to new regulations, children who complete the NFE education cycles can continue their high school education after completing 10<sup>th</sup> grade through home schooling, which will allow them to enter university, and not just receive a vocational training certificate.

of the project, could ultimately provide reliable information on trends in child labor and associated issues in Jordan.

### ***EI Goal 5: Ensure the long-term sustainability of these efforts***

The endorsement of the Jordanian government of the NFCC in Jordan supports the continuation of some of the partnerships supported by the project, and ensures the continuation of a national dialogue and plan of action to combat child labor. Capacity building and technical support of the MOL inspectors and ‘activation’ of the MOL Child Labor Unit, as well as the improvement in the learning environment in schools participating in the project are also good sustainability measures.

Project activities focusing on community empowerment in the form of capacity building and technical support to CBOs, MoE, and MOL, and identification of focal points at the governorate levels would help support the sustainability of the key concepts and strategies of the project.

Collaboration with other USDOL-funded projects would also support the sustainability of the project’s interventions.

### **3.3 MAIN STRATEGIES IN WITHDRAWING AND PREVENTING CHILDREN FROM THE WFCL**

The review of available project documents and discussions with CECLE project staff in Jordan and stakeholders, including direct beneficiaries, shows that CECLE was built around three inter-linked pillars: (1) raising awareness of child labor issues and value of education at various levels, (2) providing quality education opportunities to prevent and withdraw children from the WFCL, and (3) enacting legislative and regulatory policies that would ensure the protection of children from the WFCL.

Working toward these three pillars, the project used three distinct strategies. Below is a discussion of each, and its perceived role in withdrawing or preventing children from the WFCL.

The project’s main strategy for withdrawing and preventing children from the WFCL focused on providing educational services as a direct strategy to preventing and withdrawing children from involvement in the WFCL. These services included support of FE, NFE, IFE, and vocational training. This strategy proved effective in preventing children from engaging in the WFCL. The project strategy of building on an existing successful model was developed by one of the associates at QS. It is a sound approach to development where one project builds on the experiences and successes of previous engagements and attempts to improve education quality.

Awareness-raising activities at the community level cannot be separated from this strategy. The project raised awareness of parents, children, and employers about education and the WFCL. Facilitators and parents of children in the project were all well aware of the importance of education and were well synchronized concerning the objectives and expected outcome of the project. Facilitators, in particular, exhibited high levels of commitment to child labor issues, and many seemed empowered to continue considering this issue in their work, even after the life of the project. Facilitators could have made use of further training especially in matters related to counseling and recruitment of child laborers.

Awareness raising at the national level through the media and capacity building of line ministries had a strong impact on placing issues of child labor on the national agenda. This supported the project's efforts to develop the NFCC through consensus on the importance of the issue and the need for all stakeholders to work together to continue the work done by the project.

Partnering with the NCFA is also a good strategy to ensure that the project is well positioned within decision-making circles. Due to the special nature of the NCFA, the project was able to obtain endorsement of the NFCC. The NFCC is an important instrument used by the project, as it gives schools and labor inspectors the required legal framework to withdraw and prevent children from the WFCL. The NFCC is an important tool that helps build important linkages between the various stakeholders and assigns clear roles and responsibilities for each stakeholder to ensure that the values advocated by the project will continue to shape the national dialogue in ways to overcome the WFCL in Jordan.

### **3.4 APPROPRIATENESS OF THE PROJECT DESIGN FOR THE CULTURAL, ECONOMIC, AND POLITICAL CONTEXT**

The project design shows a general, yet clear, understanding of the cultural context. It exhibits clear understanding of some of the key constraints to combating child labor efforts in Jordan. The various dimensions of awareness raising are well suited for each audience and have generated a national interest in child labor issues.

The project design itself does not seem to address the root causes of initial female drop out from schools; however, the project attempts to integrate girls within the project mostly for prevention purposes, while not withdrawing females from the WFCL. According to the CECLE project director, the program did not locate girls in the WFCL, but could only locate a number of girls in exploitive labor. The program has successfully withdrawn a number of girls from labor through its interventions, which are designed to be girl-friendly through the IFE and NFE centers.

Even within the CBOs interviewed, there seemed to be a lack of understanding of the situation of girls and their working circumstances. A limited number of CBOs exhibited an understanding of girls' work and female drop outs. These CBOs were the most engaged within their communities in general.

The project cannot be said to be completely aligned with the economic and political circumstances in the country. In part, this is because of the economic crisis. The design of the project did not take into consideration the political situation in the country, particularly the presence of a large numbers of refugees. According to information available to the evaluator, it appears that the project design did not take into consideration the different needs of the various youth groups residing in Jordan such as children of Jordanian women married to non-Jordanian nationals who are considered non-Jordanian. This group (especially in cases where the mother is divorced or abandoned by the husband) requires some additional policy and advocacy work that is not present in the current project design. According to CHF/Jordan, it is against Jordanian law to restrict enrollment or beneficiaries of education programs to Jordanian nationals or any other population. Thus, many of the program's beneficiaries were non-Jordanians, including Palestinian and Iraqi refugees. This indirect impact by CECLE is commendable as it provided educational access to children who would have otherwise been deprived of education.

Nonetheless, the circumstances that some refugee children and non-Jordanian children find themselves in (such as lack of previous education records, lack of residency, or inability to join the FE system because of lack of resources) were not part of the original project design. The number of refugees, and thus refugee children in Jordan, is an issue that should have been considered by the project to ensure that activities and interventions are well suited for the different circumstances of each group of children targeted (directly or indirectly).

Nationally, the project worked to refine existing laws and regulations to address the WFCL, and synthesize government efforts toward this particular issue. Yet, the design of the project focuses mainly on awareness raising and, to a lesser degree, on creating community ownership of the problem and potential solutions for it.

### **3.5 MAIN OBSTACLES TO ADDRESSING CHILD LABOR THROUGH EDUCATION**

The project has identified the absence of alternative sources of income as one of the key obstacles to addressing child labor through education in Jordan. It was noted by many stakeholders that the reason for children dropping out of the CECLE program is the lack of alternative income programs within CECLE. Many stakeholders explained that the deterioration of the economic conditions and the changes in the political situation both at the national and regional levels have made it hard to continuously engage stakeholders in issues of relevance to child labor.

According to many interviewed during the course of the fieldwork for this evaluation (project director, project manager, education coordinator, and monitoring and evaluation [M&E] specialist), there seems to be a consensus that the main obstacle is the inability of the project to provide alternative income sources. CHF/Jordan explained that additional reasons include: (1) distance from centers and the need for transportation, and (2) children who need to continue working for their livelihoods were unable to match their schedules with that of the NFE centers. NFE sessions have limited flexibility as the sessions have to be after regular school hours since the facilitators are also teachers in FE. Finally, some children drop out because they leave the country with their parents (some on travel but mainly as refugees).

It is worth noting that many of the children interviewed explained that they continue to work because they got used to having their own money and they care a great deal about the ability to own mobiles and buy cigarettes or clothes without having to ask their parents. This is not to suggest that this was the primary reason for which they entered the labor force in the first place, but rather why they refuse to discontinue engagement in the WFCL. According to CHF/Jordan this may also be related to lack of alternative income sources within the household. Though cigarettes and mobiles are not basic needs for children, CHF/Jordan believes that it is likely that these children's families were not able to provide them with their basic needs due to lack of income, and therefore the children continue to work in order to be able to assist with meeting those needs.

According to CHF/Jordan, there were attempts at addressing the challenges faced by the project but these proved to be unsuccessful:

1. Transportation costs could not be provided by the project within the limited resources available. However, CECLE worked to mobilize CBOs and their local resources to provide transportation to beneficiaries. In addition, some local transportation companies provided support for a short time; however, these companies were not able

to continue to provide this support due to financial challenges, the economic downturn, and the rise of gas prices.

2. NFE sessions cannot occur during the normal school hours as NFE teachers are also FE teachers. The only flexibility for timing of NFE centers was to place the 2-hour sessions between 2:00 p.m. and 7:00 p.m. This timing did not suit many of the working children, as they are unable to leave their job due to their own and their family's financial needs. This prevented the program from counting these children as beneficiaries, as they were not enrolled in any education program, even though CECLE reports that it has helped many of them to create a safer work environment.

The project's strategies to reduce drop-out rates cannot be said to have been fully successful. Future projects of the same nature could learn a lesson about the need for stronger coordination with relevant ministries to ensure that the timing of the services provided is convenient to the majority of the target population. CHF/Jordan explained that the flexibility provided for children to select the timing of their sessions between 2:00 p.m. and 7:00 p.m. was the best solution given the available resources.

Most NFE facilitators are teachers that teach in the FE system during the morning and early afternoon. Therefore, NFE sessions could not be available prior to 2:00 p.m. CHF/Jordan further explained that most FE drop-out children preferred sessions that did not coincide with the FE sessions in order to avoid the negative feelings associated with their experience in FE or with their dropping out.

The assumption about the impact of the lack of alternative livelihood options on children continuing to be engaged in the WFCL after being part of the project (i.e., continuing to work in the WFCL and/or dropping out of the program) needs to be closely re-examined. As children, themselves, have pointed out, they like having their own sources of income.

Many of the children interviewed explained that they started to work *after* dropping out of school, and not before. Many expressed frustration with the education system in Jordan, school-based violence by teachers, and high classroom density which makes them drop out of school and seek employment. Discussions with the MoE representatives during the field visit reinforced these ideas. When asked about the main causes of dropping out of school, MoE representatives confirmed that school-based violence is the main cause, followed by economic need. This issue requires closer examination in the future to ensure that future projects and initiatives are responding to the root causes of the problem and supporting the elimination of the WFCL. According to the CECLE project director, the main reason children drop out is linked to their school environment: how they are treated by teachers and the environment of violence surrounding them. CECLE has taken some positive steps toward raising awareness about school-based violence which could have a positive impact on reducing school drop-out rates in the future. Similar initiatives could perhaps focus on the root causes of dropping out of school, and work on altering the mind sets of parents, and children alike, concerning the value of education.

There is not enough evidence to show that the project had, at the onset, a response to the root causes contributing to female school drop-out rates or the nature of girls' work. However, according to CHF/Jordan, the primary differential response to females was to increase targeted family visits to encourage them to permit their daughters to attend. Extracurricular activities were increased to attract children to regular attendance in NFE/IFE. This was in

addition to CECLE's awareness-raising activities through CBOs. The families of any dropout from NFE/IFE were visited to encourage them to support attendance. The program knowledge of girls' work increased throughout the program, as the original baseline study at the beginning of the project was conducted at a time of year when seasonal female child labor has been at its lowest rate of incidence.

Other obstacles identified included lack of value attributed to education by parents and children alike. The culture of 'inheriting' the parents' profession and the need to start at an early age to support the family business is also a key constraint in addressing child labor in Jordan.. Another obstacle identified by the project is that the employer culture holds the belief that they are doing families a favor by employing their children to help them out of economic difficulty.

### **3.6 PROJECT DESIGN AND EXISTING INITIATIVES**

Prior to the beginning of the project, there was no concentrated collective effort to either combat the WFCL in Jordan, or address issues of child labor in any way.

The project capitalized on the government of Jordan's commitment to meet its international obligations toward elimination of the WFCL. The government had ratified the Convention on the Rights of the Child (CRC) in 1991. The Jordanian Education Law No. 3 of 1994 guarantees the right of free basic education for all children through the 10th grade. In 1996, Jordan amended the Labor Law, raising the minimum age for entry into labor from 13 years to 16 years, thus, closing the gap between the legal employment age and the age of compulsory education. In 1998, ILO organized Convention No.138 that specifies the minimum working age for children. In 2000, Jordan endorsed ILO Convention No.182, on the elimination of the WFCL. Recognizing the importance of education to the elimination of child labor, the MoE addresses child labor issues in its Educational Development Plan of 2003–2015.

The CECLE design strategically worked through existing MoE and CBOs structures. The project increased the number and capacity of centers offering services to children. CECLE also built on the work previously done and the model created by QS to develop, in collaboration with the MoE, specialized curricula for school drop outs. Toward the end of the project, additional enrichment material targeting children at risk of the WFCL was added to the formal curricula of the MoE to be implemented both in NFE centers and in FE schools for children at risk.

The policy and legislative work done by the project built on the government commitment to eliminate the WFCL and the policy analysis related to child labor conducted by NCFA.

### **3.7 RESPONSE TO MID-TERM EVALUATION RECOMMENDATIONS**

The CECLE mid-term evaluation provided the following recommendations concerning the project:

- The project should identify the WFCL it has the capacity to reduce. Then focus on withdrawing and preventing the children from engaging in these activities, such as working as mechanics, using potentially dangerous machinery, and performing lengthy agricultural work during the summer.

- The coordinators and the facilitators of direct project activities in the IFE and NFE centers are dedicated and sincere in their efforts to help the children. However, they continue to need additional training in counseling children and their families, as well as presenting truly participatory and interactive sessions.
- To ensure sustainability, a national framework that addresses child labor issues in a comprehensive manner must be developed. This requires better collaboration between village and urban stakeholders in the planning and policymaking that will improve the lives of all children throughout Jordan.
- The provision of transportation to and from the IFE and NFE centers could greatly increase the number of beneficiaries, especially among girls.
- Educational activities designed to combat child labor will be more effective if the project provides a nutritious snack, varies educational activities, addresses the psychosocial needs of families, and involves parents.
- University involvement with the project's implementation could build a sustainable research component to study the long-term impact of the project.
- Facilitator training should include guidance and counseling, classroom management, alternative disciplinary methods, participative/cooperative learning, and use of low-cost materials.

CECLE has taken various steps to address the recommendations made during the mid-term evaluation. This has necessitated a budget revision and many activities were revised to ensure increased effectiveness of the program based on the recommendation of the mid-term evaluator.

The project has developed successfully and obtained government endorsement for the NFCC. At the time of this evaluation, the mechanisms for implementing the framework were still unclear. According to many stakeholders interviewed during the course of this evaluation, there are efforts currently underway to develop the required reporting and other systems to ensure the implementation of the NFCC. CECLE, in partnership with the ILO, has established the Technical Committee on Child Labor bringing together government and nongovernment stakeholders to design a plan for the implementation of the NFCC and develop a system for tracking the work status of children.

The project has also worked with local CBOs and NFE management to deal with the issue of transportation. CBOs and NFE centers' management were really creative in finding ways to help with this issue. One CBO in Aqaba used its own resources to provide transportation to its IFE center for girls. In addition, the Akka School in Amman tried to find a driver willing to transport the girls at reduced prices; however, these efforts were sporadic and depended on the abilities of individual CBOs and NFE centers.

In response to the need for additional training of facilitators and coordinators on counseling of parents and children, the program developed the NFE enrichment materials. These materials included information on topics needed for the facilitators and suggested by the mid-term evaluation. The material was developed and the training implemented between May and July 2011, after the mid-term evaluation. In order to ensure the sustainability of this content

and its topics, the program worked with MoE for its approval and adoption of this material as an official part of MoE NFE curricula. Training on enrichment material modules targeted 100 NFE facilitators. In addition to this, the program developed enrichment material on child labor to be used in the FE system.

According to CHF/Jordan the education specialist along with QS coordinators conducted field visits to 21 NFE centers for multiple purposes including the following: provide technical assistance on incorporating the enrichment materials within the sessions, follow up and capacity building for NFE centers' facilitators after the enrichment workshops, attend sessions to make sure that facilitators were using the proper methodology, and ask children and facilitators different questions to make sure that both children and facilitators were aware of child labor concept as a result of incorporating the enrichment materials in their sessions. IFE facilitators did not receive additional trainings. During the course of this evaluation, parts of two such field visits were observed.

The project has also trained 42 school counselors on ways to identify children at risk and developed materials to support counselors' efforts to prevent children from the WFCL. Although the effort is commendable and works well toward the sustainability of the project, associates and beneficiaries alike explained that this step came late in the life of the project and will not lead to the desired effect because there will not be enough time to follow up on it. Facilitators inside the NFE centers were not aware that this training took place and that coordination can take place between them and the trained counselors.

The issue of additional training for facilitators and coordinators was discussed with CHF/Jordan. It was noted that these trainings would have required a budget revision. The CECLE project director noted that a budget revision was conducted that resulted in some additional training for the facilitators and the coordinators as recommended by the mid-term evaluation. It was noted, however, that further trainings beyond what was recommended by the mid-term evaluation, were not possible even after the budget revision due to financial constraints. The project, however, implemented additional training sessions to partners working on the NFCC. The CECLE project director explained that the trainings were necessary to move the NFCC forward as it was found that partners were unable to come up with a common vision and move forward on the activation and implementation of the NFCC.

The project has also taken many positive steps to reducing the time spent by facilitators on follow-up forms and has revised many aspects of its M&E systems.

### **3.8 OTHER ISSUES**

Although issues related to refugees and their situations were brought up during the mid-term evaluation, there is no evidence to suggest that this group has received additional attention. According to CHF/Jordan, the services and referrals mentioned in the NFCC are not limited to Jordanian children; it will also include non-Jordanian children involved in child labor. It was further explained that some issues related to refugees are part of political protocols and situations that fall outside of the CECLE mandate. One of the indirect outcomes of the project has been the ability to offer education services to children residing in Jordan irrespective of nationality. It is recommended that future projects working on policy issues note this point and attempt to ensure that universal child rights irrespective of nationality are taken into consideration.

The organizational structure of the project is unusual. The project is generally understaffed and the collaboration between CHF/Jordan and its associates is not optimal. Each project partner is located in a different building which made collaboration and coordination very difficult and time consuming. The housing of the prime grantee of the educational specialist, who theoretically should be rendering support to the coordinators and facilitators, is also important. This is an issue because both organizations do not work out of the same offices, making it difficult for coordinators to solicit support from the education specialist whenever needed.

Facilitators and QS coordinators are highly dedicated and are well respected within the communities in which they work. During the course of the field visits, the evaluator had the opportunity to discuss the role of the coordinators and observe the way in which they deal with local communities. Coordinators work really well with the communities and support them in every way possible. Regular contact and visits are carried out to communities. However, the job descriptions of both facilitators and coordinators are not optimal. Both groups were engaged in data management and data oversight. This has limited their capacity to deliver more attention to the children and use their time to increase community engagement. According to CHF/Jordan, this was necessary to be able to complete the reporting required by the donor. However, this is more an issue of adequate staffing and matching job descriptions with qualifications, than reporting.

CHF/Jordan recognized the heavy burden of data collection, management, and oversight placed on facilitators and coordinators. However, CHF/Jordan maintains that this was necessary to complete the reporting needed for effective follow up and to maintain compliance with USDOL requirements. Furthermore, CHF/Jordan believes that both facilitators and coordinators need to be engaged in data collection, education delivery, and follow up in order to ensure the effectiveness of their education interventions and be able to measure its impact.

Nevertheless, the program established many mechanisms to enhance collaboration, such as establishing monthly executive team meetings to discuss the achievements of the previous month, and plan for the coming month. This is in addition to the formation of task forces for project activities that include all technical staff from the three associates. CHF/Jordan further explained that CHF convened topical meetings between QS and NCFA. According to CHF/Jordan, NCFA has been very engaged in the other project activities beyond the policy and legislation component; CECLE activities discussed during the monthly executive team meetings include: collaboration between the associates, and roles and responsibilities for each activity. Examples of NCFA engagements in other associate activities include the development of an awareness-raising manual for CBOs, conducting the training for 40 CBOs, visiting NFE and IFE centers to capture real cases to be presented for the National Framework on Child Labor Task Force. They also participated in all media-related activities and building a strong relationship with them. In addition, NCFA participated in all summer activities conducted by the project for children from NFE and IFE centers. NCFA also worked to engage QS on different activities related to the policy and legislation component, such as including them as a member in the National Framework on Child Labor Task Force and participating in law amendment discussions and workshops, especially the activities related to MoE law amendments.

The evaluator has sought repeated clarifications concerning the ownership of the project database. It appears that QS is the owner, along with MoE. This will make the process of

accessing the data and reports for future USDOL projects and initiatives time consuming and bureaucratic, if not problematic. Requests for information about child labor from the CECLE project will have to be addressed to the MoE in the future, who will have the ultimate say in what kind of data can be shared and with whom. The ongoing maintenance of the database also remains unclear. According to the CECLE project management, QS will continue to maintain the database, as required in the agreement between QS and the MoE, signed prior to the start of CECLE program. It is important to note, however, that the QS database was amended when it was adopted by CECLE to reflect project activities and to address reporting requirements made by the donor. Whether this will continue is doubtful, in light of stakeholders' complaints during the fieldwork about the time and level of effort to maintain the database in its CECLE-required form. CHF/Jordan further explained that NFE facilitators will keep monitoring child labor based on the database forms developed through CECLE, while revision of tools to further simplify the data capture procedures will be taken and studied in alliance with the national framework procedures. Governorate liaisons have been informed and guided through the handling of existing responsibilities of the NFE centers. The CECLE associates started, along with stakeholders, working with ILO development of the national tracking system that is supposed to integrate existing databases into the national system. The outcome of such actions will require close monitoring to ensure the usefulness of the database in the future. What will become of the data collected within CBOs as part of the IFE centers remains unclear.

Issues with the database go beyond future maintenance and ownership. The availability of regularly generated reports focus mainly on quantitative data and very limited qualitative data that could help shed light on the phenomenon of child labor in Jordan. According to CHF/Jordan, the database was created within a set of information parameters (needs of the CECLE project). There are limits to what the database was designed to provide and reasons for child labor that the program did not have the capacity or scope to address. For example, the evaluator could not obtain a report providing details as to drop-out reasons from project centers, except numbers of those children who have travelled. CHF/Jordan has explained that this is because of the difficulties associated with following up with children who drop out. Facilitators conduct 2–3 follow-up efforts after a child drops out to encourage children to return to the program, and to discover why they dropped out. Most of children who drop out avoid meeting the facilitators or answering their calls. This limits the information collected to that which can be gathered from parents and neighbors. CHF/Jordan has also maintained that the database includes many qualitative data, and that some qualitative reports could be generated. It was further explained that these include information such as the type of work in which children are engaged, the geographical distribution for these types of work, reasons for which children work, and how these differ across CECLE geographical areas. According to available information, the database cannot support the generation of reports about perceptions (before and after involvement with the project); measure awareness about dangers of WFCL; and reasons for which children continue to work.

Lastly, although the project reports on a number of children who have been withdrawn from the WFCL to safer occupations, no report could be obtained regarding the nature of the initial job or the one deemed 'safer'. CHF/Jordan explained that children withdrawn to a safer job include 2 categories: (1) those that moved to another job safer than the one they had, and (2) those whose current job conditions are enhanced to be safer, such as reducing the number of working hours, providing safety tools, changing the activities completed, etc. It seems most children withdrawn to a safer job fall under the second category. However, at the time of drafting this report, this information could not be verified, as no database generated reports

showing the numbers for each category could be obtained. Conditions for working children can be queried, but there are no specifics about those moved to safer occupations. It is further noted that forms signed by parents to register children into CECLE activities did not include a confidentiality waiver or an explanation of who is likely to have access to their information (government or nongovernment). CHF and its associates did not seem to consider this a major concern, since the information will not be made public.

### **3.9 LESSONS LEARNED AND PROMISING PRACTICES**

CECLE is a successful first initiative to combat child labor in Jordan. The project has adopted strategies to ensure the continuation of its relevance. There are a number of lessons learned and promising practices that could be valuable to future initiatives targeting the WFCL. They are as follows:

- CECLE design and activities brought together untraditional government counterparts and helped create lasting partnerships to support future efforts to combat child labor.
- The legislation and advocacy policy work is a strong component that would ensure the continuation of efforts to combat child labor in Jordan.
- Engagement of the media and rigorous awareness-raising activities are necessary in dealing with issues of cultural controversy, such as child labor.
- Concentrated efforts should be made to develop community groups, or informal protection committees, and to institutionalize the role of these committees through the NFCC to ensure its optimal implementation.
- Organizational structures and job descriptions of facilitators and coordinators should be carefully designed to ensure that those required to render education services are focused on their roles and empowered enough to work within their communities.
- Attention should be paid to developing data management systems that are well suited for the context or are supported by capacity-building efforts.
- Database ownership and issues pertaining to confidentiality of information should be strongly emphasized in future projects to ensure the availability of collective knowledge to all those who need it.
- Mainstreaming gender issues in future projects would shed light on the phenomenon of girls' work and help generate culturally sensitive approaches to addressing them.
- Future projects should work with relevant line ministries to ensure that educational service timing is convenient to most beneficiaries and takes their circumstances into consideration.

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## IV. EFFECTIVENESS

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This section assesses whether the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives.

### 4.1 ACHIEVEMENT OF STATED TARGETS

CECLE had five stated objectives. This section explores project achievements toward each objective pointing out success and challenges.

***Objective 1: Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct educational services***

At the time of the final evaluation, and based on reports and numbers of direct beneficiaries provided by the CHF M&E specialist, 6,243 children<sup>2</sup> have completed educational programs and 448 children are currently enrolled in education services. This brings the total of direct beneficiaries of project activities to 6,691 children. This number does not take into account the number of children who have enrolled in CECLE’s educational services and have dropped out without completing the program.<sup>3</sup> Below is a table provided by the CHF M&E specialist showing the exact number of project beneficiaries by category and gender.

Overall view	Boys	Girls	Total
<b>Withdrawn</b>			
Enrollment	1,659	423	2,082
Retention	107	32	139
Completion	1,400	341	1,741
<b>Not fully withdrawn</b>			
Enrollment	1,069	162	1,213
Retention	140	26	166
Completion	558	80	638
<b>Prevention</b>			
Enrollment	3,998	1,270	5,268
Retention	112	31	143
Completion	2,939	925	3,864

It is evident that the project met its target of preventing 4,000 children from the WFCL. However, the same cannot be said regarding the withdrawal of an additional 4,000 children from the WFCL. According to reports received from the CHF M&E specialist, and the CECLE project director, a total of 170 children have been withdrawn from the WFCL by moving to safer occupations; however, no reports were received explaining what type of occupation the children were initially involved in and the nature of their new ‘safer occupations’. According to the CECLE project director, most of these children had their current jobs rendered safer by reducing the working hours, enhancing the safety factors and

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<sup>2</sup> According to CECLE project management, this number includes the number of children who have completed the IFE program. The program is not required to report IFE completion numbers to USDOL.

<sup>3</sup> The program and USDOL report on direct beneficiaries based on enrollment numbers as resources have been allocated to children, including those that have dropped out of the program at a later date.

becoming engaged in activities; however, the numbers for each category listed could not be verified.

The above should not divert from the fact that the project has succeeded into offering education opportunities to children who had no access, such as refugees, and non-Jordanian nationals residing in Jordan. Despite the fact that the project has not fully met the target of withdrawing 4,000 children from the WFCL, it has continued to support these children with awareness raising and equip them with education to improve their situations.

Discussions with the CECLE staff and stakeholders showed that fully withdrawing children from the WFCL was challenging because of the absence of a livelihood component within the project; however, discussions with children revealed otherwise. Many of the children interviewed, especially older children (ages 15–17) explained that they got used to working and enjoyed having their own money. Many explained that they do not contribute to household expenditures but they use the money gained from their employment to buy mobiles, new clothes, and other items of prestige. The fact that the project database cannot provide detailed and accurate information about the actual challenges preventing the project from meeting this core objective is an issue of concern. According to the project's M&E specialist, the database captures the reasons for beneficiaries' labor. The program has built its interventions based on its understanding of children's reasons/motivations to work. It was further explained that an example of addressing the listed reasons could be found in the design of enrichment materials for both the NFE and FE curricula, and in the program's work with legislation on the national level to address these reasons. However, the main point of the absence of database information to justify these actions could not be resolved for lack of data at the time of writing this report.

Lastly, CHF/Jordan explained that the database designed for the project was not expected to provide information about challenges to the project. Information exists in the follow-up forms and has provided the project's partners hard data to answer questions that go beyond the scope of this tool.

Apart from a small number of children who have dropped out from project activities due to travel (most of whom were refugees), there is no record of why others have dropped out. As previously mentioned, CHF/Jordan has explained that this is due to the difficulty in follow up with drop-out cases. This is also significant as this information could shed light on invaluable information that can help donors and development practitioners, alike, design strategies that respond to the real and actual causes of child labor effectively.

***Objective 2: Strengthening policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school***

The project has developed a detailed capacity-building plan for all stakeholders and provided more than 776 individuals from government and CBOs with training to support the project objectives and outputs. Below is a table detailing project training and capacity-building activities provided by the project's M&E specialist.

<b>CECLE Program Trainings for Partners and Stakeholders Strengthening the Capacity of National Institutions</b>					
<i>Training/Workshop</i>	<i>Responsibility</i>	<i>Replication</i>	<i>Date</i>	<i>Attendees</i>	
TOT on how to conduct Parental and Community awareness on Child Labor	CHF-NCFA	2	Oct-10	39	CBOs
National framework development workshops	NCFA	4	Mar-Aug-10	63	Governmental key personnel and National Key personnel
National framework procedures manuals TOT	NCFA	2	Nov-11	46	Governmental implementation key personnel
Advocacy discussion forums for legislation amendments	NCFA	4	LOP	32	Government and key stakeholders
MOL inspectors–child labor inspection and referral mechanisms training	CHF	6	2009/2010	121	MOL inspectors
NFE–Enrichment Modules workshops	CHF and MoE	4	2011	100	MoE-NFE facilitators
Reporting child labor in Jordan	CHF and IREX	1	Sep-09	33	Journalists
PACE training–How to work with your communities on CL issues	CHF	1	Oct-09	14	CBOs + QS
Scream training–Using Art and Drama on CL issues	CHF	1	Feb-10	25	CBOs + MoE NFE
Stakeholders dynamic analysis–to Support National Framework Development	CHF	1	Jul-10	22	NFWCL stakeholders
Midterm evaluation workshop	USDOL	1	Oct-10	16	Program partners
Employers Associations workshop over child labor	CHF	1	May-11	19	Workers associations
Media Role and Engagement in Child labor	CHF	2	2011/2012	40	Media organizations
Participatory Education Methodology (PEM) training	QS	4	2009/2010	127	Education facilitators
Youth Mapping–LMA (Part of PAVE)	IIECL (CHF Consultant)	1	Feb-09	25	QS, CBO, CHF
PAVE Training (*)	IIECL	1	Feb-09	12	CHF, QS
Formal Education–Enrichment Material on Child Labor–School counselors	CHF and MoE	1	2012	42	Counselors and MoE team
<b>Totals</b>		<b>37</b>		<b>776</b>	

These trainings and capacity-building efforts have all contributed to strengthening and improving the quality of education offered to children, as well as the protection of children from the WFCL through trainings provided to MOL inspectors.

The endorsement of the NFCC and the amendments of education regulation are important achievements of the project. MoE permitted the graduates of NFE to continue their education through home schooling. The change of regulations came as a result of the long years of cooperation between CECLE and the MoE.

The production of enrichment material and training manuals for facilitators are also important contributions of the project to improve the quality of education available to the children.

***Objective 3: Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures***

The project worked well to raise awareness of the WFCL at many levels and for various audiences including engagement of media leaders and professionals. The project has succeeded in improving the understanding of the complexities of child labor and the WFCL amongst its target beneficiaries and stakeholders.

The project held numerous awareness-raising sessions with direct beneficiaries. The project has also succeeded in engaging the media and in producing newspapers articles, TV, and radio programs that helped raise awareness of the WFCL in Jordan.

***Objective 4: Supporting research and reliable data on child labor in Jordan***

CECLE produced two key studies namely; “Physical and Physiological Impact of Child Labor in Jordan” and “Child Labor in Agriculture Sector in Jordan”. Both studies provide valuable information on the situation of working children in Jordan. The project also developed a baseline survey at the beginning of the project which sheds light on important aspects of child labor in Jordan.

***Objective 5: Ensure the long-term sustainability of these efforts***

Project design was effective in ensuring sustainability of many project activities. This is particularly the case concerning the continuation of NFE centers to provide educational services to children at risk and those exposed to the WFCL.

The endorsement of the NFCC is a second important and effective way to ensure that issues of child labor will continue to be part of the national dialogue and that concrete steps are being taken to ensure the continuation of some of the work of the project. *(Further details about sustainability can be found in Section IX.)*

## **4.2 EFFECTIVENESS OF “DIRECT ACTION” INTERVENTIONS, SERVICES, AND MODELS**

The project’s direct action interventions focused on the provision of FE, NFE, and IFE education services. These interventions were effective for the most part. They have managed to encourage children to join education services and convince them to disengage from the WFCL. Even in the cases where the children have continued to engage in the WFCL, the awareness-raising activities of the project and the enrichment materials have helped build an understanding of these children concerning their situations and have motivated them to continue their education so that they are able to develop better futures for themselves and their families.

The project was also effective in creating an attractive learning environment for children different from the ones they were used to. Children explained that they liked the classroom and felt that it is theirs so they worked hard to keep it clean and organized. This was an effective strategy which has helped enroll a high number of children in its programs. However, this was not sufficient to maintain a low drop-out rate.

Children continued to drop out from educational activities offered by the project. There is a general consensus amongst project staff and other stakeholders that children were dropping out due to the absence of alternative income sources. However, there is no reliable quantitative or qualitative data available to substantiate or negate this assumption. CECLE project director has explained that this consensus is based on observations and data collected from parents, neighbors, and children. However, this data was not integrated into the database due to the limited resources available for database development.

Moreover, although the project had a mechanism for monitoring drop out and attempts were made to re-enroll children, these efforts were, for the most part, ineffective. There is a need to reflect on innovative strategies that would ensure high retention rates of children in education services, and tap into possible community structures and leaders to find ways to prevent children from dropping out. The CECLE project director has explained that this was primarily due to the challenges that the project faced, such as the lack of resources and limited scope. However, without an accurate understanding of the reasons why children were dropping out of the program, it will be difficult to design effective strategies and models.

At mid-term, there were concerns that the absence of transportation support (financial) to project beneficiaries is a main cause of dropping out, especially for girls. Whereas the provision of transportation allowance could have increased the rate of project participation, it is far from being a sustainable model. The project worked with communities to find innovative solutions to this problem. In some cases, innovative solutions were developed by the CBOs. These efforts could have benefited from training and support for community resource mobilization and empowerment of the CBOs. The effectiveness of the effort is minimal as drop-out rates continued to rise.

The participatory teaching method that the project introduced was effective in improving the learning environment available to children both in the formal school system, as well as NFE and IFE centers. The provision of enrichment material helped support the MoE and will help them continue their work on eliminating the WFCL in Jordan.

### **4.3 IDENTIFICATION OF BENEFICIARIES**

The project has managed to recruit and enroll over 6,500 children in its activities. The project was effective in identifying the WFCL in Jordan and focusing on withdrawing children from within it. Identification of children and recruitment was a big task to ask of facilitators who managed to go to houses, speak with employers, convince children, and advocate on behalf of the project. All facilitators were trained on ways to identify the WFCL, and to recruit project beneficiaries. Many of the facilitators interviewed discussed their experiences in recruitment at length. Many have complained of this dimension of their work saying that it was not always effective and that they were not always equipped with the right tools to convince parents to send their children to the education centers.

It became evident during the course of the evaluation that there is no clear rationale for the selection of the target of 4,000 children for withdrawal and 4,000 for prevention. Moreover, it is not clear how decisions were formulated regarding the number of girls that should be involved in project activities.

Discussions with a number of CBOs' management during the course of this evaluation indicate that many girls are taken out of school to help with house work and other domestic chores. Some parents have also indicated that they ask their daughters to help them at home but would never allow them to work outside the home. Some female children attending IFE centers also explained that they were taken out of school because their siblings believed that they have grown up and should not be seen in public. The girls further explained that once they leave school, they start helping out at home or accompanying their mothers to help them with domestic service in other Jordanian houses. These labor activities are not considered 'labor' by parents or siblings. As such many stakeholders do not perceive girl's work to be exploitive or dangerous in the same way as boy's work. Domestic work by girls (in child's own house or elsewhere) is not perceived by parents or children themselves as exploitive in the same way as welding or working in mechanic workshops, for example. Due to the perception that girls are not at risk of WFCL in the same way that boys are has proved problematic in terms of recruitment for the project. This is not to suggest that the project should not have focused on girls since their work is exploitive by definition, but only to point out that this required different approaches and interventions, as well as the development of "girl-friendly" approaches with girls and with parents of girls.

Recruitment of children working in agriculture proved to be a major challenge for the project. This sector is not sufficiently studied within Jordan. The project study on the situation of working children in agriculture will surely improve future interventions targeting this population.

#### **4.4 MONITORING SYSTEMS FOR TRACKING THE WORK STATUS OF CHILDREN**

The CECLE monitoring system for tracking the work status of children was only partly effective. This is due in part to the complexity of the system and the high cost of maintaining it during the first two years of the project. Prior to the mid-term evaluation, the system was amended and simplified, which has made it more effective.

It is important to note that tracking the work status of children was among the various responsibilities of facilitators and project coordinators, none of whom possessed the required skills and the time to accurately and consistently update the database in an effective manner. Following the simplification of the process and hiring of data managers, the process was maintained more effectively.

The monitoring system lacks sufficient qualitative fields that can help explain certain aspects of child labor. The importance of qualitative data in development work is that it allows programs and interventions to build successful initiatives based on evidence. This was a lost opportunity in CECLE. According to CHF/Jordan, qualitative data is available, but it does not cover all fields.

## **4.5 MANAGEMENT ISSUES**

The project possessed efficient and effective management teams. Although there were many issues with staff turnover, the project has managed to maintain a clear management system which has helped ensure a high degree of effectiveness. There are a number of issues that could be improved to ensure higher levels of coordination between various project members. CECLE was managed through monthly executive meetings between the top management in CHF/Jordan, QS, and NCFA. Task forces were also formed for specific purposes. Coordination between project staff could have been enhanced through regular staff meetings bringing together all staff members working for the three associates; ensuring regular meetings and coordination of work between the education specialist and education coordinators; and regular site visits for follow up on project activities by project director, project manager, and donor or donor/representative in Jordan. These regular meetings could have facilitated follow up on project activities. It could have also supported team building among project staff and facilitated the identification of implementation challenges.

Each associate continued to work from its offices. Whereas this was an efficient management approach, it is not necessarily the most effective. The project manager reporting to the project director was working in a different organization, and the education specialist who technically should have rendered support to the project coordinators, was housed in a different organization. The organizational structure limited collaboration and coordination between project staff. It also reduced the transfer of knowledge and experiences between the various components of the project.

The job description of facilitators is another major management concern. According to CHF/Jordan each education center had 2–3 facilitators, a manager, a data entry staff member, hired after the mid-term evaluation, and 2–3 tutors for subjects such as English, IT, and Math. According to CHF/Jordan, the facilitators were not solely responsible for all project activities, and each center received support from the education coordinators in entering data, following up on the status of beneficiaries, and planning session delivery. Facilitators and center managers interviewed during the course of this evaluation felt overburdened by their responsibilities. They reported that they were responsible for recruitment of children, teaching and mentoring children, monitoring the work status of children, and maintaining accurate and up-to-date files on each child in the project. Each of these requirements needs different skills and experiences. Although, facilitators were most effective and carried out their responsibilities in an exemplary manner through training and mentoring by education coordinators, they could have benefited from support with administrative work. This would have freed them to perform their core role of recruitment and engaging students and parents in the education process.

The project could have made use of one or more community-mobilization experts and resource mobilization officers who would have supported project efforts in recruitment and, perhaps, counseling of parents and children. However, according to CHF/Jordan the resources available would not allow for another position, or the multiple positions that this would require.

#### **4.6 PROJECT ACTION TOWARD THE RECOMMENDATIONS OF THE MID-TERM EVALUATION**

The main mid-term recommendations to improve project implementation were to find ways to provide a transportation allowance to children; provide additional training to coordinators and facilitators; and simplify the monitoring system to track the work status of children.

The project was effective in simplifying the monitoring system to track the work status of children. The project also made attempts at working with the CBOs to find lasting solutions to the transportation allowance. The CECLE project director explained that budget revisions were undertaken to find sufficient resources for additional training, however, the economic conditions and rising project costs made it unfeasible for the project to conduct all the necessary additional trainings. According to CHF/Jordan, CECLE conducted budget revisions and allocated resources for additional facilitator trainings. Additional trainings were conducted for facilitators, school counselors, and MoE field liaisons using these reallocated resources. CHF/Jordan would have liked to allocate additional resources to conduct additional training for facilitators, but this was not feasible given the resources available.

#### **4.7 PROJECT RESPONSE TO CAUSES OF CHILD LABOR**

Common wisdom and CECLE experience shows that poverty and poor quality of education results in high rate of school drop outs leading to child labor. The causes of child labor in Jordan are assumed and not studied thoroughly. According to the CECLE baseline survey, poverty is the main cause of child labor. Parents believe that by having their children work; they will be protecting them from engaging in illicit activities. Another key cause of child labor involves education policies that do not facilitate access to public education for non-Jordanian nationals, and restricts the ability of children to re-enroll in schools. Last, but not least, gender is one of the causes of school dropout, as girls are expected to marry young.

Based on the above, CECLE has responded to one of the causes of child labor (amending some education regulations and offering education opportunities to refugees and non-Jordanian nationals). It has worked hard to alter perceptions, attitudes, and behavior concerning the link between working and school attendance. The project has also worked indirectly on reducing the number of children dropping out of school by improving the quality of education and the overall learning environment in schools. The causes of child labor are complex and multi-leveled. There is a need to conduct specialized studies on the phenomenon to produce a sufficient body of knowledge that can help design projects to effectively address them.

#### **4.8 LESSONS LEARNED AND PROMISING PRACTICES**

CECLE is a good initiative that has succeeded in bringing issues of child labor and the WFCL to the forefront of the national dialogue. The project is generally well managed and effective in meeting most of its objectives. The key lessons learned and promising practices from project implementation are as follows:

- Improving the quality of education has lasting impact on the lives of children.
- Engagement of the CBOs and individuals facilitate the implementation processes.

- Understanding the root causes of child labor is necessary for developing successful interventions that can have stronger impact.
- Working with community structures is an effective way to implement projects; however, careful training and constant mentoring is required to increase effectiveness.
- Attention should be given to management structures. Job descriptions should be carefully drafted to ensure that each staff member is well positioned to do his/her role and is not sidetracked by other obligations that normally would not have been part of his job.
- Projects organizational structures and coordination mechanisms should be carefully crafted to ensure the maximum levels of coordination between project staff irrespective of which organisation they work for. This has direct impact on improving the effectiveness of project interventions.
- Databases are an effective way to monitor the work of children. Inclusion of qualitative, as well as quantitative data is essential for constant internal review of project strategies.

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## **V. EFFICIENCY**

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This section provides analysis as to whether the strategies employed by the project are efficient in terms of the resources used (inputs), compared with its qualitative and quantitative impact (outputs).

### **5.1 COST EFFECTIVENESS OF THE PROJECT**

The project achievements, as observed during the final evaluation, especially the endorsement of the NFCC, direct education services, the impact on the lives of children, the empowerment of facilitators, and improvements in the learning environments of children (working and at-risk of working), all indicate that project strategies and activities are cost effective.

The project was affected by the economic crisis, and estimated running cost of the project has increased in the last two years in particular. On many project sites, communities have complained about the absence of recreational activities for the children, and the limited budget they receive from the project to support the activities of the NFE and IFE centers. This has an impact on their ability to recruit and continue to engage children in educational activities.

Although the project provided numerous trainings and technical assistance support to facilitators and coordinators, budget revisions have not been successful in re-allocating required funds that could have further supported facilitators' training and increased their capacities to develop truly participatory sessions.

### **5.2 FINANCIAL AND HUMAN RESOURCES**

The project has been successful in leveraging financial and human resources in general. The division of labor between CHF/Jordan, QS, and NCFA has been optimal. It has helped keep each partner well focused on its role and activities resulting in cost-efficient results. Coordination mechanisms could have been stronger to increase project impact; however, the available resources did not allow it.

The project has been cost efficient in building on the data system already used by QS. This has made it easier to amend necessary fields for USDOL reporting and has made data management cost efficient, if not easier.

The project models were also cost efficient. Using existing structures and community-based systems to enroll children in education services is a promising practice that should be replicated. The project worked well to increase the number of NFE and IFE centers due to the availability of a model already established by a well-respected and reputable organisation that has already worked with MoE, and was familiar with its rules and procedures.

NCFA is a well-respected organization, specializing in policy research and advocacy work at the national level. It possesses qualified staff capable of engaging policy makers and presenting key issues in a culturally correct manner. NCFA's experience in managing and conducting research has enabled the project to leverage its limited resources and engage policymakers in policy dialogue, resulting in the NFCC and other important policy and regulatory amendments.

The project suffered from two major human resource issues. The first was the change in the project director, and the second is the changes of the person filling the position of the education specialist. Whereas the first challenge did not result in serious impact on the implementation of the project, according to some interviewed, it has actually improved the relationship with various partners and helped cement stronger partnerships. However, the rather constant change in the educational specialist position has greatly affected the project. CHF/Jordan, the prime grantee, has also explained that QS changed their project manager five times during the life of the program. According to the CECLE project director; this had a great impact on the handling of CECLE education coordinators and the entire field. Furthermore, CHF/Jordan explained that it has slowed program progress as turnovers occurred and handovers were effectively taking place, which put education coordinators in positions of decision making where capacity was not always available.

QS coordinators are highly committed and enjoy great respect and endorsement by local communities. They have played a great role in supporting project activities and in mentoring facilitators. Although they are not qualified in education and/or community mobilization, they are all experienced development practitioners with good understanding of local contexts. They could have made use of further trainings and support from the education specialist.

### **5.3 EFFICIENCY OF THE MONITORING AND REPORTING DESIGN**

Prior to the beginning of the mid-term evaluation, monitoring systems were revised and shortened to facilitate the process of data collection, entry, and reporting. However, it appears that this was not sufficient to simplify the procedures required by the project. It is also an indication of the lack of project capacity to develop a data monitoring system that could be easily maintained.

All facilitators, the CBOs, and the NFEs management, who met during the field visits, have complained about the length of the follow-up forms and the time it requires. Although the system has been modified and significantly shortened, and data managers were assigned to the centers, all facilitators complained of this particular component of their jobs. The CECLE project director and the M&E specialist have explained that the follow up form cannot be shortened anymore. It now includes the minimum data required for reporting. The estimated time to complete the current follow-up form is 3–5 minutes. Facilitators have expressed relief at the shortening of the new follow-up form, but felt that it takes away from their time with the children.

The design of the monitoring system has been built on a previously designed system by QS to monitor its direct beneficiaries. The database system is a web-based SQL server wired with ASP.net, which is a web application framework developed by Microsoft to allow programmers to build dynamic websites, applications, and services. It requires a good and relatively high-speed connection to the internet. High-speed internet service is not available at all sites. Some facilitators reported constant technical problems with the database and data entry.

### **5.4 LESSONS LEARNED AND PROMISING PRACTICES**

There are many lessons learned and promising practices that could help future initiatives. They are as follows:

- Bringing together experienced partners to continue working on issues where they possess previous experience and knowledge is a cost-effective way to manage projects.
- Databases are difficult to maintain and ensure accuracy of information. Specialized personnel should be on board to support data management. Sufficient resources should be allocated to data management activities.
- Simple data collection tools should be developed based on the capacities of those in charge of collecting the information. These tools should not be time consuming and should not divert the attention or the time of those responsible for data collection from their other duties.

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## VI. IMPACT

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This section assesses the positive and negative changes produced by the project, intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country, as reported by respondents during the field visit and observed by the evaluator.

### 6.1 INDIVIDUAL BENEFICIARIES

At the end of the project and according to data received from the project's M&E specialist, the project has succeeded in improving the lives of 6,691 children and their families in the following ways:

- Preventing 4,007 children from engaging in the WFCL.
- Withdrawing 1,741 children from the WFCL of which 170 have moved to safer occupations.
- Offering educational opportunities and raising awareness of 804 children and their families.<sup>4</sup>

Although the project did not meet its target of fully withdrawing 4,000 children from the WFCL, the impact the project had on the lives of these children cannot be underestimated. Not fully withdrawn children interviewed during the course of the evaluation have shown clear understanding of their situations and spoke negatively of child labor. Some of the children interviewed have explained that they continue to engage in the WFCL to ensure that their siblings will not suffer from the same fate. Many explained that they continue to work because they enjoy having their own sources of income. They still exhibited clear understanding of the dangers of the WFCL. The few interviewed who continue to be engaged in WFCL have explained that they do so because of the high pay they get from their employment.

All children have explained that enrollment in project activities have greatly affected them in a positive manner. Many showed great appreciation for the facilitators and could easily identify the difference in the way they are learning in the NFE and IFE centers compared to regular school classes. The impact the project had on the lives of the children involved in the project is extensive and multilayered. On the one hand, these children (who were not fully withdrawn) have developed higher self esteem and abilities to deal with their circumstances, while those who were fully withdrawn have shown greater commitment to returning to school and continuing their education. Many of the children explained that prior to being part of the project, they felt marginalized, while now they feel empowered and in charge of their own destiny. The children also showed understanding of the impact of peer pressure on increasing school drop-out rates, and seemed very determined to continue their education even if they continue to work.

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<sup>4</sup> This is the number of children not fully withdrawn from WFCL who at the time of this evaluation were retained in educational programs (166 children) or who have completed an educational program (638 children). For further details please see table on page 23 of this report.

The project had particular impact on girls. Many have expressed pride in their abilities to read and write and in developing better attitudes and approaches to dealing with life in general, and their parents in particular. The project presented many of these girls with opportunities to go out of their houses and engage in activities in their communities. They were mostly pleased with the skills they were learning in IFE centers and believed that these aptitudes will equip them with the necessary skills to work from home.

Likewise, parents have shown great pride in the achievements of their children. Mothers have spoken at length about the opportunities offered by the project. They feel that their daughters have changed and learned a lot from being part of the project. Fathers were, likewise, proud of their sons and exhibited awareness about child labor issues. Parents spoke about their sons' rationale for dropping out of school. They highlighted that the main reason is economic circumstances, as well as their sons' lack of interest in education.

The project also offered education opportunities to refugees and children of other nationalities who lack the necessary funds to enroll in the national education system and who would otherwise been deprived from education opportunities. The project also supported many physically challenged children who initially dropped out of school due to their learning challenges. These are important contributions which should be highlighted and reported in the final report, as they show the wider impact of the project.

## **6.2 FACILITATORS**

Facilitators are responsible for implementing the direct activities of the project. They are responsible for recruitment of children for prevention and withdrawal purposes, as well as teaching in NFE centers. Facilitators are also responsible for completing forms, and at the beginning of the project, were also updating the database. After modifications, facilitators continued to complete monthly follow-up forms on the status of children enrolled in the project. Many of the facilitators in NFE and IFE centers are also school teachers.

The positive impact of this project on facilitators' methods, perceptions, and attitudes cannot be enormous. The project has supported improvements in teaching methods, in general, which have affected facilitators in many ways. Many of the facilitators interviewed explained that they have greater appreciation for children's needs. Some have admitted that they used to resort to violence in the classroom to maintain order or to punish unacceptable behavior or late homework. They have also explained that since their involvement in the project, they have ceased using these methods in formal schooling. Some have even said that they stopped using violence at home with their children. The limited few who said that they continue to use violence in the formal classroom explained that they have limited the use of violence as a disciplinary method and have stopped using it at home with their own children.

The changes in the perceptions of facilitators about their indirect role in increasing school dropouts, and ultimately, child labor is highly commendable. Their sense of responsibility and commitment toward eliminating the WFCL is impressive. They are perhaps one of the key success stories of this project. Many are functioning like 'catalysts of change' within their communities. Some have explained that understanding of child labor issues have made them see the phenomenon wherever they go, continuously recruit for the centers, or at least talk with working children they see in everyday life to assess whether they are attending school or not.

Facilitators have been empowered to play an active role within their communities. Many of the facilitators in IFE centers are volunteers in their CBOs. This project has given them a voice and tools to continue to work on issues of child labor and make attempts at improving the situation of their communities.

### **6.3 IMPACT ON COMMUNITY-BASED ORGANIZATIONS**

Prior to the beginning of CECLE, QS had been working with seven CBOs to provide educational opportunities to school dropouts. This number has increased to 18 CBOs as a direct result of the project. The project has supported capacity building of the CBOs to work with their communities. All CBO facilitators were trained and provided with mentoring and guidance by the coordinators on ways to recruit children for the project and ensure their retention, when possible. Many CBO facilitators have forged strong relationships with parents of children, which have enabled the children to continue to attend the IFE centers. Some CBOs received additional formal trainings (e.g., Scream and PAVE trainings).

The capacity of the CBOs visited varied considerably. All showed clear understanding of the issues of child labor and believed that it is an important cause. However, the project's impact on the CBOs structures and methods is perhaps a lost opportunity of the project. The CECLE project director explained that the CBOs received support on how to work with their communities, how to survey their needs, how to design interventions as a response to these needs, and help them to tailor all this to serve the child labor cause. They were also provided with on-the-job support on how they need to organize their files and their financial procedures in line with the donors' requirements. However, not all the CBOs showed the same level of commitment to continuing work on eliminating the WFCL.

The larger CBOs managed to integrate and re-allocate some of their own resources to the project in order to maximize benefits, whereas others lacked the resources or the capacity to do the same. The larger CBOs are likely to continue work on issues of child labor, whereas others are less likely. According to the CHF project director, it is estimated that only 50% of CBOs will continue to work on issues of child labor. The evaluator believes that this number will probably be much less, although, there is no way to confirm for certain.

The civil society sector in Jordan (represented in CBOs) is underdeveloped. Most CBOs function as charitable organizations providing support to poor families, particularly during Ramadan, and around religious holidays. During the field visit some CBOs associated with CECLE explained that they will continue to include child labor issues within future programming, but could not elaborate on this approach. CHF/Jordan has explained that there are examples in the program of CBOs that have changed their strategies toward development through the course of the program. Moreover, there are CBOs that expanded their strategic insights throughout the course of the program. While reporting on the final impact and results of the project, CECLE should highlight their impact on civil society in Jordan, specifically concerning the shift from charity to development practices with clear examples, as this could be a commendable indirect result of the program that could not be examined during the course of the evaluation. According to CHF/Jordan, six IFE centers continued to operate after the end of the project.

The perception is that the role of CBOs within their communities could use some support in the future. Engagement, empowerment, and institutional capacity building of CBOs should be an integral part of development projects in general, and eliminating the WFCL, in particular.

CBOs possess the advantage of knowing their communities and being able to work within them, yet they lack the necessary skills to mobilize resources to address the needs of communities. Furthermore, it is noted that CBOs management system is a major problem for development efforts. It was also explained that this section suffers from a ‘knowledge transfer’ issue, as management changes every two years by law. This is recognized and it seems that both the Jordanian government and donors are working on it.

#### **6.4 IMPACT ON GOVERNMENT AND POLICY STRUCTURES**

The project had a positive impact on existing government and policy structures, and facilitated and supported the creation of new ones. The project formed the National Committee on Child Labor, which became an important forum for national discussions about child labor issues, and ultimately produced the NFCC, which was endorsed by the Jordanian government. This important instrument has the potential to advance combating the WFCL in Jordan. Once implementation structures and systems of the NFCC are developed and functioning, it has the potential to pave the way for specialized legislations and regulations in education, labor, and social support that will safeguard the rights of children in general, and provide protection to working children in particular.

The project also initiated a policy dialogue concerning issues related to child protection and elimination of the WFCL. The project advocated for changes in the labor law, changes in education policies, and amendments to Juvenile and Military laws. This process resulted in amendments in education regulations allowing access to education to a larger number of children.

The policy dialogue and support from NCFA for these discussions and recommendations through research have successfully influenced the government to synthesize its policies and regulations in manners that support attempts at meeting international obligations under various conventions and treaties.

The MOL had established a child labor unit in 2001, but until the beginning of CECLE, this unit was mostly inactive. Discussions with MOL revealed that they lack the necessary resources to activate the work of the unit. Project activities have helped activate the work of the child labor unit at MOL. This has helped labor inspectors gauge issues related to child labor and how to work with employers to help eliminate the WFCL. The unit activities and its national impact will be increased depending on the coordination they will develop with ILO-IPEC.

#### **6.5 IMPACT ON EDUCATION QUALITY**

There is no doubt that the quality of teaching in the project’s targeted schools visited during the course of this evaluation (FE, NFE, and IFE education centers) has improved as a direct result of the project’s activities.

The introduction and training of facilitators on participatory learning methods, student-centered techniques, and integrated curricula have all contributed to increasing the abilities of school teachers to provide a higher level of education to children (whether working or at risk).

The awareness-raising activities of the project related to the WFCL, bullying, and school-based violence have also impacted the quality of teaching methods as teachers/facilitators have grasped the need for improving their roles within the classroom, and started to focus on the students who suffer from marginalization, or are at risk in general.

The inclusion of awareness material and training of school counselors has also contributed to increasing the impact of the project on education quality. However, the training of school counselors took place late in the process, and networking between facilitators and school counselors did not take place, which will reduce the impact of this activity. During the course of the evaluation, two sessions were attended where the counselors were providing awareness-raising sessions to children at risk of engaging in the WFCL, while enrolled in school. It seems that the material developed by the project might not be completely suitable for the group who is already involved in the labor market and views their involvement with pride. According to CHF/Jordan, however, the material was developed to target the groups at risk of dropping out of school and engaging in labor, not those already involved in the labor market. This is why the material is being presented by school counselors to FE students at risk of engaging in child labor in an effort to prevent them from entering child labor and sustain CECLE's prevention efforts within the FE system. Increasing the impact of this material will require careful attention to identifying children at risk of the WFCL, and not those already exposed to it, but continuing to attend school. The latter will require different types of interventions to ensure they continue to attend school, and consider at least changing the nature of their employment if not abandon it all together.

The enrichment material in the form of one training manual for facilitators on the WFCL and one training manual to raise awareness of child labor issues were well received by communities and children. The impact of these two training manuals can be increased if facilitators spend time training other teachers and new facilitators on their use.

The project has also supported the improvement in the infrastructure of the NFE centers. The various teaching aid tools provided have helped create a pull factor for students who feel that the new setup encourages participation, and is totally different than formal classrooms. The provision of stationary materials by the project has also supported the improvement of the NFE centers.

## **6.6 IMPACT FOR FUTURE CHILD LABOR COMBATING EFFORTS/PROJECTS**

CECLE has paved the way for future work on eliminating the WFCL in Jordan. The awareness-raising activities of the project at the community and national levels through awareness raising of parents, employers, engagement of media professionals, and training of professional labor associations, have all expanded the knowledge base about child labor and the WFCL in Jordan.

The project has succeeded in placing child labor issues on the national agenda, making it easier for future efforts to combat the WFCL and to receive government endorsement and support. The endorsement of the NFCC by the government would facilitate future interventions to partner with government and work toward eliminating the WFCL.

The seeds for change within communities have been planted. With rigorous capacity building of local CBOs and higher attention to the potential role of traditional leaders and community members themselves (parents, individuals interested in education, and individuals interested

in eliminating the WFCL), could increase the impact of future interventions and create a higher measure of sustainability. Although CECLE did not invest in creation of community groups with little or no awareness about the WFCL, it has presented future initiatives with the opportunities and tools to build local watch groups or community-based protection committees that could support the implementation of the NFCC and help monitor the WFCL.

## **6.7 LESSONS LEARNED AND PROMISING PRACTICES**

The project presents invaluable lessons learned and promising practices relevant to impact as follows:

- Raising awareness of socially controversial issues like child labor is a key determinant of success.
- Empowering community members to embrace the cause of eliminating the WFCL would increase community ownership of the problem and make them capable of finding culturally sensitive, socially acceptable solutions, and interventions to the problem.
- Attention should be given to creating and nurturing ‘catalysts’ and ‘agents’ of change within communities to increase the impact of the project and to help eliminate the WFCL.
- Building the capacity and strengthening the institutional abilities of CBOs is critical for ensuring integration of child labor issues into community service activities and ensuring sustainability.
- Projects working on child labor issues could benefit from creating partnerships between government and nongovernmental entities (such as CBOs) to increase coordination and maximize impact. These partnerships should be institutionalized at the national level, and closely monitored at the local levels.
- Highlighting the role the project had on engaging CBOs in eliminating the WFCL is important, as it shows the unintended and indirect impact of the project. Empowering CBOs enables them to continue to provide services to children engaged in the WFCL after the end of the project.

## **VII. SUSTAINABILITY**

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This section examines whether the project has taken steps to ensure the continuation of project activities after the completion of the program, including sources of funding and partnerships with other organizations and/or the government, identifying areas where this may be strengthened, and lessons learned for the future.

### **7.1 EXIT STRATEGY AND SUSTAINABILITY PLAN**

CECLE has a sustainability plan and matrix which was developed at the onset of the project and updated regularly to measure progress toward sustainability. It is widely believed that the government has taken over the problem of child labor, and possesses ownership of the problem and of finding solutions to address it.

The CECLE exit strategy consists of a workshop bringing together stakeholders to present the key achievements of the project and the mechanisms created to ensure sustainability. This workshop should highlight the linkages and the means that are available to community structures to access government in matters related to child labor. Also roles and responsibilities detailed in the NFCC should be highlighted to ensure that most organizations and entities involved in the project are well aware of future steps, and the ways they can continue to work with government and other partners to ensure sustainability of efforts.

Special attention should be given to explaining the new changes in education regulations, new mechanisms of referral, and monitoring to CBOs. The project has succeeded in creating some linkages between the CBOs and the MOL. This link needs to be institutionalized to maximize impact. Also linkages between CBOs and the MoE need endorsement and support that will help CBOs continue to refer children to NFE and FE.

### **7.2 NONPROJECT RESOURCES**

At the time of the final evaluation, the total in-kind contribution of CHF International and its partners (QS, NCFA) to the project had reached \$2,526,332 (63.16% of the total match to the total budget). This exceeds the required contribution of CECLE.

CHF/Jordan and its project associates are committed to leveraging nonproject resources to support the goals of the project. QS has been working in Jordan on quality and access to education for many years. They will continue working on issues of child labor, and will try to integrate these issues into their educational activities.

NCFA is a national institution specializing in policy research and recommending legislative amendments. Prior to the project, the NCFA was not particularly engaged in research or advocacy work related to child labor issues. The NCFA will continue to work on these issues well beyond the life of the project.

### **7.3 PARTNERSHIPS**

The project design succeeded in bringing together partners that will continue to work on issues of child labor due to the nature of their involvement and work within Jordanian society. QS has forged a partnership agreement with MoE prior to the beginning of CECLE, and is likely to integrate issues of child labor into its mainstream activities. NCFA was not

engaged in child labor advocacy or policy research prior to CECLE, and is likely to continue its work on these issues in the future. The selection of project associates/partners, and building a project based on their capacities and achievements is a good sustainability strategy.

USDOL currently funds three projects related to combating the WFCL in Jordan, namely: “Combating the Worst Forms of Child Labor,” a 4-year project implemented by Save the Children, and an ILO-IPEC project on Child Labor Policy interventions. The three projects could have benefited from shared experiences and lessons learned. However, there were delays in the start up of the ILO-IPEC project, and as such, maximum collaboration and coordination was not achieved. The Save the Children project started in early 2011.

Issues related to database management and ownership limited the ability of the Save the Children project to make use of available USDOL-funded data sources. This is a lost opportunity, which according to the Save the Children project manager in Jordan, has affected the start up of the project. The delay in the start up of ILO-IPEC was also a lost opportunity for CECLE. ILO-IPEC could have supported the advocacy and legislative work carried out by CECLE through the NFCC. The availability of an alternative income source offered by the Save the Children Jordan project could have potentially increased the number of children withdrawn, and retained more children into its education activities.

CECLE possessed two main strengths in terms of partnerships. The first relates to its ability and success in bringing together government entities to work together to create untraditional partnerships. The second is the project’s work at the community level championed and managed by QS. CHF/Jordan and NCFA have maintained a strong relationship and coordination mechanisms with a multitude of actors at the national level, which has helped raise awareness of the issue of child labor, and supported the coordination between the different line ministries.

The project’s work at the community level through the NFE centers and CBOs is also a great element for sustainability, in theory. The project could have increased its potential for sustainability at the local level by facilitating linkages between CBOs and other USDOL-funded projects working at the community level. CBOs could have made use of stronger relationships with government entities that could support their work on eliminating the WFCL.

## **7.4 SUSTAINABILITY OF INTERVENTIONS AND MONITORING SYSTEMS**

The project’s interventions are designed to enhance existing structures that could be easily sustainable after the life of the project. CECLE increased the number of NFE and IFE centers, supported the enactment and endorsement of the NFCC, and managed to support dialogue between the MOL and the labor associations, as well as facilitate the establishment of a media network to continue raising knowledge about child labor issues on the national level. Many of these interventions and activities will be sustainable to a certain extent, but this cannot be said for all interventions.

Most stakeholders and project staff believe that the enactment and endorsement of the NFCC is a strong measure of sustainability for the project. Some have explained that the NFCC requires strong coordination mechanisms, and will require resources to ensure full activation and effective implementation. However, they seemed confident that it will likely provide the necessary tools to combat the WFCL, and create coordination mechanisms between the

various stakeholders involved in this effort. The presence of a technical committee to oversee the implementation of the NFCC, and the continual involvement of NCFA, on this issue will support the sustainability of this initiative. It is also believed that the follow-up activities of the USDOL ILO-IPEC project will ensure the activation and coordination of implementation of the NFCC. *(Please see section 9.5 for further details.)*

The project initiated contacts and partnerships between the MOL and professional labor associations. Although relationships between professional labor associations and the project were developed late in the life of the project, there are many opportunities that could be capitalized upon from their involvement with issues of child labor. During the stakeholders meeting, they seemed interested in funding some activities to combat the WFCL. This could be a starting point to forge lasting relationships between the MOL and the private sector (as represented by these associations), that can help support activities to combat child labor.

Discussions with stakeholders and education coordinators show that many are confident that the project activities within the NFE centers will continue, although NFE management have voiced concern about the potential reduction in budgets allocated to support their activities. Most facilitators have explained that they will continue to recruit children to the NFE centers, as they have embraced elimination of the WFCL as a cause and a matter of ‘conscience’. The MoE for their part explained that they will continue to support the NFE centers for as long as resources are available. The evaluator visited a center that was handed over to the government and attended a session with the children. It is evident that the activities in NFE centers will continue. Although facilitators and school management in this center complained of the delays in receiving MoE funds to run the center, they continued to recruit children and work with the same level of dedication and commitment as during the life of the project.

Facilitators’ turnover and transfer is an issue of sustainability that is not adequately addressed by the project’s sustainability matrix. According to MoE regulations, facilitators are moved to different schools after a number of years within each school/center. This is a key concern as it could result in loss of knowledge and practices. If facilitators are well trained to perform ‘Training of Trainers’, and they have a supportive environment that allows them to continue teaching the skills and maintaining the attitudes they acquired during the life of the project, it may be an effective and efficient knowledge transfer mechanism.

The project sustainability plans cannot be said to have taken into consideration the future of IFE centers. The evaluator has visited IFE centers where project activities have completely stopped. Both parents and children in these sites were disappointed by the cease in activities. In one location, a child has returned to the WFCL. This child explained that he enjoyed being part of the project and of learning, and had moved to a safer occupation (he used to work in auto repair and moved to retail selling flowers in a shop). He explained that the flower shop was closer to the center which helped him attend the classes. Once the activities of the project stopped, he went back to the auto repair, as it paid more and the distance was no longer an issue since he had no classes to attend. The sustainability of the IFE centers will be determined by the size and capacity of the CBOs, and their abilities to integrate child labor issues into their existing programs and strategies. The weakness of the civil society sector in Jordan, in general, and their inability to mobilize resources adequately is a key constraint for the sustainability of the project at this level.

The project facilitated the establishment of a media network and invested time and effort into training and bringing up to speed this network on the causes and dangers of child labor. This

network has supported initiatives to increase knowledge and shift attitudes about child labor at the national level. The future of this network cannot be determined. Future projects will need to invest time to continue working with the media to ensure that perceptions and attitudes about child labor are gradually changing within local communities, and that further protective mechanisms are available to children.

The CECLE monitoring system was built on QS' direct beneficiary monitoring system. The SQL web-based database has proved challenging. Issues of ownership and availability of reliable information are ambiguous and bureaucratic. Those in charge of data entry of children have complained of the complexities of the process, and technical difficulty involving servers and internet connections. The monitoring system established is also costly in terms of level of effort and time required to maintain it. It might not be the optimal way to continue monitoring and reporting on child labor status and conditions of working children. Data entry from the NFE centers may continue, however, it is unlikely that the same can be said of the IFE centers.

## **7.5 NFCC OPPORTUNITIES AND CHALLENGES**

The NFCC is an important instrument that has the potential to increase government abilities to address the WFCL in Jordan. Nonetheless, this instrument is not without its challenges.

The presence of this instrument, regardless of its content at present, and government endorsement of it is a major accomplishment of CECLE. Future projects working on combating the WFCL will make use of the presence of the NFCC, which has the potential to substantially reduce instances of child labor in Jordan. Project stakeholders believe that the NFCC is an excellent sustainability tool, providing the presence of commitment on behalf of the government to ensure implementation, availability of required resources, funding, and the continuous review of the framework to ensure that it is responding effectively to new issues as they arise. There is no question that the NFCC presents an important opportunity for combating the WFCL. However, the activation and implementation of this instrument is challenging.

It is evident that the NFCC and the development of a tracking system of the status of working children will require allocating major resources for its effective implementation. At present, ILO-IPEC is in the process of working to support the efforts of the MOL, and provide technical support through the Technical Committee on Child Labor on the implementation of the NFCC. However, the process is not clear to all, and roles and responsibilities need to be clarified. The NCFA voiced concerns about the ambiguity in the process, and explained that concerns about the content of the NFCC should be shared. There is a need for clarifying the roles and the tools being developed for tracking the status of working children.

The tracking system will need to take into consideration the capacity of the host government to maintain and update the data, and their abilities to produce high quality quantitative and qualitative reports capable of promoting understanding of child labor issues and conditions.

In its present form, the NFCC articulates roles for line ministries namely, the MoE, the MOL, and Ministry of Social Development. There are no roles assigned for community groups and/or CBOs in the implementation of the NFCC. This is a significant issue that should be addressed. The experiences and knowledge of the CBOs about local communities is an invaluable asset that can support efforts to combat the WFCL. Moreover, there is a need to

institutionalize and legalize the role of community watch groups/protection committees to ensure that their efforts will be sustainable in the future. Creating interest and awareness without formal roles and responsibilities will not be sustainable. There is a clear need to capitalize on the opportunity of the NFCC by ensuring that linkages are created between the three line ministries at the local level as well as at the national levels. Linkages and coordination mechanisms between community groups (formal and informal), and governorate level authorities of the three ministries would support the implementation and sustainability of the NFCC.

## **7.6 LESSONS LEARNED AND PROMISING PRACTICES**

The following lessons learned and promising practices can be drawn from the CECLE sustainability efforts:

- Working in partnership with the government is essential for the sustainability of interventions.
- Designing projects based on existing successful models and adaptation of lessons learned increases effectiveness and supports sustainability.
- Institutionalizing and creating a legal framework to ensure government and stakeholders' ownership of the problem is an effective way to ensure sustainability.
- Institutional strengthening, capacity building, and empowerment of community-based structures (formal and informal) can support sustainability efforts and ensure commitment to combating the WFCL.
- The CECLE facilitated the creation of partnerships amongst government stakeholders which are likely to continue to work together in the future around issues of child labor. The extent to which this will have an impact on eliminating the WFCL will be determined by the implementation mechanisms that will be formed as part of the NFCC.
- Equal attention should be given to creating effective partnership between government and community-based structures (formal and informal) to ensure sustainability of efforts.
- Media and professional associations' involvement in combating the WFCL should be placed at the heart of future projects working on eliminating child labor and the WFCL. This is particularly important as it continues to raise awareness of the WFCL amongst the public. On the other hand, by the focusing on the source of employment, interventions targeting employers who may not be well informed of the WFCL, and who may believe that they are doing families a favor by employing their children could potentially reduce instances of the WFCL.
- Monitoring systems and tracking systems should take into consideration the capacity of government and nongovernment entities involved in the process. Systems should be simplified and local knowledge should be sought to build on existing tracking systems in an effective and efficient manner.

## **VIII. RECOMMENDATIONS**

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This section identifies the most important outcomes, lessons learned, or promising practices that should be considered by future projects working on child labor issues in Jordan or elsewhere as appropriate.

### **8.1 KEY RECOMMENDATIONS**

- Create lasting partnerships amongst government institutions, government, and CBOs at the national and local levels.
- Enhance the role of local communities and amplify the roles of community leaders to support efforts to eliminate the WFCL, and support the recruitment of children in education programs.
- Empower CBOs and link them with other community groups working on similar issues.
- Increase parents' engagement in the education process of their children to ensure continuation and retention of students.
- Ensure that all the new regulations related to education are well known to all stakeholders, and ensure that all CBOs and NFE centers are well equipped to continue raising awareness concerning the WFCL.
- Work with relevant line ministries to ensure that educational services timing is convenient to most beneficiaries and takes into consideration their circumstances.

### **8.2 RECOMMENDATIONS FOR OTHER PROJECTS OPERATING IN JORDAN**

- Special attention should be given to collecting and reporting on qualitative data that can enrich the understanding of child labor causes and provide possible solutions to overcoming obstacles in addressing them.
- Concentrated efforts should be made to address the root causes of male and female school dropout.
- Special programs focusing on raising awareness, and reducing incidences of school-based violence should be developed. This could involve training of school teachers, and providing them with the necessary tools to build teacher-student relationships; raising awareness of parents concerning the dangers of school-based violence; and ensuring that legislation criminalizing the practice are put in place and enforced.
- Ensuring that parents are aware of the dangers of school-based violence, and are aware of the mechanisms for reporting cases of school-based violence to the relevant authorities.
- There is a clear knowledge gap addressing the root causes for girls entering into child labor. There is a clear need for qualitative studies and research that focuses on unveiling the circumstances for girls' work; and the reasons for their dropping out of

school. This will ensure that future projects are focusing on the root causes of female dropout and subsequently girls' work.

- Projects combating child labor should ensure a deep understanding of the constraints faced by different child groups residing in a country as the problems facing nationals may be different than those facing non-nationals and refugees making these groups more vulnerable at times to child labor than nationals.
- Special focus should be afforded to advocacy and policy work on behalf of non-nationals. Considering the situation and circumstances of non-nationals will significantly contribute to efforts in combating child labor in general, and ensuring that universal access to education is provided to all without differentiation based on nationality.
- Activate the NFCC in Jordan. The NFCC should have clear roles and mechanisms for CBOs and informal community groups that can support monitoring and reporting on the WFCL.
- Work through local structures and empower them to support the elimination of the WFCL, and to become 'catalysts' and 'agents' of change.
- Continue to support the formation of the necessary linkages between CBOs and schools in the same communities to support each other's work.
- Develop sustainable livelihood programs as part of efforts to eliminate the WFCL, which could have a positive impact on reducing instances of child labor.

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## **IX. CONCLUSIONS**

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The CECLE is an impressive project that has succeeded in bringing issues of child labor to the forefront of policy dialogues in Jordan. The project has managed to contribute to the creation of an NFCC, bringing together nontraditional government partners to work together toward a cause that they now understand and are equipped to deal with.

The project was effective in providing children with quality education services that promise to equip them with the necessary tools to meet the challenges of their futures. The impact that the project has made on the lives of children and parents cannot be overestimated. Before the project, these children felt marginalized and almost ostracized by society. Some parents feel that they now have a role, a value, and could build better futures for themselves and their families. The project further contributed to the universal principle of education for all by providing education opportunities to non-Jordanian nationals enabling them to better plan for their futures.

The impact this project had on the lives of facilitators needs chapters to give it justice. Many facilitators have expressed pride at being part of this project. They feel empowered and equipped to support the needs of their communities. Many will continue to work toward eliminating the WFCL, as they feel that they have become catalysts of change.

The project has initiated a dialogue to amend legislation that does not meet protection requirements for children. These amendments, if endorsed, will provide higher levels of protection for children, and help the Jordanian government meet its obligations under international law.

Awareness-raising activities of the project have helped change knowledge and attitudes about the value of education and the WFCL. The ultimate sustainability of the project will not depend solely on resources, but more soon the changes in the minds of parents, community leaders, and the government about their roles and responsibility toward combating child labor in Jordan.

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# **ANNEXES**

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## ANNEX A: TERMS OF REFERENCE

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# TERMS OF REFERENCE for the Independent Final Evaluation of Combating Exploitive Child Labor through Education (CECLE) in Jordan

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<b>Cooperative Agreement Number:</b>	IL-17768-08-75-K
<b>Financing Agency:</b>	U.S. Department of Labor
<b>Grantee Organization:</b>	CHF International
<b>Dates of Project Implementation:</b>	September 30, 2008-July 1, 2012
<b>Type of Evaluation:</b>	Independent Final Evaluation
<b>Evaluation Field Work Dates:</b>	April 1- April 14
<b>Preparation Date of TOR:</b>	3/8/2012
<b>Total Project Funds from USDOL Based on Cooperative Agreement:</b>	US \$4,000,000 Matching Funds: US\$ 858,500
<b>Vendor for Evaluation Contract:</b>	<b>ICF</b> Headquarters, 11785 Beltsville Drive Calverton, MD 20705 Tel: (301) 572-0200 Fax: (301) 572-0999

## I. BACKGROUND AND JUSTIFICATION

The Office of Child Labor, Forced Labor, and Human Trafficking (OCFT) is an office within the Bureau of International Labor Affairs (ILAB), an agency of the U.S. Department of Labor (USDOL). OCFT activities include research on international child labor; supporting U.S. government policy on international child labor; administering and overseeing cooperative agreements with organizations working to eliminate child labor around the world; and raising awareness about child labor issues.

Since 1995, the U.S. Congress has appropriated over \$840 million to USDOL for efforts to combat exploitive child labor internationally. This funding has been used to support technical cooperation projects to combat exploitive child labor in more than 90 countries around the world. Technical cooperation projects funded by USDOL range from targeted action programs in specific sectors of work to more comprehensive programs that support national efforts to eliminate child labor. USDOL-funded child labor elimination projects generally seek to achieve five major goals:<sup>1</sup>

1. Reducing exploitative child labor, especially the worst forms through the provision of direct educational services and by addressing root causes of child labor, including innovative strategies to promote sustainable livelihoods of target households;
2. Strengthening policies on child labor, education, and sustainable livelihoods, and the capacity of national institutions to combat child labor, address its root causes, and promote formal, non-formal and vocational education opportunities to provide children with alternatives to child labor;
3. Raising awareness of exploitative child labor and its root causes, and the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructures;
4. Supporting research, evaluation, and the collection of reliable data on child labor, its root causes, and effective strategies, including educational and vocational alternatives, microfinance and other income generating activities to improve household income; and
5. Ensuring the long-term sustainability of these efforts

The approach of USDOL child labor elimination projects – decreasing the prevalence of exploitive child labor through increased access to education and improving the livelihoods of vulnerable families – is intended to nurture the development, health, safety, and enhanced future employability of children engaged in or at-risk of entering exploitive labor.

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<sup>1</sup> These goals apply to projects funded in 2010 and forward. The CHF-implemented CECLE project, funded in 2008, supports an earlier set of goals that are quite similar but did not include the livelihood component. Those goals are listed on page 5 of this Terms of Reference.

DOL-funded child labor elimination projects are designed to ensure that children in areas with a high incidence of child labor are withdrawn and integrated into educational settings, and that they persist in their education once enrolled. In parallel, the program seeks to avert at-risk children from leaving school and entering child labor. The projects are based on the notion that the elimination of exploitative child labor depends, to a large extent, on improving access to, quality of, and relevance of education. Without improving educational quality and relevance, children withdrawn/prevented from child labor may not have viable alternatives and could resort to other forms of hazardous work.

In FY2010, Congress provided new authority to ILAB to expand activities related to income generating activities, including microfinance, to help projects expand income generation and address poverty more effectively. The addition of this livelihood focus is based on the premise that if adult family members have sustainable livelihoods, they will be less likely to have their dependent children work and more likely to keep them to school.

### **CECLE Project Context**

Jordan has an estimated 29,225 child laborers, amounting to 1.6 percent of all children between the ages of 5 and 17. Some 88 percent of all children engaged in some form of employment are considered to be child laborers. The majority of these children who are identified as child laborers are classified as such due to the working conditions and hours they are subjected to.<sup>2</sup> The remaining children who are classified as child laborers are distinguished as such due to their occupation or the industry they are working in. What these numbers indicate is that while the proportion of children engaged in employment is low, the vast majority of children who are employed encounter a number of risks associated with the work they perform.<sup>3</sup> More than three-quarters of child laborers are found to work in one of the following sectors: agriculture and fishing, manufacturing, and wholesale/trade. Some 65.5 percent of child laborers are considered wage earners; however, 29.8 percent are classified as unpaid family workers. These children work alongside their family members; however this does not protect them from working in hazardous conditions and for long periods of time.<sup>4</sup>

Child labor affects boys more than girls in Jordan; however, it is believed that labor performed by girls remains largely hidden behind the accepted trend of homebound girls.<sup>5</sup> Data suggests that younger children tend to work more odd jobs such as shining shoes and cleaning cars, however, young children were also found to be working in the hazardous construction sector. Children involved in street work are generally at risk of exposure to electricity, machinery and chemicals, car fumes and accidents as well as begging, substance abuse, stealing and gangs.<sup>6</sup>

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<sup>2</sup> (Working Children in the Hashemite Kingdom of Jordan: Results of the 2007 Child Labour Survey 2009)

<sup>3</sup> (Working Children in the Hashemite Kingdom of Jordan: Results of the 2007 Child Labour Survey 2009)

<sup>4</sup> (Working Children in the Hashemite Kingdom of Jordan: Results of the 2007 Child Labour Survey 2009)

<sup>5</sup> (Marka Needs Assessment: Final Report 2011)

<sup>6</sup> (Marka Needs Assessment: Final Report 2011)

USDOL has provided US \$11 million to combat exploitive child labor in Jordan.<sup>7</sup> In addition to the Combating Exploitive Child Labor through Education (CECLE) project that is the subject of this evaluation, USDOL has funded a number of other projects in Jordan. These include a \$1 million ILO-IPEC- implemented project to combat child labor in the urban services sector and two FY 2010 projects: a \$2 million project to support the implementation of the National Child Labor Framework (NCLF) and a \$4 million project that targets 5,000 children for withdrawal from exploitive labor, prevents 2,000 children from exploitive labor, and offers livelihood support to 3,500 families.<sup>8</sup>

<b>USDOL-FUNDED PROJECTS In Jordan</b>			
<b>YEARS</b>	<b>Grantee</b>	<b>PROJECT</b>	<b>AMOUNT</b>
2002-2007	ILO-IPEC	Country Program: Urban Service Sector	\$1,000,000
2008-2012	CHF International	Education Initiative: Combating the Worst Forms of Child Labor	\$4,000,000
2010-2014	Save the Children	Combating the Worst Forms of Child Labor	\$3,998,881
2010-2014	ILO-IPEC	Child Labor Policy Interventions	\$2,000,000
<b>TOTAL Jordan and Regional</b>			<b>\$10,998,881</b>
<b>Total</b>			<b>\$10,998,881</b>

The Government of Jordan has ratified ILO Conventions 182 and 138, and is an ILO-IPEC participant country.<sup>9</sup> The labor code sets the minimum age for employment at 16 years. The law prohibits hazardous work for children under 18, and provides a list of conditions and types of work that children cannot legally perform. The law also provides guidance on the number of days and hours children may work. These laws were amended in 2008 to apply to children working in agriculture or the informal sector, but children who are self-employed, employed by family, or work for no wages, fall outside of the labor code. The Child Labor Unit within the Ministry of Labor is responsible for proposing and drafting new legislation on child labor, monitoring the scope and prevalence of the problem, managing labor inspections, and enforcing child labor laws.<sup>10</sup> The National Council for Family Affairs is responsible for coordinating a task force charged with the development of the country’s first National Child Labor Framework (NCLF). The NCLF is expected to institutionalize the roles and responsibilities of each governmental and nongovernmental stakeholder as they relate to child labor. Additionally, the NCLF will provide clear definitions and indicators for each stakeholder to adhere to and accomplish.<sup>11</sup>

<sup>7</sup> USDOL, “Project Status – Europe, Middle East, and North Africa,” [http://www.dol.gov/ilab/projects/europe\\_mena/project-europe.htm](http://www.dol.gov/ilab/projects/europe_mena/project-europe.htm).

<sup>8</sup> USDOL, “U.S. Department of Labor’s 2010 Findings on the Worst Forms of Child Labor,” Jordan country report, p. 401

<sup>9</sup> USDOL, “U.S. Department of Labor’s 2008 Findings on the Worst Forms of Child Labor,” Jordan country report, p. 198.

<sup>10</sup> USDOL, “U.S. Department of Labor’s 2010 Findings on the Worst Forms of Child Labor,” Jordan country report, p. 401

<sup>11</sup> USDOL, “U.S. Department of Labor’s 2010 Findings on the Worst Forms of Child Labor,” Jordan country report, p. 401

The National Agenda (2006-2015) includes as an objective to reduce child labor through the strengthening of the labor inspectorate and the provision of vocational training opportunities. Jordan's National Strategy to Combat Human Trafficking launched in March 2010 emphasizes prevention, protection, and prosecution through international and regional cooperation. The Jordanian National Plan of Action for Children (2004-2013) includes targeting the elimination of child labor by 2013 through rehabilitation, reintegration, research, livelihood development plans, and raising awareness. The child labor inspections and inspector trainings have gained considerable momentum.

### **Combating Exploitive Child Labor through Education (CECLE) in Jordan**

On September 30, 2008, CHF International received a 4-year Cooperative Agreement worth \$4 million from USDOL to implement a Child Labor Education Initiative (EI) project in Jordan, aimed at withdrawing and preventing children from exploitative child labor by expanding access to and improving the quality of basic education and supporting the following five USDOL goals:

1. Withdrawing or preventing children from involvement in exploitive child labor through the provision of direct education services;
2. Strengthen policies on child labor and education, the capacity of national institutions to combat child labor, and formal and transitional education systems that encourage children engaged in or at risk of engaging in exploitive labor to attend school;
3. Raising awareness of the importance of education for all children and mobilizing a wide array of actors to improve and expand education infrastructure;
4. Supporting research and the collection of reliable data on child labor; and
5. Ensuring the long-term sustainability of these efforts.

CHF International was awarded this project through a competitive bid process.

As stipulated in the Cooperative Agreement, the project targets 4,000 children for withdrawal and 4,000 for prevention from exploitive work in small and informal industries in Greater Amman, Zarqa, Irbid, Madaba, and Aqaba and in hazardous agriculture in Jerash, Balqa, and Karak. The project's overarching goal is to reduce the number of children involved in WFCL in Jordan, with intermediate objectives of withdrawing and preventing children from WFCL through improved access to formal, non-formal, informal, and vocational training and education services; raising awareness regarding the importance of education and mobilize actors to improve education infrastructure; improving policies on child labor and education; strengthening the capacity of national institutions; and advancing formal and transitional education systems. CHF International is partnering with Questscope Fund for Social Development and the National Council for Family Affairs in the implementation of this project.

The project's strategies and approaches for direct interventions, awareness raising, and capacity building include:

- Train parent and community support groups regarding child labor and children's rights;

- Conduct trainings for teachers, principals, and education counselors to improve education services and quality;
- Develop partnerships with media to encourage education and discourage exploitive child labor;
- Provide increased access to formal education support services, informal education (IFE), non-formal education (NFE), job skills training and employment linkages;
- Provide legislative research and technical guidance to government policymakers on child labor and education issues;
- Establish labor inspection teams and build their capacity to initiate inter-agency cooperation and referral mechanisms to ensure that beneficiaries and their families receive social support services; and
- Conduct research on the effects of child labor as identified through the baseline research study.

### **Midterm Evaluation**

A mid-term evaluation was conducted in October 2010 by Dr. John S. Seeger. The evaluation consisted of document review; individual and group interviews with project staff, beneficiaries, and other stakeholders; site visits (observation) in Jerash, Aqaba, Amman, Irbid, Zarqa, and Ramtha, and Karak; and a stakeholder workshop. The evaluation approach was primarily qualitative in terms of data collection methods. Quantitative data was drawn from the project reports to the extent that was possible. The data collection and stakeholder perspectives were triangulated for as many as possible of the evaluation questions and efforts were made to include parents, children, and beneficiary participation using a child-sensitive approach to interviews where necessary.

The evaluation found that the causes of child labor in Jordan were more complicated than initially believed. The main obstacles to the project's expectations were the challenging socioeconomic situation and the lack of opportunities for income replacement for the work done by children. Many people in Jordanian society still do not consider child labor to be a problem and question whether the worst forms of child labor actually exist in Jordan. The project is working to raise awareness that changes this perception. The project has begun to educate parents and children on the importance of education and the risks associated with child labor. The project has successfully withdrawn many children, especially younger ones from exploitative labor. Nevertheless, due to the fact that the project design does not provide replacement income that is needed by many families, the project cannot ensure the full withdrawal of many of the older children from labor.

The project design is applicable in its work to raise awareness of child labor and the significance of education, however, the project is not fully aligned with the economic and political context of Jordan. This is partly due to the economic predicament, the presence of refugees from surrounding regions, and the failure of the government to address many of the basic education needs of the country.

The project also faces a special challenge from refugees from the Ghaza camp near Jerash, due to the fact that they lack citizenship, the needed papers to work, and their economic and social conditions are challenging.

The main recommendations from the evaluation included:

- The project should identify the WFCL it has the capacity to reduce, and then focus on withdrawing and preventing the children from engaging in these activities, such as working as mechanics, using potentially dangerous machinery, and performing lengthy agricultural work in summers.
- The coordinators and the facilitators of direct project activities in the IFE and NFE centers are dedicated and sincere in their efforts to help the children. However, they continue to need additional training in counseling children and their families as well as presenting truly participatory and interactive sessions.
- To ensure sustainability, a national framework that addresses child labor issues in a comprehensive manner must be developed. This requires better collaboration between village and urban stakeholders in the planning and policymaking that will improve the lives of all children throughout Jordan.
- The provision of transportation to and from the IFE and NFE centers could greatly increase the number of beneficiaries, especially among girls.
- Educational activities designed to combat child labor will be more effective if the project provides a nutritious snack, varies educational activities, addresses the psychosocial needs of families, and involves parents.
- University involvement with the project's implementation could build a sustainable research component to study the long-term impact of the project.
- Facilitator training should include guidance and counseling, classroom management, alternative disciplinary methods, participative/cooperative learning, and use of low-cost materials.

## **II. PURPOSE AND SCOPE OF EVALUATION**

OCFT-funded projects are subject to mid-term and final evaluations. The field work for final evaluations is generally scheduled three months before the end of the project. The Combating Exploitive Child Labor through Education (CECLE) project in Jordan began implementation in September 2008 and is due for final evaluation in 2012.

### **Scope of Evaluation**

The scope of the evaluation includes a review and assessment of all activities carried out under the USDOL Cooperative Agreement with CHF International. All activities that have been implemented from project launch through time of evaluation fieldwork should be considered. The evaluation should assess the achievements of the project in reaching its targets and objectives as outlined in the cooperative agreement and project document.

The evaluation should address issues of project design, implementation, management, lessons learned, replicability and provide recommendations for current and future projects. The questions to be addressed in the evaluation (provided below) are organized to provide an assessment of the relevance, effectiveness, efficiency, sustainability, and (to the extent possible) impact on the target population.

### **Final Evaluation Purpose**

The purpose of the final evaluation is to:

1. Assess whether the project has met its objectives and identify the challenges encountered in doing so;
2. Assess the relevance of the project in the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL;
3. Assess the intended and unintended outcomes and impacts of the project;
4. Provide lessons learned from the project design and experiences in implementation that can be applied in current or future child labor projects in the country and in projects designed under similar conditions or target sectors; and
5. Assess whether results from project activities can be deemed sustainable at the local and national level and among implementing organizations.

The evaluation should also provide documented lessons learned, good or promising practices, and models of intervention that will serve to inform future child labor projects and policies in Jordan and elsewhere, as appropriate. It will also serve as an important accountability function for USDOL and CHF International. Recommendations should focus around lessons learned and good or promising practices from which future projects can glean when developing their strategies toward combating exploitive child labor.

### **Intended Users**

This final evaluation should provide USDOL, CHF International, other project-specific stakeholders, and stakeholders working to combat child labor more broadly, an assessment of the project's experience in implementation and its impact on project beneficiaries. Lessons learned and good practices should be used by stakeholders in the design and implementation of subsequent phases or future child labor projects in the country and elsewhere as appropriate. The final report will be published on the USDOL website, so the report should be written as a standalone document, providing the necessary background information for readers who are unfamiliar with the details of the project.

### **Evaluation Questions**

Specific questions that the evaluation should seek to answer are found below, according to five categories of issue. Evaluators may add, remove, or shift evaluation questions, but the final list will be subject to approval by USDOL and ICF.

### **Relevance**

The evaluation should consider the relevance of the project to the cultural, economic, and political context in the country, as well as the extent to which it is suited to the priorities and policies of the host country government and USDOL. Specifically, it should address the following questions:

1. Did the project adequately support the four USDOL Education Initiative five goals it was funded to support? If not, which one(s) were not adequately supported and why?
2. Did the project assumptions prove to be accurate?
3. Were the project's main strategies/activities for in withdrawing/preventing children from WFCL relevant and appropriate, given the cultural, economic, and political context in which the project operates? Please explain why or why not.
4. What are the main obstacles or barriers that the project has encountered in addressing child labor in this country? (i.e. poverty, lack of educational infrastructure, lack of demand for education, etc) Has the project been successful in addressing these obstacles?
5. How has the project fit within existing programs to combat child labor, including government initiatives?
6. Did the project adjust implementation and/or strategy based on the findings and recommendations of the mid-term evaluation? If so, how?
7. What other major design and/or implementation issues should be brought to the attention of the grantee and USDOL?

### **Effectiveness**

The evaluation should assess whether the project has reached its objectives, and the effectiveness of project activities in contributing toward those objectives. Specifically, the evaluation should address:

1. Has the project achieved its targets and objectives as stated in the project document? What factors contributed to the success and/or underachievement of each of the objectives?
2. Assess the effectiveness of the "direct action" interventions, including the education interventions provided to children (formal education, informal education, non-formal education, and skills training). Did the provision of these services results in children being withdrawn/prevented from exploitive child labor?
3. Assess the effectiveness of the services in meeting the needs of the target population identified in the project document including children *prevented* and *withdrawn* from labor.
4. Assess the effectiveness of the specific models (Mentoring Model, Participatory Educational Methodology, and Pathways Advancing Viable Education) on increasing educational opportunities, creating community ownership, increasing the capacity of communities, and increasing awareness/understanding of the dangers of child labor.
5. Has the project accurately identified and targeted children engaged in, or at risk of working in, the target sectors identified in the project strategy (mechanical repair, agriculture and fishing, construction, hotels and restaurants, and informal sectors such

as street vendors, carpenters, blacksmiths, painters, domestic laborers, and fruit and vegetable pickers)?

6. Are there any specific lessons learned regarding the types and effectiveness of the services provided, including any lessons learned that are sector-specific?
7. What monitoring systems does the project use for tracking the work status of children? Were they feasible and effective? Why or why not?
8. What are the management strengths, including technical and financial, of this project?
9. What are good or promising practices in this project that are recommended for other projects?
10. What are the main lessons learned from this project in the areas (but not limited to): education and its role in withdrawal and prevention, coordination and collaboration among stakeholders, awareness raising and its role in achieving the project's objectives, and policy and legislation development?
11. Identify the activities that were carried out by the program which contributed to raising the effectiveness of the existing educational systems, in addition to raising the efficiency of workers in these systems.

### **Efficiency**

The evaluation should provide analysis as to whether the strategies employed by the project were efficient in terms of the resources used (inputs) as compared to its qualitative and quantitative outputs. Specifically, the evaluation should address:

1. Is the project cost-efficient?
2. Were the project strategies efficient in terms of the financial and human resources used, as compared to its outputs? What alternatives are there?
3. Was the monitoring system designed efficiently to meet the needs and requirements of the project?

### **Impact**

The evaluation should assess the positive and negative changes produced by the project – intended and unintended, direct and indirect, as well as any changes in the social and economic environment in the country – as reported by respondents. Specifically, it should address:

1. What appears to be the project's impact, if any, on individual beneficiaries (children, parents, teachers, etc.)?
2. Assess the impact, to the extent possible, of project activities/strategies on education quality (both formal and non-formal interventions). How has the education quality improvement component been received by the government and the communities?
3. What appears to be the project's impact, if any, on partners or other organizations working on child labor in the country (NGOs, community groups, schools, national child labor committee, etc.)?
4. What appears to be the project's impact, if any, on government and policy structures in terms of system-wide change on education and child labor issues?
5. Did the program's target groups experience any changes in their lives as a result of the program's interventions? Identify these changes.

### **Sustainability**

The evaluation should assess whether the project has taken steps to ensure the sustainability of project activities and results after the completion of the program, including sources of funding and partnerships with other organizations and/or the government, and identify areas where this may be strengthened. Specifically, it should address:

1. Will the exit strategy and sustainability plan integrated into the project design likely be effective?
2. How successful has the project been in leveraging non-project resources? Are there prospects for sustained funding?
3. What have been the major challenges and successes in maintaining partnerships in support of the project, including with other USDOL-funded projects?
4. What have been the major challenges and opportunities, if any, of maintaining coordination with the host country government, particularly the Ministries of Education and Labor, as well as other government agencies active in addressing related children's issues?
5. What have been the major challenges and opportunities, if any, of implementing coordination with the ILO/IPEC?
6. What have been some of the challenges and opportunities in working with international and/or multilateral organizations?
7. What have been some of the challenges and opportunities in working with other national NGOs and/or community-based organizations present in the country?
8. Will the monitoring systems, and other committees/groups and systems created by the project be sustainable?
9. What lessons can be learned of the project's accomplishments and weaknesses in terms of sustainability of interventions?
10. Assess how the project's enrichment materials added to the education system will help to sustain the Ministry of Education's efforts to eliminate child labor in Jordan.
11. Assess whether the National Framework developed by the project will help the ministries to sustain child labor elimination efforts and what is needed to ensure its full implementation?
12. Identify the most important outcomes, lessons learned, or best practices that should be considered if there is any opportunity to extend this program and what should be avoided in order to improve implementation.

## **III. EVALUATION METHODOLOGY AND TIMEFRAME**

The evaluation methodology will consist of the following activities and approaches:

### **A. Approach**

The evaluation approach will be primarily qualitative in terms of the data collection methods used as the timeframe does not allow for quantitative surveys to be conducted.

Quantitative data will be drawn from project reports and monitoring systems to the extent that it is available and incorporated in the analysis. The evaluation approach will be independent in terms of the membership of the evaluation team. Project staff and implementing partners will generally only be present in meetings with stakeholders, communities and beneficiaries to provide introductions. The following additional principles will be applied during the evaluation process:

1. Methods of data collection and stakeholder perspectives will be triangulated for as many as possible of the evaluation questions.
2. Efforts will be made to include parents' and children's voices and beneficiary participation generally, using child-sensitive approaches to interviewing children following the ILO-IPEC guidelines on research with children on the worst forms of child labor (<http://www.ilo.org/ipeinfo/product/viewProduct.do?productId=3026>) and UNICEF Principles for Ethical Reporting on Children ([http://www.unicef.org/media/media\\_tools\\_guidelines.html](http://www.unicef.org/media/media_tools_guidelines.html)).
3. Gender and cultural sensitivity will be integrated in the evaluation approach.
4. Consultations will incorporate a degree of flexibility to maintain a sense of ownership of the stakeholders and beneficiaries, allowing additional questions to be posed that are not included in the TOR, while ensuring that key information requirements are met.
5. As far as possible, a consistent approach will be followed in each project site, with adjustments to the made for the different actors involved and activities conducted and the progress of implementation in each locality.

## **B. Final Evaluation Team**

The evaluation team will consist of the international evaluator, Nahla Hassan. She will be responsible for developing the methodology in consultation with ICF and the project staff; directly conducting interviews and facilitating other data collection processes; analysis of the evaluation material gathered; presenting feedback on the initial findings of the evaluation to the national stakeholder meeting and preparing the evaluation report.

## **C. Data Collection Methodology**

1. Document Review
  - Pre-field visit preparation includes extensive review of relevant documents
  - During fieldwork, documentation will be verified and additional documents may be collected
  - Documents for desk review include:
    - Project document and revisions,
    - Cooperative Agreement,
    - Technical Progress and Status Reports,
    - Project Logical Frameworks and Monitoring Plans,

- Work plans,
- Correspondence related to Technical Progress Reports,
- Management Procedures and Guidelines,
- Research or other reports undertaken (baseline studies, etc.), and
- Project files (including school records) as appropriate.

## 2. Tools Development

Before beginning fieldwork, the evaluator will create a question matrix, which outlines the source of data from where the evaluator plans to collect information for each TOR question. This will help the evaluator make decisions as to how she will allocate time in the field. It will also help the evaluator to ensure that she is exploring all possible avenues for data triangulation and to clearly note where evaluation findings are coming from.

Following initial discussion of the question Matrix, detailed question guides by data source will be developed by the evaluator. All effort will be exerted that question guides encompass all the TOR questions as well as others that the evaluator deems necessary. The guides may be overlapping and this will be intended to create a pattern of perceptions about different issues.

## 3. Initial contacts with USDOL and Project Management

Following the development of the question Matrix, the evaluator will conduct teleconference interviews with USDOL and CHF project management. The purpose of these interviews/discussions will be to gather as much information as possible about the project prior to the field, develop a clearer understanding of the main success and challenges of the project, gain in-depth perspective on the progress of the project since the mid-term evaluation and acquire initial insights about the project's response to the recommendations of the mid-term evaluation. This step will also inform the tools development for the field work and help refine the question matrix.

## 4. Interviews with stakeholders

Informational interviews will be held with as many project stakeholders as possible. Depending on the circumstances, these meetings will be one-on-one or group interviews. Technically, stakeholders are all those who have an interest in a project, for example, as implementers, direct and indirect beneficiaries, community leaders, donors, and government officials. Thus, it is anticipated that meetings will be held with:

- ILAB/OCFT Staff
- Headquarters, Country Director, Project Managers, and Field Staff of Grantee and Partner Organizations
- Government Ministry Officials and Local Government Officials
- Community leaders, members, and volunteers
- School teachers, assistants, school directors, education personnel
- Project beneficiaries (children withdrawn and prevented and their parents)
- International Organizations, NGOs and multilateral agencies working in the area
- Other child protection and/or education organizations, committees and experts in the area
- Labor Reporting Officer at U.S. Embassy and USAID representative

## 5. Field Visits

The evaluator will visit a selection of project sites. The final selection of field sites to be visited will be made by the evaluator in collaboration with CECLE management team. Every effort should be made to include some sites where the project experienced successes and others that encountered challenges, as well as a good cross section of sites across targeted CL sectors. Moreover, some of the sites previously visited during the mid-term evaluation will also be included in the list of sites. During the visits the evaluator will observe the activities and outputs developed by the project. Focus groups with children and parents will be held, and interviews will be conducted with representatives from local governments, NGOs, community leaders and teachers, the evaluator will further observe some of the sessions run by teachers/facilitators in educational facilities. This will allow the evaluator to assess interaction between facilitators and the children.

## **D. Ethical Considerations and Confidentiality**

The evaluation mission will observe utmost confidentiality related to sensitive information and feedback elicited during the individual and group interviews. To mitigate bias during the data collection process and ensure a maximum freedom of expression of the implementing partners, stakeholders, communities, and beneficiaries, implementing partner staff will generally not be present during interviews. However, implementing partner staff may accompany the evaluator to make introductions whenever necessary, to facilitate the evaluation process, make respondents feel comfortable, and to allow the evaluator to observe the interaction between the implementing partner staff and the interviewees.

## **E. Stakeholder Meeting**

Following the field visits, a stakeholders' meeting will be conducted by the evaluator that brings together a wide range of stakeholders, including the implementing partners and other interested parties. The list of participants to be invited will be drafted prior to the evaluator's visit and confirmed in consultation with project staff during fieldwork. All efforts will be made to ensure that some participants from sites not visited during the evaluator's visit will be present during the stakeholders meeting.

The meeting will be used to present the major preliminary finding and emerging issues, solicit recommendations, and obtain clarification or additional information from stakeholders, including those not interviewed earlier. The agenda of the meeting will be determined by the evaluator in consultation with project staff. Some specific questions for stakeholders will be prepared to guide the discussion and possibly a brief written feedback.

The agenda is expected to include some of the following items:

1. Presentation by the evaluator of the preliminary main findings
2. Feedback and questions from stakeholders on the findings
3. Opportunity for implementing partners not met to present their views on progress and challenges in their locality

4. Possible SWOT exercise on the project’s performance in the form of group work. Participants will be asked to identify lessons learnt as well as areas for improvement for future projects.
5. Discussion of recommendations to improve the implementation and ensure sustainability. Consideration will be given to the value of distributing a feedback form for participants to nominate their “action priorities” for the remainder of the project.

**F. Limitations**

Fieldwork for the evaluation will last two weeks, and the evaluator will not have enough time to visit all project sites. As a result, the evaluator will not be able to take all sites into consideration when formulating their findings. All efforts will be made to ensure that the evaluator is visiting a representative sample of sites, including some that have performed well and some that have experienced challenges.

This is not a formal impact assessment. Findings for the evaluation will be based on information collected from background documents and in interviews with stakeholders, project staff, and beneficiaries. The accuracy of the evaluation findings will be determined by the integrity of information provided to the evaluator from these sources.

Furthermore, the ability of the evaluator to determine efficiency will be limited by the amount of financial data available. A cost-efficiency analysis is not included because it would require impact data which is not available.

**G. Timetable and Workplan**

The tentative timetable is as follows. Actual dates may be adjusted as needs arise.

Activity	Responsible Party	Proposed Date(s)
Pre-evaluation phone debrief between DOL and evaluator	ICF: organize call DOL: highlight DOL’s priorities for evaluation Evaluator: ask clarifying questions	3/28/2012
Desk Review	Evaluator	2/21/2012
Question Matrix and Instruments due to ICF	Evaluator	
Finalize TOR and distribute to Grantee and DOL	ICF and Evaluator	3/30/2012
Introductory Meetings with Project Staff and National Stakeholders	Evaluator	4/1/2012
Field Site Visits	Evaluator	4/2/2012- 4/14/2012
National Stakeholder Meeting	Evaluator	4/12/2012
Post-evaluation phone debrief between DOL and evaluator	ICF: organize call Evaluator: provide debrief of	4/18/2012

Activity	Responsible Party	Proposed Date(s)
	evaluation, chief findings, and an questions going forward DOL: answer any questions	
Draft report to ICF for QC review	Evaluator	5/3/2012
Draft report to DOL & Grantee for 48 hour review	ICF	5/4/2012
Comments due to ICF	DOL & Grantee	5/8/2012
Draft report released to stakeholders (including DOL)	ICF	5/11/2012
Second draft of report to DOL	DOL	5/30/2012
USDOL Comments due to ICF	DOL	6/6/2012
Final approval of report *	DOL	6/15/2012
Finalization & distribution of report	ICF	7/10/2012

\*Additional reviews may be necessary which may affect the date of final approval.

#### **IV. EXPECTE OUTPUTS/DELIVERABLES**

The evaluator is responsible for drafting and finalizing the final evaluation report. The total length of the report should be a minimum of 30 pages and a maximum of 45 pages for the main report, excluding the executive summary and annexes.

The first draft of the report will be circulated to OCFT and key stakeholders individually for their review. Comments from stakeholders will be consolidated and incorporated into the final reports as appropriate, and the evaluator will provide a response to OCFT, in the form of a comment matrix, as to why any comments might not have been incorporated.

While the substantive content of the findings, conclusions, and recommendations of the report shall be determined by the evaluator, the report is subject to final approval by ILAB/OCFT in terms of whether or not the report meets the conditions of the TOR.

After returning from fieldwork, the first draft evaluation report is due to ICF on May 4 2012, as indicated in the above timetable and as agreed upon with USDOL. A final draft is due one week after receipt of comments from ILAB/OCFT and stakeholders and is anticipated to be due on July 10, 2012, as indicated in the above timetable. All reports including drafts will be written in English.

The report should have the following structure and content:

- I. Table of Contents
- II. List of Acronyms
- III. Executive Summary (providing an overview of the evaluation, summary of main findings/lessons learned/good practices, and three key recommendations)

- IV. Evaluation Objectives and Methodology
- V. Project Description
- VI. Relevance
  - A. Findings - answering the TOR questions
  - B. Lessons Learned/Good Practices
- VII. Effectiveness
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- VIII. Efficiency
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- IX. Impact
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- X. Sustainability
  - A. Findings – answering the TOR questions
  - B. Lessons Learned/Good Practices
- XI. Recommendations and Conclusions
  - A. Key Recommendations - critical for successfully meeting project objectives
  - B. Other Recommendations – as needed
    - 1. Relevance
    - 2. Effectiveness
    - 3. Efficiency
    - 4. Impact
    - 5. Sustainability
- XII. Annexes - including list of documents reviewed; interviews/meetings/site visits; stakeholder workshop agenda and participants; TOR; etc.

## **V. EVALUATION MANAGEMENT AND SUPPORT**

ICF has contracted with Nahla Hassan to conduct this evaluation. Nahla Hassan has a master's degree in Political Science with a specialization in International Relations (American University in Cairo) and possesses over 12 years of professional experience in relief, economic and social development both in research and programmatic interventions. She has worked with many national and international organizations in the Middle East, North Africa, the United States, and Europe. Ms. Hassan is fluent in Arabic, English, and French. Ms. Hassan's past experience includes: Documentation Specialist, Save the Children UK-Cairo office; Forced

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Domestic Child Labor Research, ICF Macro; Social Security Law and Gender in Jordan, World Bank; External Evaluator – Gender and Work Capacity Building Project, Population Council in Egypt; and Investigator of Social Protection Networks for youth in Egypt, Population Council. She also served as the Principal Qualitative Investigator and Co-Author of Reclaiming their Voice: the Situation of Youth in Upper Egypt for the World Bank Population Council. The contractor/evaluator will work with OCFT, ICF, and relevant CHF International staff to evaluate this project.

ICF will provide all logistical and administrative support for their staff and sub-contractors, including travel arrangements (e.g. plane and hotel reservations, purchasing plane tickets, providing *per diem*) and all materials needed to provide all deliverables. ICF will also be responsible for providing the management and technical oversight necessary to ensure consistency of methods and technical standards.

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## **ANNEX B: STAKEHOLDER MEETING PARTICIPANTS**

CECLE Jordan Final Evaluation Exit workshop–April 2012

### **Proposed Stakeholders Attendees**

<b>Participants</b>	<b>Organization</b>	<b>Total Attendees</b>
CECLE Program Director, Education specialist, Communication and Awareness raising specialist, M&E officer, Program assistant, Finance Manager	CHF International	6
CECLE Project manager, M&E officer, 3 Education coordinators (North, South, Middle)	Questscope for social development in the middle east	5
CECLE Project manager, Project assistant	NCFA	(4-5)
Head of inspection, Head of child labor unit, 2-3 labor inspectors	Ministry of Labor	(4-5)
NFE department head and field specialist, School counseling head, 2-3 NFE facilitators	Ministry of Education FE & NFE	(5-6)
Social Protection Department head and Begging department head	Ministry of Social Development	(1-2)
IFE facilitators ( Male and Female), 1-2 CBO presidents	CBOs	(3-4)
Amen FM Radio Station, AlDustoor, Arabtimes or AlGhad Newspapers	Media	3
Companies services association head, Mechanics association head	Employees' association	2
(CECLE Labor withdrawal cases) 2 boys +1 girl+ parents	Beneficiaries and their families	5

<b>Total</b>		<b>43</b>
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## ANNEX C: FINAL EVALUATION SCHEDULE

Date	Center Name	Governorate	District	Session Time / Visit Time	Travel Time between centers	Travel Time between CECLE office and Centers	Coordinator	Mobile No.
4/2	Akka School / NFE Girls	Amman	Middle	11:30 - 13:00	45 Minutes	30 - 45 Minutes	Cedar Zriqat	0777 3456 48
	Khrebat Alsouk School / NFE Boys (Success Case)			14:00 - 16:00			Majdi Khalaialeh	077 5400 692
4/3	Sanabel Alkhair Association / IFE Girls (Challenge Case)	Amman	Middle	10:00 - 12:00	60 Minutes	30 - 45 Minutes	Jafar Reshaidat	0777 300 299
	Sahhab Association / IFE (Success Case)							
	Meeting with US Embassy reporting officer			13:00 - 15:00			Ahmad Abu Nemreh	0777 406 590
4/4	Ghour Al-Safi School / NFE Girls	Karak	South	12:00 - 14:00	10 Minutes	2 - 2.5 Hours	Tariq Nemat	077 5400 691
	Ghour Al-Safi School / NFE Boys			14:00 - 16:00			Tariq Nemat	
4/5	Women Committee Forum / IFE	Aqaba	South	11:30 - 13:30	20 Minutes	4 Hours	Zeiad Afanah	0777 244 717
	Abu Ayoub Alansari School / NFE Boys			14:00 - 16:00			Zeiad Afanah	
4/8	Iskan Price Talal Association / IFE	Zarqa	Middle	11:30 - 13:30	30 Minutes	60 - 90 Minutes	Jafar Reshaidat	0777 300 299
	Prince Abdullah NFE (Handover to MOE in Oct 2011)			15:30 - 17:00				
	Al-Msharfeh School / NFE Boys			14:00 - 16:00			Jafar Reshaidat	
4/9	Al-Farouk Society / IFE	Irbid	North	11:30 - 14:00	20 Minutes	1.5 Hours	Tawfiq Zakarneh	077 9991 189
	Al-Waleed Bin AbdulMalek School / NFE Boys			14:00 - 16:00			Tawfiq Zakarneh	
4/10	Meeting with MOL Child labor unit and 2 labor inspectors	MOL		9:30 - 10:30				
	Meeting with QS	QS		12:00 - 6:00				
4/11	Meeting with NFE divisions and Counseling Division MOE	MOE		9:30 - 10:30				
	Meeting with ILO-IPEC / Nick the Program Director	ILO Office		12:00 - 13:00				
	Meeting with NCFA	NCFA		2:00 - 3:00				