

Project and Evaluation Overview

Region/Country: MENA/Jordan
Grantee: International Labor Organization
Project Duration: 31 December 2010 – 31 August 2016
Fiscal Year and Funding Level: FY 2011: \$3,962,160.05
Type of Evaluation: Final
Date of Evaluation Field Work: August 2016 (3 weeks)
Evaluation Management: ILO
Evaluation Manager: Nathalie Bavitch

Background and Context

Project Summary:

The *Moving Towards a Child Labor Free Jordan* project aims to create an “enabling environment for the elimination of residual child labor in Jordan. This project worked in close cooperation with three Jordanian ministries; the Ministry of Labor, Ministry of Education and Ministry of Social Development. By the end of the project, the 4 following objectives were to be obtained:

1) A mechanism for coordinating action to combat child labor at national and district levels and link child laborers and their families to improved educational provision and social protection will have been established; 2) Trends in child labor will be estimated, specific aspects of child labor in Jordan will have been researched and conclusions will have been used to inform policy decisions and guide direct action; 3) The capacity of ILO constituents to implement the National Framework to Combat Child Labor will have been enhanced; and 4) The elimination of child labor and the promotion of youth employment will have been mainstreamed into the national development policy frameworks.

Purpose and Scope of Evaluation

- To assess the progress and performance of the Project (extent to which immediate objectives and outputs are being achieved) against the results

framework and amid country and regional changing circumstances (i.e. Syrian refugee crisis) throughout the life of the project.

- Identify ways to improve delivery and enhance coordination with key stakeholders for future projects aimed at combatting child labor in Jordan.
- Assess the efficiency of the Project, i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- To identify promising practices and ways to promote their sustainability. The final evaluation should provide key stakeholders with information to understand what worked, why, and how efficiently.
- To what extent has the Project contributed to any impact resulting from the NFCL?

Key Questions:

1. What was the basis on which the Project was designed? Was any initial needs assessment, diagnostic study, or baseline study undertaken prior to, or at the start of the Project? Was any gender analysis carried out?
2. To what extent has the Project responded to the needs of the beneficiaries and stakeholders?
3. How did the Project take the Syria crisis impact on child labour into consideration during its implementation and phases after the extensions?
4. How are the Project’s objectives aligned with national policies and frameworks, including the Jordan DWCP and broader development frameworks (e.g. UNDAF and the UNCT programming documents)?
5. Were the objectives of the project clear, realistic and likely to be achieved within the established time schedule and with the allocated resources (including human resources)?
6. Were the different components of the project (i.e. capacity building, policy and legislation, awareness raising, direct action to beneficiaries, etc.) clearly and realistically complementing each other?
7. To what level was information regarding the socio-economic, socio-cultural and political situation of Jordan taken into account when designing the Project?

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8. What is the quality of the assumptions formulated in the Project document e.g. to what extent were assumptions specified at outcome level and to what extent were they formulated as being outside of the control or influence of the Project actors and stakeholders?

9. How have gender issues been integrated, or mainstreamed in the Project design - in its components and outcomes? Was any gender analysis conducted at the start, or before the start-up?

10. How did the Project respond to the recommendations of the Mid-Term Evaluation in 2012 and DWCP Review with relation to emerging needs?

11. To what extent was the National Framework to Combat Child Labor tailored to match the specific needs of each Governorate?

12. To which extent has the referral mechanism system served children in sectors that are most common in the following regions: Agriculture (Zarka and Amman); Street work (Irbid and Al Mafraq); and Tour guiding (Petra, Ma'an)?

13. To what extent has the National Framework been translated into concrete actions? Which actions are required for the National Framework to deliver and be sustainable after the end of the project?

14. How was the Project able to address, or impact, the level of capacity among ILO constituents? Which constituents have been involved and benefitted from capacity development activities and what capacity issues were addressed?

15. How has the Project contributed to the institutionalisation of the capacity building tools that have been developed/revised during the implementation period?

16. How has the Project been able to promote youth employment, and linkages between child labour and youth employments, at national levels?

17. To what extent has the referral system served Syrian refugee children, especially those working in sectors where they are the most vulnerable, i.e. agricultural and street work?

18. To what extent can it be assessed that the NCLS accurately reflects the child labor situation across all of Jordan?

19. To what extent has the referral system served Syrian children especially those working in sectors where they are they are most vulnerable: agricultural and street work.

20. To what level has the Child Labor Monitoring System (CLMS) been effective and sustainable?

21. To what extent did the staff turnover impact on Project implementation and performance?

22. Review the value of support received from program partner organizations and relevant ILO units (including ILO Geneva, Sub regional and Regional Office).

Findings and Conclusions

Design: Due to changing circumstances, several *Project Modifications* were made of the design regarding activities, outputs and budget throughout the years. The objectives, however, stayed the same which reportedly was an important factor in terms of continuity, in particular vis-à-vis the constituents, and it is assessed that they are still valid as goal statements even though activities were added or deleted due to the change of circumstances in the country i.e. the influx of Syrian refugees after the Project had taken off.

Design Response to the influx of Syrian Refugees: The evaluation identified a number of synergies with other organizations, approach and activities geared toward combatting child labor regarding Syrian refugee children, such as piloting NFCL in areas with high incidence of refugees, namely in Mafraq, Irbid, Amman and Zarka. Rapid assessments on child labor among Syrian refugees were conducted in the agriculture and urban informal sectors (commissioned by ILO ROAS) and ILO initiated the Child Labor Task Force within Child Protection Working Group (co-chaired by Save the Children) and mobilized for new Projects focusing on Syrian refugees. ILO also invited UNHCR to be a member of the NCLC. New funds were used to conduct the National Child Labor Survey in which Syrian refugee children and families participated (including one refugee camp) with assistance of the Ministry of Interior. Project staff have also contributed to the development of the ILO project on child labor project with focus on Syrian children, (funded by Danida and the Government of Canada - an 18 month project ending in 2018).

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Progress and Effectiveness: The National Committee on Child Labor (NCCL) and the Child Labor Unit, of the Ministry of Labor have been activated. The NCCL now comprises government agencies, private institutions and NGOs. Support has been provided in the setting up of the Child Labor Unit, in the Ministry of Social Development and in enhancing institutional capacity of both these two ministries, as well as to the Ministry of Education, and of other stakeholder organizations participating in the National Framework of Child Labor. The Project has also clearly made efforts to assist the government in creating the initial structures, and a mechanism, for the coordinating of action to combat child labor and to link child laborers and their families to improved educational provision and social protection.

However, developing the structures, creating mechanisms and providing training are not sufficient to make it work after all. It was found that coordination and cooperation among main stakeholders was not systemized and was kept at management levels that were not high enough. It was found that the commitment from the MoL and CLU management was, on the whole, not adequate for the system to work as intended and for the child laborers (the ultimate beneficiaries) to be given the protection and education that was intended.

Effectiveness: CL Database and Implementing/“Activating” the NFCL: The Project has developed a database for the monitoring of child laborers to function as a tool in the identification, referral and monitoring work among the three ministries. The earlier database was revised in 2016 and trained staff at central and Governorate levels was re-trained. This evaluation found that it is premature to expect that the revised database will function smoothly already at this stage and that it will need further nurturing, trials and maintenance. When rolling out the NFCL to the remaining Governorates in 2015-16, and re-training the “old” pilot Governorates, there was a lack of awareness about the existence of the framework among many government officials participating in the training, and a lack of knowledge about the reasons that it had been put in place and added to their work load. At central level it is evident that stakeholders, including the Ministry officials

involved in child labor issues, have an enhanced understanding and knowledge about *how it should work* but have not been able to convince the Evaluator that it does work, in practice, namely that the framework is actively used (through documentation or any other evidence based information). On the contrary, government officials have stated that it does not work because the Database is not “working” and that this basically should be traced to the activities of the Project.

Effectiveness of the Project management: The evaluation found the Project management, as well as staff, to be capable and effective in handling the Project, including the monitoring and reporting. Not surprisingly though, the changes of staff over the years disrupted the implementation, with three changes in management and an almost 8-month period with only a consultant to follow up on the project activities and to keep in contact with MOL (mainly), while awaiting endorsement and new funds. The three changes of administrators have also posed a challenge in running the Project smoothly, although they too have been capable to perform the duties.

Capacity development:

Capacity development and awareness raising are viewed as very important elements in any ILO technical cooperation Project and in this Project it has been clearly been a cornerstone. It was concluded that more efforts could have been made to find more effective ways of involving the Employers and the Workers Associations for example in awareness-raising campaigns and as spokespersons against child labor.

Linkages between child labor and youth employment:

Regarding the concept of linkages between child labor and youth employment, this element has not come out as a strong feature of the Project but the mini projects (“action programs”) implemented by GAM and IYF were successfully carried out by dedicated staff in these agencies.

National survey on child labor: A comprehensive national survey on child labor, which includes Syrian refugee population, was undertaken under the umbrella of this Project. The summary results were presented in Amman on 16th August 2016. It is assessed that the report will be an important and

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very useful reference document in the future work against child labor.

Gender concerns and strategies:

Sex disaggregated data has been collected regarding participation in training events and workshops, and gender has been addressed to some extent in, for example, training created to increase understanding and awareness on the issues in relation to child labor and youth employment. The evaluation has, however, not found that any particular gender analysis or piece of research/case study has been carried out, specifically addressing gender - or any strategy developed on how to address gender issues, and integrate gender into the Project to guide the policy-oriented dialogues with the decision-makers and collaboration with the partners. This seems to be both an issue of lack of clear direction in the design, as well implementation – as the Project well could have found innovative ways and activities to bring gender to the forefront without specific instructions in the design. It is expected that (based on the recent initial survey results of the NCLS) ILO and the Jordanian government will dedicate resources and activities to the issue of gender - relating to both girls and boys, to acquire more knowledge and design activities to meet their respective and (most likely) different needs.

Sustainability-challenges (1–5):

1. The Jordanian Government should, after so many years of technical cooperation with the ILO, make even more commitments in the area of child labor elimination, including setting targets, allocating more human resources and funds to reach national goals and to what has already been accomplished so far, such as the National Framework on Child Labor. This evaluation has assessed that MoSD could be more suitable to lead the work on the NFCL, than MOL. This Ministry has set up its own Child Labor Unit, run by a Focal Point. In any continued support to increase the effectiveness of the NFCL, the CLM referral system must be broadened to include Employers and Workers organizations, as well as the private sector and NGOs.

2. Discuss interest for new technical cooperation on child labor and youth employment linkages addressing Syrian refugees in particular

3. Enhance relevance and validity in design and set attainable and realistic goals to ensuring ownership of the Project (ILO, USDOL and Jordan Government)
ILO and USDOL should set goals for its projects that are attainable and realistic and should develop the projects in close participation with the Jordan counterparts in order to avoid misunderstanding of what the project’s objectives are, and avoid mismatch of expectations (and ensure that the Jordanian constituents have a translated copy of the project document for the sake of ownership and easy reference from day one). b) Attention to language: ILO should as much as possible refrain from using terms such as “recipients” and “beneficiaries” (in design and implementation) of technical cooperation projects as they indicate passiveness. They should be described and treated as active project participants contributing to the achievement of the Project goals and objectives.

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

ILO should ensure that gender analysis is part of the preparations for new technical cooperation projects, and that gender planning is part of Project Documents/proposals, and fully integrated in designs and implementation. Thus, in its recruitment of project staff, ILO must look for knowledge and experience (apart from management and technical skills) on how to integrate/mainstream gender issues in the implementation of a Project. Project practitioners must be able to move beyond inviting (and counting) women to participate in the project’s training and events - to appreciating that specific research and actions may be required to reach full and effective participation and equal opportunities. It should also be understood that “gender” also means that the needs and roles of men and boys should be analysed to guide activities in reaching the goals.

5. Follow up, improve and maintain the Database on child labor (ILO, MOL, MOE, MOSD). ILO should follow up (and later monitor the actions in the governorates) to ensure that the instructions given to CLU-MOL staff are followed, namely 1) activate

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the database immediately; and 2) provide access to the ministries of Education and Social Development, in addition to their field offices and 3) in order to give external access, to obtain a new IP address from the Ministry of Information Technology.

b) To make it work, full support from the top management of the involved ministries is required and further support on maintenance and nurturing by the ILO e.g. through the Syrian child labor project (Danida, Government of Canada).