



International Programme on the Elimination of Child Labour (IPEC)



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Office

IPEC Evaluation

**Towards a Child Labour-Free Philippines:
Supporting the Philippine Program
Against Child labour in Building on Past
Gains and Addressing Challenges
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**An independent expanded final evaluation by a team of external
consultants**

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This document has not been professionally edited.

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Evaluation and Impact Assessment section (EIA) following a consultative and participatory approach. EIA has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out by a team of external consultants¹. The field mission took place in November 2013. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

Funding for this project evaluation was provided by the United States Department of Labor. This report does not necessarily reflect the views or policies of the United States Department of Labor nor does mention of trade names, commercial products, or organizations imply endorsement by the United States Government.

¹ Amy Jersild and Lucita Lazo.

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Acronyms

4 P's	Pantawid Pamilyang Pilipino Program, otherwise known as the Conditional Cash Transfer Program
BCPC	Barangay Committee for the Protection of Children
CLM	Child Labour Monitoring System
CLKSS	Child Labour Knowledge Sharing System
CLMS-IDS	Child Labour Monitoring-Integrated Service Delivery
CBA	Collective Bargaining Agreement
CBMS	Community-based Monitoring System
CPACL	Convergence Program to Address Child Labour (or HELP ME)
DBMR	Direct Beneficiary Monitoring and Reporting
DepEd	Department of Education
DILG	Department of Interior and Local Governance
DOLE	Department of Labor and Employment
DSWD	Department Social Welfare and Development
ECOP	Employers' Confederation of the Philippines
EIA	Evaluation and Impact Assessment
FFW	Federation of Free Workers
FGD	Focus group discussion
HELP ME	Health Education Livelihood Protection Prevention Monitoring and Evaluation Program
ILO-IPEC	International Labour Organization International Program on the Elimination of Child Labour
ILS	Institute for Labor Studies
ISDS	Integrated Service Delivery System
LGU	Local Governance Unit
MOA	Memorandum of Agreement
MSWDO	Municipal Social Welfare and Development Office
NCLC	National Child Labor Committee
NGO	Non-governmental organization
NSO	National Statistics Office
PCPC	Provincial Committee on the Protection of Children
PCCL	Provincial Sub-Committee on Child Labor
PES	Parent Effectiveness and Psychosocial Support
PMP	Project Monitoring Plan

PPACL	Philippine Program Against Child Labor
PSWDO	Provincial Social Welfare and Development Office
SIFI	Sugar Industry Foundation, Incorporated
TBP	Time bound programme
Tripartite++	Tripartite refers to the three-way partnership ILO has with its government counterpart, labour and employers. The term ‘tripartite++’ refers to other agencies collaborating together with the tripartite partners, such as NGOs.
TUCP	Trade Union Congress of the Philippines
USDOL	United States Department of Labor
WFCL	Worst Forms of Child Labour

Executive summary

Introduction

In 2001, there was an estimated 4 million economically active children in the country, aged 5 to 17 years, which constituted 16.2 per cent of the total population of children within the same age group, according to a survey produced by the Philippine National Statistics Office (NSO). Sixty per cent, or 2.4 million children, were exposed to hazardous working conditions. Of those exposed, 7 out of 10 were male. The proportion of rural working children exposed to physical, chemical or biological hazards was higher (at 62 per cent) than their urban counterparts.² After a gap of over a decade, the NSO officially released another study in 2012. They estimated 3.03 million children to be engaged in child labour, including 2.99 million in hazardous occupations and tasks and 35,000 in long hours or at night in non-hazardous occupations.³ The numbers of working children exposed to hazardous working conditions in 2011 represents a slight increase of 0.8 per cent over 2001 levels.

The phenomenon of child labour is known to occur in the non-formal sector within the Philippines. Whereas businesses have largely concurred with anti-child labour laws, child labour persists within smaller family-owned businesses and the larger non-formal sector. Types of work children engage in include fishing and agriculture, as well as scavenging and gold mining. Government response includes ratification of ILO Convention 182 in year 2000. The Government also put in place legislation against Worst Forms of Child Labour (WFCL) and protection of working children, including Republic Act 9231 of 19 December 2003. Republic Act 9231 amended the Republic Act No. 7610 of 17 June 1992, known as the Special Protection of Children Against Child Abuse, Exploitation and Discrimination Act. With support from ILO IPEC, the Government also put in place the Philippine Program Against Child Labour (PPACL), a multi-stakeholder initiative with the goal to reduce WFCL by 75 per cent by 2015.

‘Towards a Child Labour-Free Philippines: Supporting the ‘Philippine Program Against Child Labour’ in Building on Past Gains and Addressing Challenges’ is a four-year program funded by the United States Department of Labor (USDOL), which began on 30 September 2009 and ended December 2013. The project’s overall development objective is to contribute to the PPACL goal to reduce WFCL by 75 per cent by 2015 through the prevention, protection, and reintegration of child workers into a caring society. The project focuses on knowledge creation and management, partnership and coordination, area-based services, and sustainability at the national and local levels.

The project aimed to provide direct services to 9,350 children identified as engaged in child labour or at risk in four provinces, Quezon, Masbate, Northern Samar and Bukidnon. These services were intended to bring about the complete withdrawal of 5,500 children from child labour and successfully prevent 3,350 who are at risk.

Methodology

The evaluation covers the beginning of the project from the end of 2009 to the present. It follows the project’s mid-term evaluation, which was completed in July 2012. The evaluation’s main purpose is: *to determine the relevance, effectiveness, efficiency and sustainability of project interventions and outcomes achieved, particularly in relation to sustained outcomes and their potential to be replicated in other*

² ILO-IPEC. ‘Towards a Child Labour-Free Philippines: Supporting the ‘Philippine Program Against Child Labour’ in Building on Past Gains and Addressing Challenges’ (2009), page 10.

³ National Statistics Office, National Survey on Children (2012).

contexts. The evaluation team focused on three primary areas: assessment of contextual factors and realities; assessment of conceptual analysis and frameworks; and initiative-wide performance.

1. *Assessment of contextual factors and realities*: Contextual information was taken into account related to ILO-IPEC programming objectives, government priorities, and partner agency programming in order to check assumptions and the fit of the initiative's inputs and expected results. Data was collected from stakeholders and supplemented by a desk review.
2. *Assessment of conceptual analysis and frameworks*: Information was gathered to further understand and describe the conceptual basis for the initiative. Data was collected from stakeholders and supplemented by a desk review.
3. *Assessment of initiative-wide performance*: A broader assessment was also undertaken, to assess project outcomes under each of the four project components and their prospects for sustained implementation, to cover all four provinces and national level. Data was collected from stakeholder interviews and supplemented by a desk review.

The expanded final evaluation included two sub-studies conducted by national consultants prior to the evaluation team's field work to assist in understanding the above three primary areas. These focused on the enabling environment in two selected provinces and a quantitative assessment of the Direct Beneficiary Monitoring and Reporting (DBMR).

- The *enabling environment sub-study* sought to: 1) describe the current situation of the enabling environment to reduce child labour in two selected provinces; 2) identify changes in the enabling environment to reduce child labour in the two districts over the last three years; 3) identify changes in the enabling environment at the national level that have supported the reduction of child labour at the district level over the last three years; 4) identify possible causal links between the interventions of the project and changes in the enabling environment in the districts; and 5) identify lessons learned in the work that has been done to support change in the enabling environment at the district level for the reduction of child labour that can be used to develop models and inform future work of this nature. Data was collected through focus group discussions and semi-structured interviews with project stakeholders in Quezon and Bukidnon Provinces and was qualitative in nature.
- An *assessment of the impact on project beneficiaries* through analysis of the Direct Beneficiaries Monitoring Reports (DBMR) was conducted, focused on component three of the project, area-based services. The study involved a quantitative analysis of the project's DBMR data and aimed to assess the impact of the project on diverse groups of beneficiaries and the distribution of benefits among those of particularly vulnerable backgrounds.

The evaluation identified several limitations, some specific to the methodological approach and some related to circumstance. They include: limited access within villages to freely walk about and interview at will due to limited time; language differences in Masbate; natural disaster in the Philippines two to three weeks prior to the arrival of the evaluation team which caused last minute changes in field visits location and schedule; and delay in finalization of the sub-studies.

Findings

Overall the evaluation found that the project has made a very substantive contribution to the implementation of the PPACL in reaching its overall objective of 75 per cent reduction in child labour by 2014. This contribution is evidenced by increased levels of awareness about child labour among parents, children and community leaders at the barangay level in their efforts to withdraw and prevent child labour; the support to all levels of government in the formulation of ordinances; and the very deliberate focus on

sustaining outcomes in supporting the child labour agenda going forward. The following outlines the main findings grouped under thematic areas of project approach, data collection and use,

A. Relevance of the project approach

The evaluation team identified the project approach to be relevant in several ways. First, the project's area based convergence approach is relevant in the Philippine context, yet certain challenges exist, including addressing migrant child labourers and the intent to achieve the desired change and commitment over the life of the project cycle. Second, the project's greater investment in direct service provision, institutional capacity development, and policy over public-private partnerships is sound, based on the greater prevalence of the child labour problem in the informal economy. Third, the project logic is sound overall, yet the overall development objective is based upon the PPACL objective, which is not fully supported with clear objectives and benchmarks to monitor progress.

B. Data: collection, organization and use

Data collection and analysis was an instrumental part of the project, with several examples found of effective use for program and policy development, and for awareness raising. The project's purposeful effort to set up data bases, establish information hubs and exchange mechanisms, and document good practices has made a direct contribution to the cultivation and consolidation of knowledge at both the individual and institutional levels on how to address the problem of child labour. Yet access to data during project implementation was problematic, with issues of capacity and access to technology limiting its use, particularly in remote project sites where connectivity is uneven. In addition, regular monitoring of children's status at the barangay level and analysis of data collected for purposes of knowledge sharing and program planning was ineffective.

C. Effectiveness of partnerships and coordination of services

The project has been successful in achieving its quantitative targets of child labourers withdrawn, prevented and protected. Attribution of the children's staying enrolled in school as linked to the project, however, is difficult to discern due to other programming within the target communities, namely the Conditional Cash Transfer Program, or '4P's'. Yet reinforcement of project objectives between the two programs was found to be positive. Successful coordination at the local level appears to rest on a combination of Local Governance Unit (LGU) leadership, political will, institutional competence, i.e. human resources and systems and collaboration among national government agencies in providing services needed by the child labourers. With regard to private-public partnerships, their success in addressing child labour is dependent upon whether there are clear economic dividends to be gained by the business sector. Where there is a clear win-win situation, the project has showcased multiple positive models for replication.

D. Discussion on sustainability and strategic gaps going forward

The project has strongly focused on policy development as a means to sustain achievements in the child labour movement, as well as deliberately executing activities aimed to sustain gains made by the project. The evaluation finds crucial to sustaining these gains is (1) a well-operating system for detecting cases of child labour (Child Labour Monitoring system (CLM)); and (2) an effective mechanism for delivering services to children according to their needs (Integrated Service Delivery System (ISDS)). These have been institutionalized, yet how well they will continue to operate depends on the leadership of the municipalities and barangays. Continued orientation and capacity building is required. The proposed HELP ME Program is at the first level of decentralization, providing for some prospect for success, yet

similar challenges remain in supporting local actors at the front line in dealing with the child labour problem within their communities.

Conclusion

Lessons learned

- A lesson learned from the Philippine experience indicates sustainable livelihoods, combined with awareness raising, is an effective way for children to be assured of proper care and education.
- Building the capacity of government agencies within the scope of their mandate and within the context of the convergence program while advocating for continued prioritization for funding bodes better for sustainability as compared to supporting NGOs in the same role, as was done in Masbate and Northern Samar.
- In addressing a social phenomenon like child labour, the Philippine experience demonstrates the importance of coordination, collaboration and convergence of development efforts.
- Long-term investment and support to the barangay level is needed to ensure achievements ‘stick’ and are fully realized.

Good practices

- The ILO IPEC program placed staff in each of the provinces to assist stakeholders in their coordination efforts and to support service delivery. The evaluation team identifies this as a good practice, enabling on-the-ground involvement and knowledge sharing among stakeholders and ILO IPEC staff, as well as good coordination between provincial based ILO IPEC staff and their colleagues based in Manila.
- The barangay-based CLM and service delivery systems in Quezon and Northern Samar are considered a good practice -- both by the evaluation team and the project⁴ -- that can be replicated in other municipalities. In particular, the coordination and perseverance demonstrated by DOLE and DSWD in Quezon Province to support barangays in linking and forming ties with the private sector within their municipality to provide support to families of child labourers was noted. The coordination and cooperation achieved across ministries in Quezon illustrated how effectively it can be done.
- The private sector initiatives that yielded positive outcomes are identified as good practice and can be replicated in other areas. These include the Sifi Foundation’s work in the sugar industry, and the voluntary codes of conduct and Coca-Cola’s work on education in Bukidnon.

Recommendations for tripartite++⁵

1. Continue strengthening institutional capacities for law enforcement, design and implementation of anti-child labour programs and services

⁴ As described in the project-produced report, “Building a Child-labor free Philippines: A documentation of good practices among ILO-IPEC interventions on eliminating child labour” (November 2013)

⁵ Tripartite refers to the three-way partnership ILO has with its government counterpart, labour and employers. The term ‘tripartite++’ refers to other agencies collaborating together with the tripartite partners, such as NGOs.

1.1 Institutional bodies and mechanisms

1. **Consolidation of the legal basis of and functionality of NCLC.** The draft of an executive order, which would give a legal mandate to the NCLC, is pending signature by the President, yet it appears that he is not inclined to sign such orders within the time frame required. A search for an alternative must be done to provide the NCLC with a stronger mandate to lead the child labour agenda going forward.
2. **Establish an enhanced NCLC oversight mechanism over the RCLCs/PCLCs.** This oversight mechanism is currently underdeveloped. While there may be differences in opinion as to the usefulness of such an oversight mechanism, the evaluation team believes that such a mechanism can, when effectively developed, provide an important means for learning and setting of standards. The recommendations of the organizational diagnosis of the NCLC and other related bodies provide an effective roadmap going forward for strengthening the NCLC – an area for DOLE as the lead agency to take forward in 2014.

1.2 Data collection and use

3. **Data collectors should be trained to engage in on-going analysis of data collected on properly encoded Excel sheets for knowledge sharing among project implementers for project planning, including BCPCs.** Ensure data collectors are trained and provided with properly encoded Excel sheets with the appropriate codes used. Data collectors should be able to undertake on-going monitoring, specifically in tracking the working conditions of a given child through each monitoring period. Analysis should be used for increased understanding among partners, and particularly Barangay Committees for the Protection of Children (BCPCs) within the participating communities.

1.3 Partnerships and convergence

4. **Consolidate existing partnerships and foster more and better ones.** Department of Interior and Local Governance (DILG) engagement and oversight relative to child labour mainstreaming in LGUs can and should be much better. The DILG exercises oversight functions on the LGUs and would have the institutional clout to ensure that anti child labour programming is incorporated in the local development plans nationwide. Through the DILG, the municipal local government officers can be harnessed in pushing the child labour agenda with the LGUs. This appears to be a strategic gap that must be paid attention to in the coming years. The DOLE and DSWD can collaborate in increasing and strengthening the engagement of the DILG (national) in the child labour movement, as well as in the implementation of the 4Ps.
5. **The DOLE must issue guidelines for implementation of HELP ME Convergence.** The crafting of these guidelines should illustrate the good practices learned over the years with clear guidelines for agencies to follow on how to realize an integrated service delivery approach to withdrawing, protecting and preventing child labour.

1.4 Policy making and delivery of services

6. **Review the tripartite approaches that were explored and piloted vis-à-vis child labour advocacy and involvement in the enforcement of anti-child labour laws and policies within the project, and identify which ones to further develop for scale.** The evaluation team notes the initiatives had varying degrees of success, with a lack of coordination among the reasons for the lack of success realized. Employer-

driven initiatives such as the SIFI, the voluntary codes of conduct and the Coca Cola in Bukidnon and barangay-based CLM and service delivery systems in Quezon and northern Samar are among those that can be replicated in other municipalities. Significantly, Calauag local government is already planning to scale up its CLM and service delivery for child labour households in all the barangays within its jurisdiction.

2. Enhancing impact and sustainability

7. **Institutionalize and regularize the Survey on Children to ensure adequate baseline data going forward.** Priority must be given to regular surveys completed with Government resources. A more intensive effort to advocate for the regularization of the survey has to take place.
8. **Continue building the capacity of those households with child labour through both economic and educational means.** The evaluation team notes the importance of increased access to livelihoods and skills development as vital to the reduction of child labour. The PES has, the team notes, created increased levels of awareness among parents, which is also vital to the reduction of child labour. Continued coordination among PES, DOLE, and other relevant actors at the local level is deemed important.
9. **Interventions aimed at achieving impact at the barangay level should be sustained for the long-term and focused on the DILG's support to BCPCs.** The evaluation team estimates investment over at least two election cycles, or six to eight years, at the local level to enable outcomes to 'stick'. For tripartite++ partners carrying forth the child labour agenda, the evaluation team highlights that outcomes sustained over six to eight years have much greater chance to be more impactful in the long-term. As for more concentrated interventions to support more impactful outcomes, the further strengthening of BCPC capacity through coordination, monitoring and technical support of the DILG is recommended.
10. **Based on the analysis of the DBMR, consider intensify the targeting of boys who are living in a large family with few adults earning in the household, and who are not in school at the time of enrolment.** These were found to be among the most vulnerable of child labourers, as based on analysis of key vulnerability indicators determined by the DBMR sub-study for the evaluation: total income of the earning adults; household size; schooling status of the child in the profiling stage; and sex of the child. Targeting child labourers with this profile with greater service delivery should lead to greater impact.

Recommendations for ILO-IPEC and USDOL

1. Data collection and use of the DBMR

11. **To enable greater effectiveness of the DBMR within the project and the data collection and monitoring process overall, the evaluation team suggests articulating a third objective that is learning in nature.** The two objectives for the DBMR, as outlined in the ILO IPEC's guidebook for monitoring and reporting on direct beneficiaries stipulates the two purposes as related to a quality assurance tool to monitor delivery of services and identify desired outcomes of those services in the form of removal, protection, or prevention. To make greater use of the data collected, and to give a greater sense of purpose among stakeholders in understanding the function of the data they collect, a learning objective may be articulated.
12. **Include in the DBMR manuals and modules discussion on the need for a clear protocol on the encoding of data and regular analysis.** As recommended above to

project implementers, ILO IPEC HQ should also address this in its programming and capacity building. Include information, if not already addressed, on the importance of properly encoded Excel sheets for data collectors' on-going monitoring for the purpose of knowledge sharing with project implementers, including BCPCs and communities.

13. **Regular maintenance of the DBMR and monitoring reports should be done by the project, with occasional high-level analysis of the DBMR conducted by an expert data analysis team.** The evaluation team recommends for future use of the DBMR to stress the importance of on-going maintenance to enable effective analysis. The evaluation team suggests to periodically contracting an expert data analysis team for analysis. Discussion of the results, along with review of monitoring reports, should enable program staff to undertake meaningful steering of project directions and investments based on regular analysis.
14. **Implement a standardized approach to data collection so as to ensure complete understanding, instead of relying on implementing partners.** As recommended in the quantitative study on the DBMR, data collectors of the implementing agencies should be chosen and oriented by the project staff and not by the implementing agencies so as to ensure standardization and complete understanding.
15. **Include in the DBMR other factors that can influence vulnerability within the local context.** Those found of relevance in the Philippine context by the sub-study consultant but not available in the DBMR include indigenous households, religious minorities, single parent and female-headed/elderly headed households.

2. Programming for greater impact

16. **Interventions aimed at achieving impact at the barangay level should be sustained for the long-term.** The evaluation team estimates investment over at least two election cycles, or six to eight years, at the local level to enable outcomes to 'stick'. As noted above for Tripartite++ stakeholders, the evaluation team highlights to USDOL and ILO-IPEC that outcomes sustained over six to eight years have much greater chance to be more impactful in the long-term. As for more concentrated interventions to support more impactful outcomes, the further strengthening of BCPC capacity through coordination, monitoring and technical support of the DILG is recommended.
17. **For future programming in the Philippines, consider targeting of the most vulnerable of child labourers identified through analysis of the DBMR -- those boys who are living in a large family with few adults earning in the household, and who are not in school at the time of enrolment.** The sub-study on the DBMR indicated that these boys are among the most vulnerable of child labourers, based on analysis of four vulnerability factors.

1. Introduction

1.1 The child labour problem in the Philippines

1. In 2001, there was an estimated 4 million economically active children in the country, aged 5 to 17 years, which constituted 16.2 per cent of the total population of children within the same age group, according to a survey produced by the Philippine National Statistics Office (NSO). Sixty per cent, or 2.4 million children, were exposed to hazardous working conditions. Of those exposed, 7 out of 10 were male. The proportion of rural working children exposed to physical, chemical or biological hazards was higher (at 62 per cent) than their urban counterparts.⁶
2. After a gap of over a decade, the NSO officially released another study in 2012, called the National Survey on Children. They estimated that 5.5 million children worked at least one hour per day in the past year. Of these, 3.03 million were estimated to be engaged in child labour, including 2.99 million in hazardous occupations and tasks and 35,000 in long hours or at night in non-hazardous occupations.⁷ The numbers of working children exposed to hazardous working conditions in 2011 represents a slight increase of 0.8 per cent over 2001 levels.
3. Government response includes ratification of ILO Convention 182 in year 2000. The Government also put in place legislation against Worst Forms of Child Labour (WFCL) and protection of working children, including Republic Act 9231 of 19 December 2003. Republic Act 9231 amended the Republic Act No. 7610 of 17 June 1992, known as the Special Protection of Children Against Child Abuse, Exploitation and Discrimination Act.
4. At the national level, ILO-IPEC's partner is the National Child Labor Committee (NCLC), a body that was first launched in 1992 as the National Child Labor Program Committee and later in 1995 relaunched as the NCLC by virtue of a MOA under the stewardship of the Department of Labor and Employment (DOLE). Membership eventually expanded to include not only other government organizations but also relevant non-government organizations (NGOs) and organizational representatives of the workers and employers sectors. As of 2012 there are 16 members of the NCLC.
5. The phenomenon of child labour is known to occur in the non-formal sector within the Philippines. Whereas businesses have largely concurred with anti-child labour laws, child labour persists within smaller family-owned businesses and the larger non-formal sector. Types of work children engage in include fishing and agriculture, as well as scavenging and gold mining.

1.2 Background to the project

6. The project 'Towards a Child Labour-Free Philippines: Supporting the 'Philippine Program Against Child Labour' in Building on Past Gains and Addressing Challenges', hereafter referred to as 'the project', is a four-year program funded by the United States Department of Labor (USDOL), which began on 30 September 2009. By the end of 2013, the project culminates nearly two decades of partnership between ILO-IPEC and its tripartite partners in working on child labour. Initial work was done in a sectoral approach, focused on industries such as fishing and gold mining in selected areas within the country. After the Philippine Government ratified the ILO Convention 182 on

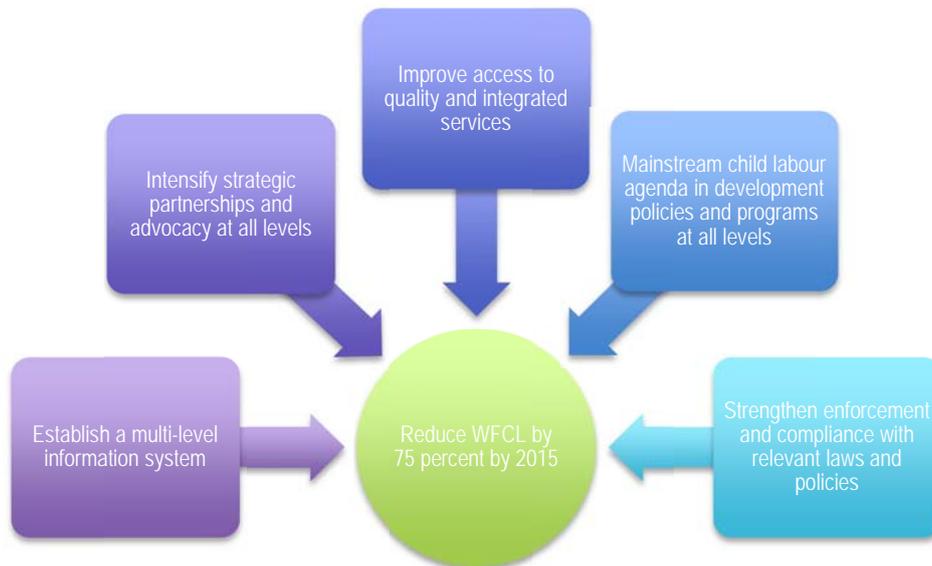
⁶ ILO-IPEC. "Towards a Child Labour-Free Philippines: Supporting the 'Philippine Program Against Child Labour' in Building on Past Gains and Addressing Challenges" (2009), page 10.

⁷ National Statistics Office, National Survey on Children (2012).

WFCL in 2003, ILO IPEC implemented the first project of support to the time-bound program (TBP 1) in 2004 with the support of USDOL for a three-year period. It aimed to provide a more holistic approach in strengthening the livelihood conditions of households with working children, or children at risk, through livelihood skills development and social safety nets. Its two strategic components included: (1) Strengthening the enabling environment for the elimination of WFCL; and (2) Reducing the incidence of selected WFCL through direct action for child labourers and their families.

7. Among TBP 1's major achievements, as noted in the final evaluation of the program, was its effectiveness in supporting the NCLC to bring child labour friendly policies and legislation to the regional level, which led to the creation of child labour committees at provincial, municipal and local levels. Furthering awareness of the child labour problem among the public was also identified as an achievement, with greater interest and capacity among the private sector to combat child labour.⁸
8. The program also assisted in the development of the first Philippine Program Against Child Labour (PPACL) as a time bound national program framework or plan of action, which sets out the objective to reduce child labour by 75 per cent by 2015 through a five-pronged strategic approach. Initiated in 2007, the PPACL is the only national plan of action on child labour among the ASEAN countries to date, and provides a framework for addressing the problem in an integrated approach, as illustrated in Graphic 1.

Graphic 1: PPACL goal and five key components



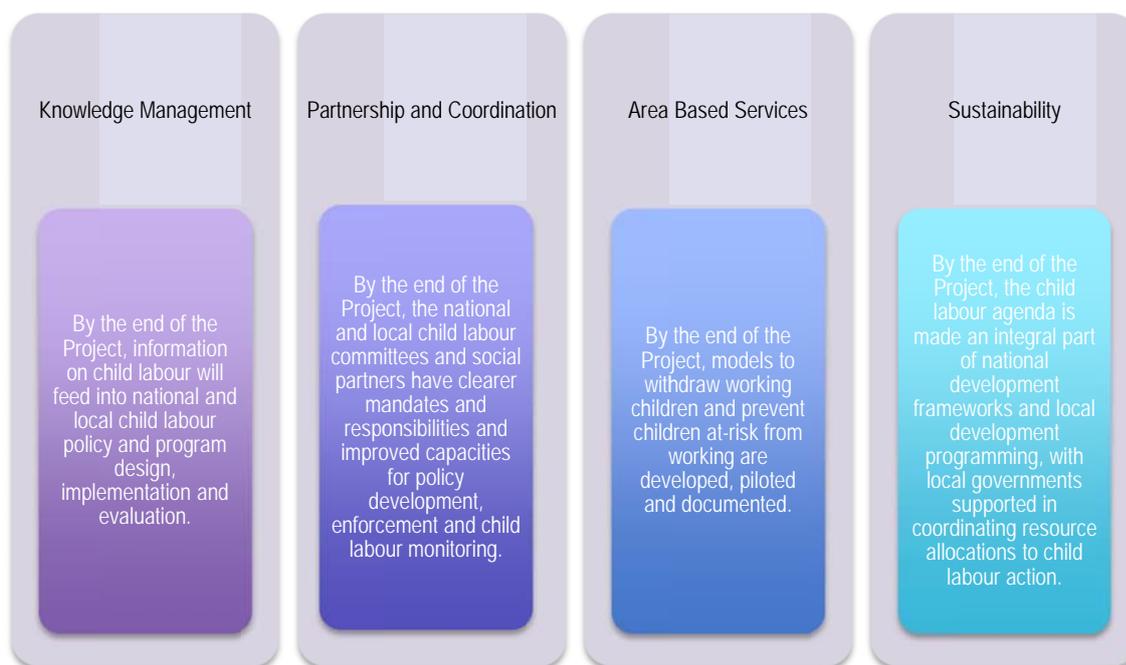
9. Following the first project in support of TBP, the ILO IPEC engaged in consultations that led to the development of its second TBP in late 2009. Also funded by USDOL, the project's overall development objective is to contribute to the PPACL's goal to reduce WFCL by 75 per cent by 2015 through the prevention, protection, and reintegration of child workers into a caring society. The second project in support of TBP focuses on knowledge creation and management, partnership

⁸ Krijnen, John F. A. and Angelita Resurreccion, ILO IPEC Final Evaluation Report 'Supporting the time-bound programme on the elimination of the worst forms of child labour in the Republic of the Philippines' (2007), pages 3-4.

and coordination, area-based services, and sustainability at the national and local levels in the provinces of Bukidnon, Masbate, Northern Samar and Quezon.

10. Project staff based in Manila and in each of the four provinces provided technical assistance working in cooperation with stakeholders as well as oversight. Specific technical inputs to the project include technical assistance by ILO-IPEC aimed to further build understanding on child labour and related issues; the development and maintenance of knowledge management products; and the support to the implementation of intake and referral systems by partner agencies at the district levels to provide services to child labourers and their families. The project components and its four desired outcomes are illustrated below in Figure 1.

Figure 1: Project framework

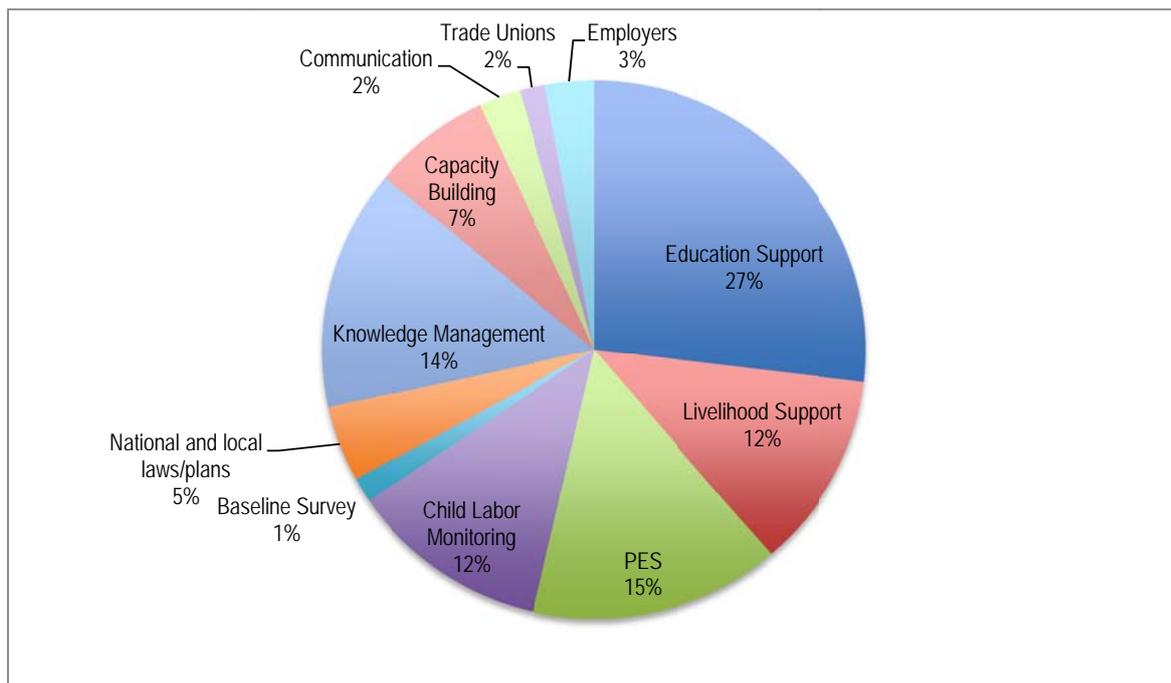


11. The project aimed to provide direct services to 9,350 children identified as engaged in child labour or at risk. These services were intended to bring about the complete withdrawal of 5,500 children from child labour and successfully prevent 3,350 who are at risk. An additional 500 children in the 15-17 years age group were intended to be reached by interventions that protect their safety and welfare. Through a baseline survey implemented in the four provinces end of 2010, the 9,350 children were identified to participate in the project.
12. As noted in the baseline report, the children identified typically belong to households of parents in their 40s who have at most an elementary education, with both parents working but not full-time. The parents' income is not sufficient for the family, and the children are typically engaged in the services sector, e.g., informal selling and domestic work, as well as fishing and agriculture. Many of the children were enrolled in school but missed classes due to work. The survey also identified that some of the households identified receive assistance from other government development programs, although this did not constitute a majority.⁹

⁹ Baseline Survey for the ILO-IPEC TBP Phase 2 Draft Report, February 6, 2011, Executive Summary, page 9.

13. The Direct Beneficiary Monitoring and Reporting database (DBMR) was used as a means to both track progress on the child labourers identified during the baseline survey, and as a quality assurance tool in ensuring services were provided to the children and their families as intended. The Child Labour Monitoring-Integrated Service Delivery (CLM-IDS) was also carried out to identify additional children in communities engaged in child labour beyond the 9,350 children identified in the DBMR, to coordinate services for those children, and for continued use beyond the end of the ILO-IPEC project. In Quezon and Bukidnon, this was carried out by provincial DOLE and in Masbate and Northern Samar non-governmental organizations (NGOs) took on this role.
14. Action Programmes were developed in collaboration with stakeholders on an array of interventions across project components one to three, including the CLM-IDS. The project disbursed a total of 21 grants for Action Programmes implemented by 18 partners at the national level and across each of the four target provinces. The majority of the Action Programmes involved the provision of services to the beneficiaries identified using the DBMR, including Parent Effectiveness and Psychosocial Support (PES) and education services. Chart 1 below provides an overall breakdown in the types of Action Programmes funded by the project. See Annex 1 for a description of the NCLC and their Action Programmes funded by the project, and Annex 2 for Northern Samar Action Programmes as a sample province.

Chart 1: Breakdown of subcontracts by area of investment

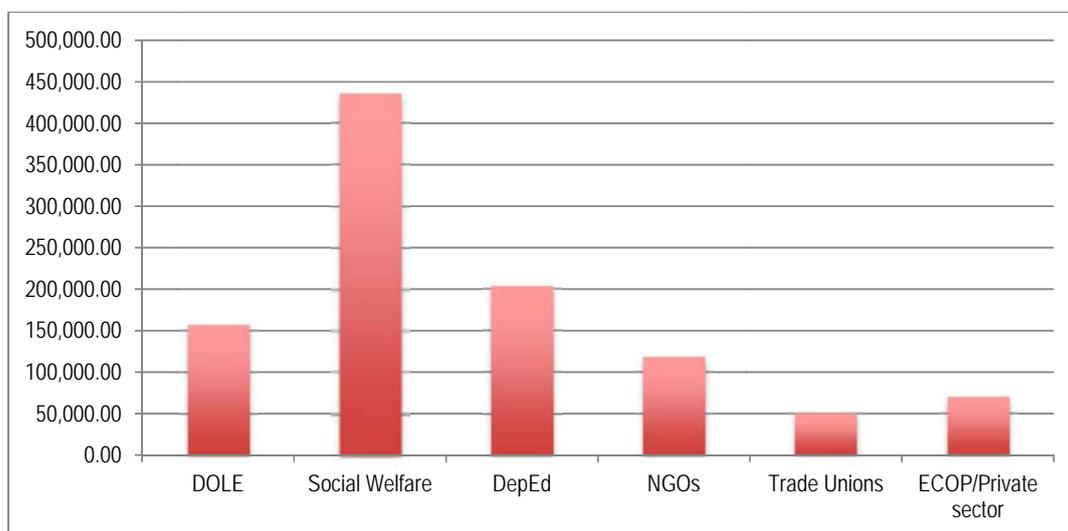


15. In terms of actual investment into the types of interventions made through the Action Programmes, education support through DepEd was the highest at 27 per cent of the total operating budget, with the PES at 15 per cent. Knowledge management activities consisted of 14 per cent of the total budget, and both livelihood and child labour monitoring were 12 per cent in total investment size. Livelihood assistance was not originally part of the project design but introduced mid-way through the project in response to an articulated need among stakeholder groups. In addition, smaller amounts of grants were used in partnership with tripartite partners, the Employment Confederation of the Philippines (ECOP) and selected trade unions to engage in activities such as developing

schools and training programs for former child labourers, and developing collective bargaining agreements with a child labour focus.

16. Chart 2 illustrates the level of investments made by stakeholder group. Recipients include the tripartite++ partners¹⁰ as implementing agencies and stakeholders to the PPACL.

Chart 2: Subcontract disbursement by agency type



17. The intended outcomes of TBP 2 were thus indicative of greater capacity to implement the PPACL itself, with greater ability to coordinate and implement the intake and referral systems at the local level, and further capacity on policy development on child labour at the national level for the future. These outcomes, if achieved, would ultimately contribute toward the project goal -- to contribute to the PPACL goal to reduce the worst forms of child labour by 75 per cent by 2015.

1.3 Background to the evaluation

18. The evaluation covers the beginning of the project from the end of 2009 to the present. It follows the project's mid-term evaluation, which was completed in July 2012. The evaluation's main purpose is: *to determine the relevance, effectiveness, efficiency and sustainability of project interventions and outcomes achieved, particularly in relation to sustained outcomes and their potential to be replicated in other contexts.*
19. The intent of the final evaluation is to provide all stakeholders with practical information to assess and revise, as needed, strategies, work plans, objectives, partnership arrangements and resources. It aims to identify the potential impact on mainstreaming policies and strategies in the Philippines and suggest a possible way forward for the future. The Terms of Reference for the evaluation are found in Annex 3.

¹⁰ Tripartite refers to the three-way partnership ILO has with its government counterpart, labour and employers. The term 'tripartite++' refers to other agencies collaborating together with the tripartite partners, such as NGOs.

2. Description of methods and process

2.1 Evaluation questions

20. The following evaluation questions were developed by the evaluation team in consultation with ILO-IPEC staff prior to the evaluation, and articulated in the Inception Report:
 1. Has the analysis/information produced by the project been of high quality and effectively communicated to policymakers? To what degree has it effected change in policy and program design, implementation and evaluation?
 2. How well have partners understood the problem, have clarified their objectives, and strengthened their capacity to address policy development, enforcement and child labour monitoring? Where relevant, how well have they coordinated efforts and worked together to achieve their common goal?
 3. How well formulated and designed is the model supported by the project to effect desired changes and to promote learning among stakeholders? What outcomes have they achieved?
 4. To what extent has the child labour agenda been taken up in policy frameworks and local development programming? To what extent have local governments allocated resources to child labour action? What is the likelihood of various aspects of the project to continue and why?

2.2 Approach to data collection

21. The evaluation team focused on three primary areas: assessment of contextual factors and realities; assessment of conceptual analysis and frameworks; and initiative-wide performance.
 1. *Assessment of contextual factors and realities:* Contextual information was taken into account related to ILO-IPEC programming objectives, government priorities, and partner agency programming in order to check assumptions and the fit of the initiative's inputs and expected results. Data was collected from stakeholders and supplemented by a desk review.
 2. *Assessment of conceptual analysis and frameworks:* Information was gathered to further understand and describe the conceptual basis for the initiative. Data was collected from stakeholders and supplemented by a desk review.
 3. *Assessment of initiative-wide performance:* A broader assessment was also undertaken, to assess project outcomes under each of the four project components and their prospects for sustained implementation, to cover all four provinces and national level. Data was collected from stakeholder interviews and supplemented by a desk review.
22. The evaluation involved two sub-studies conducted by national consultants prior to the evaluation team's field work to assist in understanding the above three primary areas. These focused on the enabling environment in two selected provinces and a quantitative assessment of the DBMR.
23. The enabling environment sub-study sought to: 1) describe the current situation of the enabling environment to reduce child labour in two selected provinces; 2) identify changes in the enabling environment to reduce child labour in the two districts over the last three years; 3) identify changes in the enabling environment at the national level that have supported the reduction of child labour at the district level over the last three years; 4) identify possible causal links between the interventions of the project and changes in the enabling environment in the districts; and 5) identify lessons

learned in the work that has been done to support change in the enabling environment at the district level for the reduction of child labour that can be used to develop models and inform future work of this nature. Data was collected through focus group discussions and semi-structured interviews with project stakeholders in Quezon and Bukidnon Provinces and was qualitative in nature.

24. An assessment of the impact on project beneficiaries through analysis of the DBMR was conducted, focused on component three of the project, area-based services. The study involved a quantitative analysis of the project's DBMR data and aimed to assess the impact of the project on diverse groups of beneficiaries and the distribution of benefits among those of particularly vulnerable backgrounds.
25. Both sub-studies fed into the expanded evaluation report and are currently not available as stand-alone studies, but will further be considered to become stand-alone studies.

2.3 Process of data collection and analysis

26. Initially the intention was for the evaluation team to visit Northern Samar and Masbate, as the Mid-Term Evaluation focused on Quezon and Bukidnon. Yet three weeks prior to the start of data collection, Typhoon Yolanda hit the Philippines, and Northern Samar was badly affected. The team then prepared to go to Quezon instead of Northern Samar. The choice of Quezon over Bukidnon at the time was solely based on logistics, and travel time and scheduling of interviews in Quezon was more convenient than Bukidnon.
27. The choice of which areas to visit within Quezon and Masbate was based on an assessment by project staff with the objective to visit a range of high to low performing areas. In Masbate the team visited three areas, Masbate City, Cawayan and Aroroy. These are characterized by a range of types of child labour, location, whether livelihood support was implemented as part of the project intervention, and the project's assessment of the Local Governance Unit's (LGU) regard for the problem.

Table 1: Areas visited by the evaluation team in Masbate Province¹¹

	% of children reported to be withdrawn from child labour	Nature of child labour / sector	Distance from centre / another area for visit	Location	With livelihood intervention directly from IPEC?	LGUs' prioritization of child labour
Masbate City	97	Garbage collecting; Ambulant vending	Centre	Urban	No	Low
Cawayan	99	Fishing	1 hour travel by land, 30 minutes travel by boat to Naro Island	Rural	Yes	High
Aroroy	99	Gold mining	1.5 hours by land	Rural	Yes	Average

28. In Quezon Province the evaluation team visited Lucena City and Calauag. Again a range of low to high based on project staff's assessment of LGU's prioritization of child labour was taken into regard, as well as different types of child labour and geography. Lucena City had no livelihood intervention, while Calauag did.

¹¹ The evaluation team visited Masbate City and Cawayan to interview informants from provincial level down to the village or barangay level. While the team did not visit Aroroy, they did interview a representative of Aroroy's MSWDO who traveled to Masbate City to meet the team.

Table 2: Areas visited by the evaluation team in Quezon Province

	% of children reported to be withdrawn from child labour	Nature of child labour / sector	Distance from centre / another area for visit	Location	With livelihood intervention directly from IPEC?	LGUs' prioritization of child labour
Lucena City	72	Agriculture; Garbage collecting; Ambulant vending	Centre	Urban	No	Low
Calauag	77	Fishing; Ambulant vending; Transport	2.5 hours from the centre	Rural	Yes	High

29. Based on the above, programme staff identified Masbate City as low performing, Cawayan as high performing, Lucena City as low performing and Calauag as high performing. On selecting which barangays to visit in each of the LGUs, the percentage of children withdrawn or prevented from child labour was considered in the selection, and their ranking in relation to each other. The evaluation team visited Naro in Cawayan; Tugbo in Masbate City; Gulang-gulang in Lucena City; and Pinagbayanan in Calauag. Barangay chiefs from Marketview in Lucena City and Santa Maria in Calauag also participated in focus group discussions.

Table 3: List of villages in Quezon and Masbate Provinces visited by the evaluation team

Municipality	Barangay	% of child labourers withdrawn	Remarks
Masbate City	Tugbo	98	Third lowest out of 6 total
Cawayan	Naro	99	Second highest out of 4 total
Lucena City	Gulang-gulang	58	Lowest out of 6
Calauag	Pinagbayanan	74	Third highest out of 6

30. The evaluation team conducted data collection over a three-week period, through the use of desk review and interviews, and drawing upon the findings of the qualitative and quantitative sub-studies. Over 200 people participated in interviews and focus group discussions during the evaluation, and over 60 people participated in the stakeholder validation workshop. The list of key persons interviewed is found in Annex 6.

- Semi-structured interviews were conducted with 45 persons in total, the majority of which took place in person in the Philippines and several via Skype.
- A total of 107 people participated in 9 focus group discussions. They represented BCPC members, teachers and administrators, and CLM volunteers in the four villages visited.
- A total of 66 parents and children participated in 6 focus group discussions in the four barangays visited.
- Over 60 people participated in the stakeholder validation workshop held in Manila on 6 December to validate the preliminary findings and to further participated in data collection. Participants represented all four provinces plus national level. The mayor of Lucena City, Quezon, also participated in the workshop.

31. The data collected was analysed to identify emerging trends and in relation to the OECD-DAC criteria of relevance, effectiveness, efficiency and sustainability. Gender and replication were also examined.

2.4 Limitations

32. There were many limitations to the evaluation, some specific to the methodological approach and some related to circumstance. These are detailed below:

- ***Limited access within villages to freely walk about and interview at will due to limited time.*** Parents and children volunteered and/or were chosen to participate by the project and its partners in the focus group discussions. At times it was apparent to the evaluation team that those chosen to participate in focus group discussions (FGD) were among the more active and perhaps appreciative of the project, yet this was not consistent across all communities.
- ***Language differences in Masbate.*** The language spoken in Masbate, Visayan, is a dialect not understood by the evaluation team. The team hired a translator to assist as necessary. Thus the nuances of responses, particularly at the barangay level among parents and children, may have been lost in translation.
- ***Natural disaster in the Philippines two to three weeks prior to the arrival of the evaluation team.*** As mentioned above, Typhoon Yolanda impacted the evaluation with regard to a change of province to visit for the fieldwork. The impact was greater than the change of province itself, with over a week spent on determining whether the evaluation would even go ahead as scheduled. The quick change in location involved a real coordinated effort to make all necessary arrangements, some of which were on-going when the team was already on the ground.

Further, government staff from other provinces, particularly social welfare, was on rotation duty to assist the victims in Tacloban, the province most affected by the typhoon. While the evaluation team was able to meet provincial and municipality social welfare in Quezon and Masbate as planned, the stress of the disaster and its toll on government partners was evident.

- ***Delay in finalization of the sub-studies.*** The sub-studies were originally intended to inform the data collection efforts of the evaluation team. Due to illness on the part of one researcher and a delay in receipt of the database due to the need for cleaning, both studies were delayed. Instead the findings of the studies were reviewed along with the data collected by the evaluation team during analysis.

3. Findings

33. Overall the evaluation found that the project has made a very substantive contribution to the implementation of the PPACL in reaching its overall objective of 75 per cent reduction in child labour by 2014. This contribution is evidenced by increased levels of awareness about child labour among parents, children and community leaders at the barangay level in their efforts to withdraw and prevent child labour; the support to all levels of government in the formulation of ordinances; and the very deliberate focus on sustaining outcomes in supporting the child labour agenda going forward.
34. The main findings of the evaluation are organized below around four key messages: project approach; data and its use; partnerships and coordination of services; and sustainability. While the evaluation criteria of relevance, effectiveness, efficiency and sustainability are applied and discussed within each of the sections below, a more complete summary stipulated along the lines of the criteria themselves is found in Annex 7.

3.1 Relevance of the project approach

35. Main findings:

- The project's area based convergence approach is relevant in the Philippine context, yet certain challenges exist, including addressing migrant child labourers and the intent to achieve the desired change and commitment over the life of the project cycle.
- The project's greater investment in direct service provision, institutional capacity development, and policy over public-private partnerships is sound, based on the greater prevalence of the child labour problem in the informal economy.
- The project logic is sound overall, yet the overall development objective is based upon the PPACL objective, which is not fully supported with clear objectives and benchmarks to monitor progress.

3.1.1 *Area based convergence approach over sectoral approach*

36. The evaluation team notes the project's holistic approach of addressing child labour at the community level, and addressing the child labourer and the family household within the community as the unit, instead of the industry in which child labour is found. Such an approach is viable for several reasons within the current context of the Philippines:
1. Addressing the industry and the children who work within it leads to children finding other kinds of work once the industry becomes 'inhospitable' to work in, and thus while it may result in greater standards and regulation of a given industry, child labourers may seek out work opportunities in other sectors or the non-formal economy.
 2. Child labour in the Philippines is now largely found in the agricultural sector and the non-formal economy, so reaching children through an industry-based approach is less effective given the challenge of targeting and promoting regulation of child labour within the informal economy. Further, given the very low ratio of labour inspectors to numbers of businesses to be inspected, an approach targeting child labour households within communities is viable.
 3. Finally, government agencies in the Philippines have in place a number of social and economic development programs and services upon which to supplement and support. Examples include

the Department of Social Welfare and Development with its portfolio of programming for children and families, such as the Parent Effectiveness Seminars, and the Department of Education's (DepEd) Dropout Reduction Program. LGUs plan and implement anti-poverty programming within their areas to improve the situation of their constituents, and they constitute viable entry points for addressing the problem.

37. Thus the project's approach, as discussed in the April 2012 Technical Progress Report, is to introduce a 'child labour lens' to existing programming so that child labourers and their families themselves are prioritized among the most vulnerable and impoverished.¹² The evaluation team acknowledges the relevance of such an approach, particularly in a context where existing programs are in place, as a viable and developmentally sound means of support to 'making the system work'. However, the team notes two challenges:
1. Where internal migration trends exist, specifically with regard to rural to urban movements for domestic work, the tracking of child labourers and the provision of services is difficult. Such child labour movements may be considered and revisited in the future.
 2. The three-year timeframe of the project is short for such an approach. While there are concrete achievements, as noted below, the reality of elections and changes in leadership present real challenges to making investment in capacity building efforts 'stick'. Such interventions, which last longer than two election cycles, have a greater chance of sustained outcomes for communities afflicted by child labour.

3.1.2 *The tripartite++ approach*

38. Given that the vast majority of child labour occurs within the informal economy, the project's focus and greater investment in service provision among the line ministries and the passing of ordinances and strengthening of capacity at the local level is sound. The Action Programmes by employer and labour union partners accounted for just five per cent of the project's operational budget. The evaluation team notes as well in kind contributions and other resources provided by partner agencies in implementing their programming.
39. Yet the evaluation raises questions as to the nature and types of partnerships for addressing the child labour problem, as they relate to sustained outcomes. Some stakeholders raised doubts on the appropriateness of the tripartite approach in remote rural areas where there is neither a trade union nor organized industry groups and employers' associations. The field visits made it clear that in some municipalities of Masbate and Quezon, the business sector is underdeveloped.
40. The evaluation team notes that both trade unions and employers are willing to collaborate to the extent possible. Their engagement, while demonstrating some interesting models, some of which achieved desired outcomes, were, in the opinion of the evaluation team, viable only as much as they genuinely contributed toward business interests in the long run (See section iv under C below for further discussion). For employers, eradication of child labour is a global standard to be met by a socially responsible firm and this can be leveraged to increase business productivity. Where the possibility for a win-win solution prevailed, there is certainly a rationale for application. Yet, as discussed above, given the reality of the low ratio of labour inspectors to numbers of businesses for inspection, and the high prevalence of child labour in the non-formal economy, the prospects for long-term outcomes through strictly a tripartite approach is less viable than a 'tripartite++ approach' working at the community level.

¹² USDOL TPR – Philippines – April 2012 International Programme on the Elimination of Child Labour (IPEC) 47/82

41. A second point relates to the capacity and will for government agencies to fulfil their mandate in monitoring child labour. The evaluation team notes this was not fully realized in the case of Masbate and Northern Samar. While the DOLE in Quezon and Bukidnon were more engaged, civil society organizations in Masbate (Caritas) and Northern Samar (SHIFT) were engaged by the project to assist, raising questions about capacity and will going forward with the funding of these civil society groups coming to an end.
42. At the stakeholder workshop in Manila on 6 December, discussion on the relevance of the tripartite approach yielded strong opinions questioning the need to even query about it to opinions revealing doubt as to its relevance. The overall consensus, however, was that a tripartite++ approach was necessary with multiple social actors working together to address the problem. This approach is also aligned with the PPACL, which sets forth partnership with private sector as part of a multi-level functional system, while pursuing an integrated service delivery approach at the community level.¹³ See Annex 8 for a description of small group outputs from the stakeholder workshop and below for further discussion on effectiveness of program interventions.

3.1.3 The project logical framework: relevance of design

43. The logical framework effectively supports the implementation of the PPACL in its focus on knowledge management, strengthening of partnerships, the application of service provision within the four targeted provinces, and the effort to sustain achievements. The PPACL framework itself and the plans of actions developed during the course of project implementation are closely aligned with the IPEC project objectives. The project takes a wide-ranging approach in addressing both policy and practical implementation from the national level down to the smallest administrative unit of the barangay, and is closely aligned with the NCLC in supporting its function.
44. Further, the project framework is effectively aligned with the PPACL in addressing child labour as both a labour and social problem. The project-supported 2010 evaluation of the PPACL (see Annex 9 for a summary of its main findings) found that stakeholders to the PPACL viewed education services, social support, and counselling as an appropriate response, which the evaluation team also finds based on its analysis. Livelihood is also noted in the PPACL evaluation as relevant response and that ‘poverty and low income as a push factor among the poorest of the poor must be addressed’.¹⁴ The introduction of livelihood support by the project is discussed below in section iv.
45. While there is effective overall alignment of the project, the overall development objective of supporting the PPACL objective of reduction of 75 per cent in child labour by 2015 is problematic in the sense that there is lack of clarity on the benchmark to be used. The evaluation of the PPACL found the goal to be unmeasurable due to insufficient data on child labour prevalence. Filling this gap is the recently released 2012 National Statistics Office survey on child labour, yet clear objectives and benchmarks to enable genuine measurement of progress toward the goal has not, to the knowledge of the evaluation team, been formulated. The IPEC project, in basing its own overall development objective on the level of contribution toward the PPACL goal has similar problems to identify the level of progress toward reaching the goal.
46. The evaluation team finds the four components, their objectives and desired outputs and outcomes to be sound. The fourth component, however, should be crosscutting across components one to three and not necessarily a component in and of itself. Yet the project’s very deliberate and systematic approach to sustaining outcomes in the last year of implementation may well reflect

¹³ Philippine Program Against Child Labour Strategic Framework 2007-2015, page 1

¹⁴ Llorin, Renato, ‘Evaluation of the Philippine Program Against Child Labor (PPACL) 2008-2010 Action Plan and Formulation of 2011-2015 Action Plans’ (2010), page 9.

activities under a separate component. Project staff noted in interviews how interlinked the components became during the course of project implementation. This is positive in the view of the evaluation team and a sign of effective implementation.

3.1.4 Adapting the framework to identified needs

47. After the Mid-Term Evaluation in 2012 the project proposed to the donor a reallocation of resources to include support for livelihood assistance for the families in the targeted barangays. The change was identified in response to an assessment of poverty and low household income as a root cause to child labour, as well as the Mid-Term Evaluation findings. The project's mid-term evaluation pushed for the adoption of livelihood promotion as a key strategy for long-term sustainability. The PPACL evaluation in 2011 also noted the need for addressing livelihoods, and more generally the stakeholder consensus was the need for greater action in this area.
48. The change in approach required substantial internal review and processing, both with ILO-IPEC discussing the change with the USDOL, and undergoing internal procedures to make such a change mid-way through project implementation. The result was a considerable delay in funds, resulting in some livelihood projects getting underway not until June 2013, just 6 months before the project end. While the evaluation team identified a positive experience among several respondents participating in a project, identifying outcomes and lessons learned from the exercise is impossible with such short implementation time. Further, the typhoon had negatively impacted one livelihood project visited in Masbate Province.
49. The evaluation team notes that livelihoods were identified as a need in TBP1, yet it was not incorporated into the design of TBP2. Based on stakeholder interviews the evaluation team understands there were several reasons why livelihoods were not incorporated into the TBP2 project design from the start, including the prioritization of education services over livelihood on the part of the donor, and the lack of clarity internal to ILO-IPEC on appropriate livelihood strategies for child labour. After long deliberation and search for appropriate tools, with some trial and error, the project team came upon 'Value Chain Development Approach', which, with some guidance, they were able to identify viable livelihood strategies to pursue within the project areas. The project would have benefited from a clearer prioritization of livelihoods from the start based on previous learning, with a well-defined and appropriate model to apply.

3.2 Data: collection, organization and use

50. Main findings:
 - Data collection and analysis was an instrumental part of the project, with several examples found of effective use for program and policy development, and for awareness raising.
 - The project's purposeful effort to set up data bases, establish information hubs and exchange mechanisms, and document good practices has made a direct contribution to the cultivation and consolidation of knowledge at both the individual and institutional levels on how to address the problem of child labour.
 - Yet access to data during project implementation was problematic, with issues of capacity and access to technology limiting its use, particularly in remote project sites where connectivity is uneven.
 - Regular monitoring of children's status at the barangay level and analysis of data collected for purpose of knowledge sharing and program planning was very uneven.

3.2.1 Overall data use

51. Data collection and analysis was an instrumental part of the project, with the outcome of the baseline survey being effectively used in program development and policy by multiple actors, including Community-based Monitoring System (CBMS) in reviewing municipal plans; by DOLE in preparing the hazardous work list study; and more broadly in the preparation of Action Programmes. The baseline survey in particular served to both raise awareness and guide in targeting of child labour interventions.
52. The evaluation team notes that a vital action is the institutionalization and regularization of data collection on child labour like the NSO surveys. The on-going restructuring of key research functions within the Government has recently led to the creation of the Philippine Statistical System. While there is agreement by stakeholders on the importance of data collection and publication of surveys on child labour, efforts to advocate the regularization of these surveys is needed as a means to sustain the IPEC project initiatives and the child labour agenda going forward.

3.2.2 The effectiveness of Child Labour Knowledge Sharing System (CLKSS) as a tool for knowledge sharing

53. The project design discusses the intent for CLKSS as a tool for creating a learning culture on child labour within the Philippines.¹⁵ The site currently serves as a resource on child labour for practitioners and the general public, and strives to engage the public to report on child labour incidents.
54. The evaluation team notes that great strides have been made on furthering the development of CLKSS since the Mid-Term Review in 2012. The interface was redesigned for a more engaging look and a staff member within the Bureau of Women and Special Concerns in DOLE was assigned to administer the site. DOLE also provides web hosting using their IT infrastructure. The project worked with the Bureau rather steadfastly on this project in the latter half of project implementation.
55. ‘Hits’ to the site increased steadily after the June 2012 Mid-Term Review. Between 1 April 2011 and 2 December 2013, a total of 36,169 people visited the site, 89 per cent of which were accessing from within the Philippines. Approximately 76 per cent of visitors were new, with returning visitors accounting for approximately 24 per cent. Nearly four page views were registered on average among visitors.¹⁶
56. The evaluation team notes concrete examples of effective use, yet this use was more prevalent at the provincial and national levels. In Quezon, for example, provincial DOLE staff indicated they used the site to download a copy of an ordinance that was uploaded by colleagues in Northern Samar. They used this to inform their own drafting for Quezon. They had also taken populating the CLKSS site seriously as part of their work, writing and uploading data to the site. While informants at the national level affirmed the usefulness of CLKSS as an information hub, the evaluation team notes that use at the provincial level is uneven. Quezon DOLE provincial staff may have been an exception, as little other evidence of CLKSS use at the local level was found. For example, one DOLE staff of another province indicated it is the IPEC project coordinator who regularly makes

¹⁵ ILO-IPEC. ‘Towards a Child Labour-Free Philippines: Supporting the ‘Philippine Program Against Child Labour’ in Building on Past Gains and Addressing Challenges’ Project Document (2009), paragraph 70.

¹⁶ ILO-IPEC. Google Analytics report on CLKSS, 1 April 2011 – 2 December 2013. The website is found at <http://www.clkss.org.ph/>

use of the CLKSS, not themselves. Some NGO staff met during the field visit stated that the CLKSS has been of use to them.

57. Several issues related to confidentiality and the protection of children were raised by stakeholders, which are worthy to note:
- The site has had some ‘teething pains’ in learning that a social media site in reporting child labour incidents may not necessarily work with regard to interests of confidentiality for children. A better designed site with safeguards in place to keep confidential information out of the public eye while ensuring children in need are assisted is required. The evaluation team found the linking of the site with Twitter and Facebook, and in its use as a central depository of data to store and link up to provincial areas holds promise and proves to be an innovative approach to knowledge management.
 - The Project design suggested that the “information on children should go beyond listing their identification and should rather incorporate socio-economic background information on sending households.”¹⁷ The evaluation team noted some areas of disagreement on identification of children on the site among stakeholder groups, particularly between government agencies and NGOs. The team notes that for ethical reasons, the identity of the children must be protected, and aggregate figures on child labour incidence can be posted.
58. The evaluation notes the emergence of the CLKSS as a tangible contribution to the child labour movement in the country; the challenge is to popularize its use among the community of development practitioners and the general public. The Project has taken steps to do this, as discussed above, but the evaluation team notes that DOLE must continuously advocate for the CLKSS as an information source among practitioners and the broader public going forward.
59. The IPEC project has also explored and demonstrated the use of the CBMS as a tool for generating community-specific child labour data. For this potential to be harnessed in the future, LGUs must be willing to invest their own resources to get desired data for child labour action planning.

3.2.3 Use of the DBMR as a tool for tracking and monitoring

60. The ILO IPEC’s guidebook for monitoring and reporting on direct beneficiaries outlines the following objectives for the DBMR:
- As a tool for implementing agencies to assess whether the services provided are producing the desired outcomes in terms of removal, protection or prevention; and,
 - As a quality assurance tool to ensure that the contracted implementing agencies deliver the services to the children it targeted to remove from child labour, protect in workplace, and prevent from child labour.¹⁸
61. The children targeted through the baseline study were entered into the DBMR, and DBMR enumerators, who received an honorarium, did their monitoring at the community level. The evaluation team found that the data generated for the DBMR was effectively used solely for reporting purposes on the targeted numbers of withdrawn, protected and prevented. IPEC staff and

¹⁷ ILO-IPEC. ‘Towards a Child Labour-Free Philippines: Supporting the ‘Philippine Program Against Child Labour’ in Building on Past Gains and Addressing Challenges’ Project Document (2009), paragraph 70.

¹⁸ ‘Guidelines on Monitoring and Reporting on Direct Beneficiaries (Children) assisted by IPEC Projects and the IPEC Global Programme’, Version 2, September 2011.

their implementing partners carefully monitored numbers ensuring their accuracy. However, DBMR data could have been analysed by the project in the course of project implementation beyond numbers and this would have necessitated regular ‘cleaning’ of the data as DBMR reports were periodically submitted. The need for extensive cleaning of the databases prior to the DBMR sub-study gave indication that they were not used on a regular basis.

Box 1: Key findings from the DBMR sub-study

As of October 2013, the project achieved 88.7 per cent of its target of 9,350 children for withdrawal and prevention from child labour. Children from different vulnerability groups were prevented or withdrawn from child labour, and analysis of the data points to livelihood interventions as an important strategy in addressing child labour.

The following patterns are noted from the analysis on Quezon DBMR data:

- Boys are more difficult to withdraw or prevent from child labour compared to girls;
- The older the child, the more difficult to withdraw or prevent from child labour;
- Children in school are easier to withdraw or prevent from child labour
- The bigger the household, the easier to withdraw or prevent children from child labour;
- The higher the total income of employed adults in the household, the easier to withdraw or prevent children from child labour;
- The more child labourers within a given household, the more difficult to prevent other children within the household from engaging in child labour;
- For any given household, the greater the numbers of children aged 6-15 years who are out of school, the more difficult to prevent other children from engaging in child labour.

Among vulnerable groups, the following are statistically significant in achieving prevention and withdraw from child labour:

- For prevention: sex of the child and income of employed adults of the child’s household
- For withdrawal: the child beneficiary’s schooling during profiling and number of household children age 6-15 years who were out of school during profiling

Based on the analysis the study concludes the following interventions would be most effective in prevention and withdrawal of children from child labour:

- Ensuring that children age 6-15 years have the opportunity to attend school;
- Special interventions targeted at withdrawing boys from child labour;
- Programs to increase income of employed adults of the household.

62. Similarly, the team noted that the DBMR was also not used at the provincial and municipal levels to understand the dynamics of child labour in the barangays. The reason for the lack of use of the data appeared to be one of capacity that inhibited understanding and sharing of the kind of information analysis the DBMR could have provided. As found in the quantitative analysis of the DBMR, there were issues of capacity in encoding data into the database, which did not enable effective analysis of the entire database. Data collectors effectively did not have properly encoded Excel sheets at their disposal. Issues of access within the barangay level among the BCPCs also came to the attention of the evaluation team, with a focus on collection of data through the monitoring forms, yet with little analysis provided in return to the BCPCs. During the stakeholder workshop, participants from Masbate conveyed challenges with understanding the Excel application and knowing how to analyse the data they had at their disposal.
63. Finally, the evaluation team notes that the inputs to the database did not enable tracking per child to understand the fluctuating situation the child may have gone through. While complete data was inputted at the beginning and end, the team acknowledges that the status of a child may not be static; instead, the child may move through various statuses with regard to their working situation. Issues related to the Excel sheet as described above and/or actual inputs to the database during the course of project implementation are likely the source of the problem.

Box 2: Approach to gender: Project design and use of data

The Project Document identifies how gender is to be approached and mainstreamed into activities. The following references are made:

- The Project will apply gender-sensitive and gender specific priorities, taking into account the context and peculiarities of the communities for project interventions. (Page 6)
- Support the PPACL's regard for gender in providing gender-responsive services, such as education (page 33) and gender-sensitive health care (page 46; and identified in Output 3.3)
- Sex-disaggregated data will be collected for the DBMR established by the project (page 37).
- The Project will be able to tap into possibilities for networking, knowledge sharing and advocacy through ILO's participation and experience in UN Joint Programmes, including those on Gender Mainstreaming and HIV-AIDs (page 50).

The Project implemented each strategy with varying degrees of success. The evaluation team notes that at the beginning of project implementation, the initial intent was to collect data on equal numbers of female and male child labourers. This intent evolved, and more male children were targeted, taking into consideration the more hazardous work in which they were engaged. The Project's interventions were then designed taking into account the gender-disaggregated data from the baseline survey during the Action Programme Formulation Workshop, with the targeting of services among those families according to the area and type of work the child labourers were engaged in. It is noted that the Provincial Gender and Development Office attends PCLC meetings and provided relevant inputs on service delivery.

Psychosocial interventions were targeted for both parents but since fathers were earning for their families and not as readily available, considerations were given. The evaluation team notes, however, active participation on the part of fathers in several FGDs conducted with parents. A gendered analysis on key vulnerabilities was possible, based on the successful collection of sex-disaggregated data during the course of project implementation, enabling identification of key vulnerabilities: total income of the earning adults; household size; schooling status of the child in the profiling stage; and sex of the child. Yet the assessment of data collection and use in the project also pointed to the need for better implementation and monitoring. Information on vulnerabilities, had it been assessed earlier, would have assisted in sharpening the targeting process of interventions during the course of project implementation. Boys not in school at the time of enrolment, and living in large families with few adults earning in the household – those assessed as the most vulnerable of child labourers – could have been better targeted with service delivery.

3.3 Effectiveness of partnerships and coordination of services

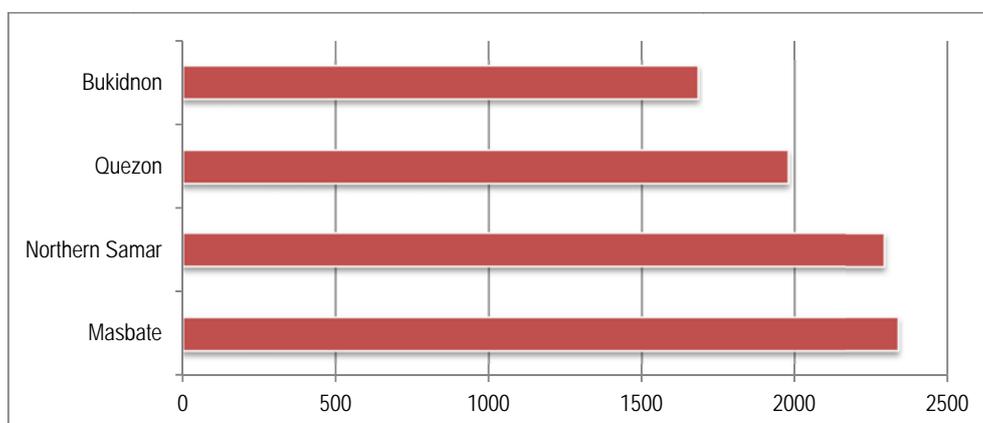
64. Main findings:

- The project has been successful in achieving its quantitative targets of child labourers withdrawn, prevented and protected. Attribution of the children's staying enrolled in school as linked to the project, however, is difficult to discern due to other programming within the target communities, namely the Conditional Cash Transfer Program, or '4P's'. Yet reinforcement of project objectives between the two programs was found to be positive.
- Successful coordination at the local level appears to rest on a combination of LGU leadership, political will, institutional competence, i.e. human resources and systems and collaboration among national government agencies in providing services needed by the child labourers.
- The success of private-public partnerships in addressing child labour is dependent upon whether there are clear economic dividends to be gained by the business sector.

3.3.1 Achievement of targets

65. As of October 2013, the numbers of child labourers withdrawn and prevented from child labour were on target and in some areas exceeding targets. Of the 9,292 children monitored, 8,293 were identified as withdrawn or prevented. The greatest numbers of children prevented and/or withdrawn were in Masbate, which also had the largest numbers identified in the baseline survey.

Graphic 2: Number of children prevented/withdrawn from child labour in each province as of October 2013



66. An average of 415 children were withdrawn or prevented each month, enabling the project to make significant progress in the latter half of implementation. At the Mid-Term Review in June 2012, a total of 1172 children had been withdrawn or prevented.
67. Analysis of the DBMR indicates that the vast majority of children (70 per cent) monitored at the time of profiling were in school, and of those, 80 per cent remained in school as of the last monitoring done in October 2013. Only 50 per cent of those not in school during profiling were in school as of the last monitoring.
68. Interventions targeting 15-17 year old children started as early as 2011 but initially covered small number of beneficiaries. Most of the targeted 500 were provided assistance in 2012 when action programmes were begun. Many participated in education programs sponsored by the SIFI Foundation.
69. Attribution of schooling to the project cannot be easily made due to its overlap with the 4Ps or the Conditional Cash Transfer, which makes schooling, and health checks as conditions for making the cash transfer to the poor household beneficiaries. While the baseline report indicates that a majority of the identified children were not recipients of other government programming provisions, the DBMR itself gives no indication on a per child basis whether their household participates in such programs. The evaluation team, however, found significant overlap of the IPEC beneficiaries and the 4Ps in those barangays visited. The evaluation team notes, however, the positive aspect of this overlap in that the programmes are mutually reinforcing, and when IPEC support ends those children will remain enrolled in 4Ps.

3.3.2 Experience in the communities: service provision and ‘making the system work’

3.3.2.1 Increased awareness

70. The evaluation team noted significant levels of awareness at the community level among parents who had attended PES sessions. Parents in both provinces spoke of a previous lack of awareness about what constitutes child work versus child labour. The team did note inconsistencies in understanding the distinction among all community members, as well as in the data collection and monitoring efforts where a child’s situation may be in flux, not necessarily static. Yet overall, based on the FGDs, the evaluation team noted greater awareness more broadly.

71. In Quezon, monitoring efforts of the PES intervention involved registering of names of participants and noting their completion of the sessions, as well as soliciting testimonials from willing participants. A pre- and post-testing approach to identify change in attitude and knowledge should yield more adequate data on change. Yet among those parents interviewed in FGDs, an overall change in attitude and awareness on the part of the parents as a contributing factor to children withdrawn and/or prevented from child labour came across to the evaluation team as significant.
72. The evaluation team noted a significant difference in approach at the community level in Quezon and Masbate. Project implementers in Quezon had successfully adopted an approach in working with the parents based on child rights and the law; parents spoke about child labour as a child rights issue. In Masbate, parents largely spoke of the kinds of benefits provided by the project as an incentive to ensure children were not working and in school. A greater indication of resistance was detected on the part of parents in Masbate to attend the parenting sessions, yet the promise of receiving certain benefits in participating in the project provided sufficient impetus for many.
73. At the institutional level, the evaluation team highlights the enhanced awareness of child labour among national agencies such as the Department of Education Division of Quezon, which implemented the School-based Child Labor Monitoring.¹⁹

3.3.2.2 *The DBMR – CLM dichotomy*

74. The DBMR was used to target the 9,350 children identified as child labourers in the survey implemented at the start of the project, and it was also intended as a quality assurance tool to track provision of services. The CLM was designed as a project output, which was simpler in format, in the local language, and intended to be used for on-going monitoring efforts beyond the 9,350 children initially identified, as well as a mechanism to be used well beyond the project's finish.
75. In many communities visited, the evaluation team identified distinctions between those children who were profiled and monitored through the DBMR and those who were identified and monitored through the CLM. Where provision of services was part of the project budget for the DBMR child labourers, in many communities (particularly in Masbate) there was little or no budget devoted to the CLM-identified child labourers. The evaluation team noted in those communities where this was the case a certain division among community members, between those families who received benefits and those who did not. Where those DBMR beneficiaries in some communities visited were encouraged or felt the need to advocate on behalf of other working children they saw in the villages, there was a backlash from the children's parents, which conveyed a sense of resentment.
76. Further, those families who were not initially identified through the survey but felt they should have been, as their children were presumably also working, created division as well. Several villages in Masbate raised the problem that the baseline exercise at the start of the project was not done in a thorough manner. Insufficient effort was made to canvas the whole of the village to determine which households had child labourers. A FGD with one BCPC in Masbate in particular, revealed that the researchers stayed within the centre of the barangay, with few going to the outskirts where more child labourers lived.

¹⁹ Action Programme Assessment Form. *Enhancing Child Labor in Quezon Province by Ensuring the access of Child Labourers and At-Risk to Quality Education and Non-education Services by Institutionalizing Child Labour Monitoring in Schools. (23 Oct 2013).*

3.3.2.3 Coordinated efforts

77. The evaluation team noted the high level of volunteerism within the communities. Where there were examples of CLM volunteers and DBMR enumerators who quit their volunteer work, especially in those villages where the BCPC was weak, the evaluation team met significant numbers of volunteers who had worked in their role for the long-term. The evaluation team notes the Christian influence in the communities may be an enabling factor to the high levels of volunteerism. A greater issue was the turnover of the BCPC officials and officials at other levels within government, which required greater efforts upon project staff and partners to reorient. The evaluation team consistently noted the absence of leadership among the LGUs to engage the BCPCs and coordinate with line ministries in providing support.
78. The evaluation team also identified efforts to effectively coordinate in the absence of funds. With the lack of a budget for CLM identified child labourers, there was extraordinary effort made in Quezon to engage the private sector in forums. Provincial DOLE played the role of a 'broker' in bringing together barangay chiefs and private businesses to form ad hoc or in some cases, more formalized MOAs for provision of services to child labourers and their families. Successful provision of services similar to those received by the DBMR beneficiaries was achieved, yet the hard work was noted in securing sustained contributions as businesses are not inclined to formally commit themselves in case anticipated profits do not materialize.

3.3.3 The vertical and horizontal workings within the larger system

79. Coordination among national agencies such as DOLE, Department Social Welfare and Development (DSWD) and DepEd are essential in delivering services to the child labourers and their families. The evaluation team noted the very uneven character of the coordination taking place among stakeholders within communities, such as the NCLC and the PCLC, and between the levels of the larger system on child labour.
80. At national level, this coordination has seen improvements through the NCLC as previously discussed, yet similar coordination is needed among the regional, city and provincial offices of the national agencies. The evaluation team noted the functionality of Provincial Child Labour Committees (PCLCs) varies. The Quezon PCLC, for example, has taken some shape while its counterpart at Lucena City is still to take concrete shape. Staff transitions also are a factor. A new city mayor in Lucena City has shuffled the assignments of relevant personnel such as the City Social Welfare Development Officer and the Child Labor Focal Point. Similar examples can be found in other provinces. Thus, staff transitions adversely impact the child labour agenda. This has led to irregularity of committee meetings and lack of continuity in the flow of the activities due to lack of proper handover of responsibilities from the old to the new staff.
81. To mitigate the risk of 'discontinuity' in the child labour movement, participants at the stakeholder workshop suggested the need to develop institutional champions who could carry on the advocacy regardless of staff and leadership transitions. Also, coordination between national and local agencies could help fine-tune the implementation of national policies on child labour. One mechanism could be through the use of the CLKSS but members of the concerned agencies still have to recognize this window of opportunity to work more closely and enhance their effectiveness in service delivery.

3.3.4 *Public-private partnerships in addressing child labour*

82. The evaluation team notes the various initiatives as part of the project, some of which were quite effective and others that did not yield expected outcomes. These include:
- While model Collective Bargaining Agreements of Trade Unions were developed, none were signed with employers during the course of project implementation. It is noted that while child labour provisions can be put on the table for negotiation at the start, in practice, they fall by the wayside through the course of negotiation in exchange for economic benefits. It remains to be seen how well the trade union will use the model CBAs in their future negotiations.
 - The Employer's Confederation of the Philippines (ECOP) organized a series of advocacy orientation in the four IPEC project sites and awareness raising education on child labour issues and its negative impact in the lives of child labourers, their families, the business and society in general. It also shared good practices of companies in shaping their anti-child labour program and the various steps they are taking to forestall the occurrence of the worst forms of child labour. Also, ECOP developed a training manual designed to improve the company's core business practices by including anti-child labour in the company's code of conduct. It used the ILO's Succeeding in Business manual and incorporated a module/chapter on Labor Standards focusing on the issue of child labour, its negative impact to business and society in general. ECOP tried to implement direct assistance to child labourers at Ticao, Masbate, as well, but the experiment did not work for a variety of reasons. These include a lack of coordination among relevant local stakeholders in the project, and an interest in private benefit in choosing local partners over need.
 - Private sector involvement and public-private partnership in addressing child labour has proven to be highly successful in the sugar industry through the example of the collaboration between the project and the Sugar Industry Foundation Inc. (SIFI) in Bukidnon. The sugar industry engages crop inspectors to detect existence of CL in small non-formal family-run sugar farms, which could not be done by the regular labour inspectors and compliance officers. In light of the success of this experience, the practice can be replicated in sugar farms in different parts of the country.
 - The SIFI has also promoted the prevention of child labour through the promulgation of voluntary codes of conduct in the sugar industry that were developed through the IPEC project in Bukidnon but are now replicated in non-IPEC sites such as Batangas and Negros Occidental (Bacolod). The Sugar District Tripartite Council developed a program for sustaining the implementation of the Code of Conduct for Sugar Industry and CLM-ISDS and funds will be accessed through the Sugar Tripartite Council in the near future.
 - An excellent example of public-private partnership is the Coca Cola Bottling Company's donation to construct school buildings known as the Little Red School in the remote village of Bukidnon. The school serves the children of sugar farmers and indigenous peoples in the area.
83. The evaluation team notes that the business sector can be effectively engaged in eliminating child labour to the extent that there are clear economic dividends to be gained by them. When motivated to participate, there needs to be an economic incentive, such as in the case of the sugar industry, where there was perceived the benefit to increase productivity through the training of former child labourers. Where this interest can be fostered, the greater chance for successful collaboration. In

short, the business sector can be effectively engaged in eliminating child labour to the extent that there are clear economic dividends to be gained by them.

3.4 Discussion on sustainability and strategic gaps going forward

84. Main findings:

- The project has strongly focused on policy development as a means to sustain achievements in the child labour movement, as well as deliberately executing activities aimed to sustain gains made by the project.
- Crucial to sustaining gains is (1) a system for detecting cases of child labour (Child Labour Monitoring system (CLM)); and (2) an effective mechanism for delivering services to children according to their needs (Integrated Service Delivery System (ISDS)). These have been institutionalized. How well they will continue to operate depends on the leadership of the municipalities and barangays. Continued orientation and capacity building is required.
- The proposed HELP ME Program is at the first level of decentralization, providing for some prospect for success, yet similar challenges remain in supporting local actors at the front line in dealing with the child labour problem within their communities.

3.4.1 Required elements to enable sustained outcomes

85. Sustainability refers to the continuation of project initiatives and project gains even after the close of the project in December 2013. According to the project document, it is expected that by the end of the project, the child labour agenda be made an integral part of national development frameworks and local development programming, with local governments. The evaluation team notes that the child labour agenda is already included in the Philippine Development Plan 2011-2016 and has been included in many of the participating LGUs in the project. A list of ordinances and frameworks achieved during the course of project implementation is found in Annex 10. The project is to be commended for its advocacy and technical assistance in following the developments of these policies as a means toward sustainability.
86. In addition to its focus on policy development, the project has made very deliberate efforts to sustain overall the gains made by the project. A list of activities and achievements made that the project has focused on supporting their long-term sustainability is found in Annex 11. These include the full institutionalization of CLKSS within DOLE; dissemination of good practices to all target provinces; and PCLC strategic plans developed incorporating project models.
87. The evaluation team identifies factors that overall affect sustainability to include a number of conditions, namely: political will and commitment; awareness and knowledge of the problem; knowledge and capacity in the sense of know-what and know-how; and institutional capacity. Institutional capacity is a combination of elements which can increase the chance of sustaining project gains: policy, or legal basis (ordinance, resolution or legislation) mandating the implementation of anti-child labour actions; program, budgets, institutional systems and mechanisms for implementation; and monitoring of child labour programs such as the CLM ISDS and the PCLC/BCPC as a coordination hub for service delivery.
88. At the local level, the evaluation team notes it is crucial to sustain the following: (1) a system for detecting cases of child labour (CLM); and 2) an effective mechanism for delivering services to children according to their needs (ISDS). In all project sites, the CLM has been institutionalized. How well it will run depends very much on the leadership of the municipalities and barangays. This

will require continuing orientation and staff capacity building to fill the institutional capacity gaps created by leadership and staff transitions.

3.4.2 Identification of key gaps

89. At the stakeholder workshop on 6 December 2013, participants identified strategic and operational gaps. These gaps revolve around issues of lack of provincial data, leadership change, institutional capacity, and logistical support for child labour programs. At the national level, key gaps were identified to include:
- No data on child labour numbers withdrawn at national level;
 - Challenges with inter-government coordination, vertical and horizontal;
 - Lack of documentation of success stories; and
 - Lack of fund support for capacity building, administrative and support services.
90. At the local level, provincial level stakeholders identified the following gaps or challenges, which largely coincide with the evaluation team's findings, as discussed above:
- Bukidnon:
 - Declining budget allocation
 - Lack of human resources and lack of competent personnel
 - Weak referral system (not on time, slow moving referrals)
 - Absence of a provincial database system to detect presence of child labour
 - Non-commitment and minimal support of some stakeholders and partners
 - Limited budget for the anti-child labour program overall
 - Masbate:
 - A concern for database maintenance going forward and its institutionalization, with discontinued funding for NGO partner Caritas;
 - Change in leadership at provincial level providing for uncertainty.
 - Northern Samar:
 - Turnover of volunteers (CLM, PES) and BCPC members
 - Lack of commitment of some LGUs/stakeholders
 - Change of political leadership
 - CLM-ISDS with Department of Interior and Local Governance (DILG) Circulars particularly BCPC
 - The need for continued labour-intensive monitoring of the program
 - Policy (Ordinance) and database
 - Quezon:
 - CLM-ISDS with DILG Circulars particularly BCPC
 - The need for continued labour-intensive monitoring of the program
 - Policy (Ordinance) and database.
91. While there have been deliberate efforts to ensure sustainability by the project, the evaluation team identifies the following risks and threats: changes in political leadership at national and local levels; lack of commitment of LGUs and stakeholders; major calamities and disasters as has happened in

Samar and Leyte which were hit by Typhoon Yolanda; turnover of volunteers; decline in funding; and diminished technical expertise due to staff transitions.

92. At the stakeholder workshop, participants discussed practical measures to mitigate some risks. For example, in Bukidnon, the lack of political will and commitment was identified. Participants discussed means by which to address the risk to include: transfer of coordination to national agencies; identification of coordinating agency; advocating for politicians with strong volition for eliminating child labour. And, in the case of change in leadership on the part of the LGUs (provincial, municipal and barangay) and BCPCs as affecting program priorities, participants discussed the need for continuous orientation on child labour to LGUs, local leaders and the BCPC members. (See Annex 8 for stakeholder workshop notes.)
93. Yet in addition to the gaps noted above at national and provincial levels, the evaluation team identifies a significant gap to be the full institutionalization of the anti-child labour agenda within DOLE, the lead agency. The NCLC's lack of a legal mandate must be addressed going forward. The project did an exploration of legal options for the NCLC, with several options considered: a new MOA, an amendment of the Republic Act, and also an executive order from the President. A new MOA was developed and an executive order has been pursued, yet the current president is not fond of issuing executive orders for now. The evaluation team notes that realization of a legal mandate for the NCLC will give it a firm footing and clout as a coordinating body and should enhance its sustainability.

3.4.3 Possible aspects for replication

94. When Provincial DOLE staff in Quezon was asked what among their activities in their view might be worth replicating, they responded that the correct question would be not to ask what but how. Replicating the CLM as a holistic approach within communities to identify, withdraw, prevent and protect children is, in the evaluation team's view, an effort worth replicating. The challenge is the resourcing, which needs stronger institutional backing and leadership to carry out at scale.
95. Quezon's approach to the private-public forums in Lucena City, for example, in bringing together local businesses interested to provide support with barangay chiefs seeking assistance proved fruitful in areas with sufficient economic activity. In poorer areas, there is need for greater leadership to effectively realize a public-private partnership. To enable greater levels of resourcing from resource-rich areas and their transfer to poorer areas requires greater support from leaders higher up from municipal levels.
96. The project implemented an assessment of good practices within each of the four provinces in 2013, upon the recommendation of the Mid-Term Review in mid-2012. As may be appropriate the good practices can be replicated in other places. For example, the CLM and referral system can be installed in other municipalities seeking to establish a child labour program.
97. The project experience has clearly shown the importance of coordination, collaboration and convergence of development efforts to move forward the child labour agenda – a major lesson learned in the IPEC project. Intensification of convergence efforts is in order, and the President has called for this. In response, the DOLE Minister initiated the HELP ME Program in November 2013. It upholds and continues the convergence approach advocated in the PPACL and supported by the ILO IPEC project. A substantial amount of funds was publicly announced, raising expectations for the child labour agenda going forward. Yet the guidelines have only been drafted and not officially adopted and released.

98. The evaluation team notes that the HELP ME approach is at the first level of decentralization, focused at the regional level (see Box 3 below). With its significant coordinating function, there may be prospects for success as the RCLC falls directly under the NCLC and DOLE at the national level. There is strong oversight denoted in such an arrangement. Yet similar challenges remain in supporting the LGUs and the BCPCs at the front line in dealing with the child labour problem within their communities. Further, the RCLCs are uneven in their capacity and institutional strength.

Box 3: Features of HELP ME: a summary of the draft CPACL Manual (April 2013)

The CPACL or HELP ME Manual gives priority focus to children engaged in hazardous work between the ages of five and 17. While the NCLC with the Bureau of Women and Special Concerns within DOLE is charged with overall responsibility in planning, the Regional Child Labour Committee (RCLC) holds a greater coordinating role. Responsibilities outlined include identification and classification of target areas where the program will focus; coordinating role on advocacy campaigns for raising awareness and maintain a 24-hour hotline service for the barangays and municipalities; and monitor child labourers and provisions provided with the use of the National Household Targeting System for Poverty Reduction of DSWD – or, in its absence, the Community-Based Monitoring System of the LGUs. Validation of data will involve a host of partners, including BCPCs, local social welfare officers, barangay health workers, teachers, NGOs, youth organizations, and volunteer residents in the community. Forms will be disbursed for validation of data to partners, with the RCLC serving the role as a clearinghouse for all identified child labourers and will assume responsibility for sharing of information to ensure partners are able to provide timely and effective services. The RCLC will also collect on the enabling environment in program areas, including: ordinances passed, directory of functional BCPCs, available livelihood projects, and alternative learning programs. The RCLC will also coordinate service delivery among partners to avoid duplication, and provide orientations and briefings to partners as necessary.

4. Conclusions

99. Sustainability is not a linear phenomenon. It can enter a state of flux depending on a combination of conditions and circumstances attendant to child labour programs. Changes in political leadership at national and/or local level can wipe away well-intentioned measures and foundations laid for long-term sustainability. In the Philippines, such changes can happen with every election and can erode the project gains. Notwithstanding, the deliberate efforts to lay the foundation of sustainability contribute good measure in rooting the anti-child labour programs in the local and national agenda. This observation is corroborated by the interviews with the mayors who, in so many words, say they cannot guarantee project continuity but in the same breath, they have reported the passage of policies, programs and budgets.
100. Sustaining the anti-child labour movement is clearly within the institutional mandate of the DOLE, the lead agency in implementing the national program embodied in the PPACL. The IPEC project has helped develop and test the tools and strategies. Much depends on the DOLE in setting directions, mobilizing the various sectors and stakeholders, triggering the implementation of anti-child labour programs on the ground, converging efforts to combat child labour and monitoring progress in child labour programs.

4.1 Lessons learned

- A lesson learned from the Philippine experience indicates sustainable livelihoods, combined with awareness raising, is an effective way for children to be assured of proper care and education. While sustainability of systems, programs and services for anti-child labour must be realized, a parallel concern must be the sustainability of the livelihoods of the parents and families of the child labourers who have either been prevented or withdrawn.
- Building the capacity of government agencies within the scope of their mandate and within the context of the convergence program while advocating for continued prioritization for funding bodes better for sustainability as compared to supporting NGOs in the same role, as was done in Masbate and Northern Samar.
- In addressing a social phenomenon like child labour, the Philippine experience demonstrates the importance of coordination, collaboration and convergence of development efforts.
- Long-term investment and support to the barangay level is needed to ensure achievements 'stick' and are fully realized.

4.2 Good practices

- The ILO IPEC program placed staff in each of the provinces to assist stakeholders in their coordination efforts and to support service delivery. The evaluation team identifies this as a positive approach, enabling on-the-ground involvement and knowledge sharing among stakeholders and ILO IPEC staff, as well as good coordination between provincial based ILO IPEC staff and their colleagues based in Manila.
- The barangay-based CLM and service delivery systems in Quezon and Northern Samar are considered a good practice -- both by the evaluation team and the project²⁰ -- that can be

²⁰ As described in the project produced report, "Building a Child-labor free Philippines: A documentation of good practices among ILO-IPEC interventions on eliminating child labour" (November 2013).

replicated in other municipalities. In particular, the coordination and perseverance demonstrated by DOLE and DSWD in Quezon Province to support barangays in linking and forming ties with the private sector within their municipality to provide support to families of child labourers was noted. The coordination and cooperation achieved across ministries in Quezon illustrated how effectively it can be done.

- The private sector initiatives that yielded positive outcomes is identified as good practice and can be replicated in other areas. These include the Sifi Foundation's work in the sugar industry, and the voluntary codes of conduct and Coca-Cola's work on education in Bukidnon.

5. Implications for stakeholders: reflections and recommendations

101. The IPEC project has made huge strides in laying the foundation for sustainable governance (i.e. policies, programs, services, systems and mechanisms) addressing child labour. Mid-term, the addition of livelihood and economic empowerment of families filled a strategic gap. This must be continued and closely monitored to help child labour families get out of poverty through sustainable livelihoods.
102. The TBP2 project demonstrated the vital role of the LGU in eliminating child labour. In fact, the evaluation team sees the LGUs as the most effective mechanism to fight child labour. If the LGUs continue the child labour initiatives and integrate these into official local development plans and programs, the chance of sustainability is greatly enhanced. Support to the BCPCs would be better enabled, thus fostering greater capacity at the community level.
103. Scaling up the IPEC project to cover more municipalities in the country and create a critical mass of LGUs engaged in child labour campaign is the next logical step. The partnership between DOLE, DSWD and DILG in particular is critical in moving the child labour agenda forward.
104. The evaluation team provides the following set of recommendations for the Philippine Government (tripartite partners), the ILO-IPEC and the USDOL. Some of those outlined for tripartite partners were raised and discussed at the stakeholder workshop. They include overall recommendations; area specific recommendations discussed by province at the stakeholder workshop are found in Annex 8.

5.1 Recommendations for tripartite++

5.1.1 *Continue strengthening institutional capacities for law enforcement, design and implementation of anti-child labour programs and services*

5.1.1.1 *Institutional bodies and mechanisms*

- **Consolidation of the legal basis of and functionality of NCLC.** The draft of an executive order, which would give a legal mandate to the NCLC, is pending signature by the President, yet he is not inclined to sign such orders. A search for an alternative must be done to provide the NCLC with a stronger mandate to lead the child labour agenda going forward.
- **Establish an enhanced NCLC oversight mechanism over the RCLCs/PCLCs.** This oversight mechanism is currently underdeveloped. While there may be differences in opinion as to the usefulness of such an oversight mechanism, the evaluation team believes that such a mechanism can, when effectively developed, provide an important means for learning and setting of standards. The recommendations of the organizational diagnosis of the NCLC and other related bodies provide an effective roadmap going forward for strengthening the NCLC – an area for DOLE as the lead agency to take forward in 2014.

5.1.1.2 *Data collection and use*

- Data collectors should be trained to engage in on-going analysis of data collected on properly encoded Excel sheets for knowledge sharing among project implementers for project planning, including BCPCs. Ensure data collectors are trained and provided with properly encoded Excel sheets with the appropriate codes used. Data collectors should be able to undertake on-going monitoring, specifically

in tracking the working conditions of a given child through each monitoring period. Analysis should be used for increased understanding among partners, and particularly BCPCs within the participating communities.

5.1.1.3 Partnerships and convergence

- **Consolidate existing partnerships and foster more and better ones.** DILG engagement and oversight relative to child labour mainstreaming in LGUs can and should be much better. The DILG exercises oversight functions on the LGUs and would have the institutional clout to ensure that anti child labour programming is incorporated in the local development plans nationwide. Through the DILG, the municipal local government officers can be harnessed in pushing the child labour agenda with the LGUs. This appears to be a strategic gap that must be paid attention to in the coming years. The DOLE and DSWD can collaborate in increasing and strengthening the engagement of the DILG (national) in the child labour movement, as well as in the implementation of the 4Ps.
- **The DOLE must issue guidelines for implementation of HELP ME Convergence.** The crafting of these guidelines should illustrate the good practices learned over the years with clear guidelines for agencies to follow on how to realize an integrated service delivery approach to withdrawing, protecting and preventing child labour.

5.1.1.4 Policy making and delivery of services

- Review the tripartite approaches that were explored and piloted vis-à-vis child labour advocacy and involvement in the enforcement of anti-child labour laws and policies within the project, and identify which ones to further develop for scale. The evaluation team notes the initiatives had varying degrees of success, with a lack of coordination among the reasons for the lack of success realized. Employer-driven initiatives such as the SIFI, the voluntary codes of conduct and the Coca Cola in Bukidnon and barangay-based CLM and service delivery systems in Quezon and northern Samar are among those that can be replicated in other municipalities. Significantly, Calauag local government is already planning to scale up its CLM and service delivery for child labour households in all the barangays within its jurisdiction.

5.1.2 Enhancing impact and sustainability

- **Institutionalize and regularize the Survey on Children to ensure adequate baseline data going forward.** Priority must be given to regular surveys completed with Government resources. A more intensive effort to advocate for the regularization of the survey has to take place.
- **Continue building the capacity of those households with child labour through both economic and educational means.** The evaluation team notes the importance of increased access to livelihoods and skills development as vital to the reduction of child labour. The PES has, the team notes, created increased levels of awareness among parents, which is also vital to the reduction of child labour. Continued coordination among PES, DOLE, and other relevant actors at the local level is deemed important.
- Interventions aimed at achieving impact at the barangay level should be sustained for the long-term and focused on the DILG's support to BCPCs. The evaluation team estimates investment over at least two election cycles, or six to eight years, at the local level to enable outcomes to 'stick'. For tripartite++ partners carrying forth the child labour agenda, the evaluation team highlights that outcomes sustained over six to eight years have much greater chance to be more impactful in the long-term. As for more concentrated interventions to support more impactful outcomes, the further strengthening of BCPC capacity through coordination, monitoring and technical support of the DILG is recommended.

- Based on the analysis of the DBMR, consider to intensify targeting of boys who are living in a large family with few adults earning in the household, and who are not in school at the time of enrolment. These were found to be among the most vulnerable of child labourers, as based on analysis of key vulnerability indicators determined by the DBMR sub-study for the evaluation: total income of the earning adults; household size; schooling status of the child in the profiling stage; and sex of the child. Targeting child labourers with this profile with greater service delivery should lead to greater impact.

5.2 Recommendations for ILO-IPEC and USDOL

5.2.1 Data collection and use of the DBMR

- To enable greater effectiveness of the DBMR within the project and the data collection and monitoring process overall, the evaluation team suggests articulating a third objective that is learning in nature. The two objectives for the DBMR, as outlined in the ILO IPEC's guidebook for monitoring and reporting on direct beneficiaries stipulates the two purposes as related to a quality assurance tool to monitor delivery of services and identify desired outcomes of those services in the form of removal, protection, or prevention. To make greater use of the data collected, and to give a greater sense of purpose among stakeholders in understanding the function of the data they collect, a learning objective may be articulated.
- Include in the DBMR manuals and modules discussion on the need for a clear protocol on the encoding of data and regular analysis. As recommended above to project implementers, ILO IPEC HQ should also address this in its programming and capacity building. Include information, if not already addressed, on the importance of properly encoded Excel sheets for data collectors' on-going monitoring for the purpose of knowledge sharing with project implementers, including BCPCs and communities.
- Regular maintenance of the DBMR and monitoring reports should be done by the project, with occasional high-level analysis of the DBMR conducted by an expert data analysis team. The evaluation team recommends for future use of the DBMR to stress the importance of on-going maintenance to enable effective analysis. The evaluation team suggests to periodically contracting an expert data analysis team for analysis. Discussion of the results, along with review of monitoring reports, should enable program staff to undertake meaningful steering of project directions and investments based on regular analysis.
- Implement a standardized approach to data collection so as to ensure complete understanding, instead of relying on implementing partners. As recommended in the quantitative study on the DBMR, data collectors of the implementing agencies should be chosen and oriented by the project staff and not by the implementing agencies so as to ensure standardization and complete understanding.
- ***Include in the DBMR other factors that can influence vulnerability within the local context.*** Those found of relevance in the Philippine context by the sub-study consultant but not available in the DBMR include indigenous households, religious minorities, single parent and female-headed/elderly headed households.

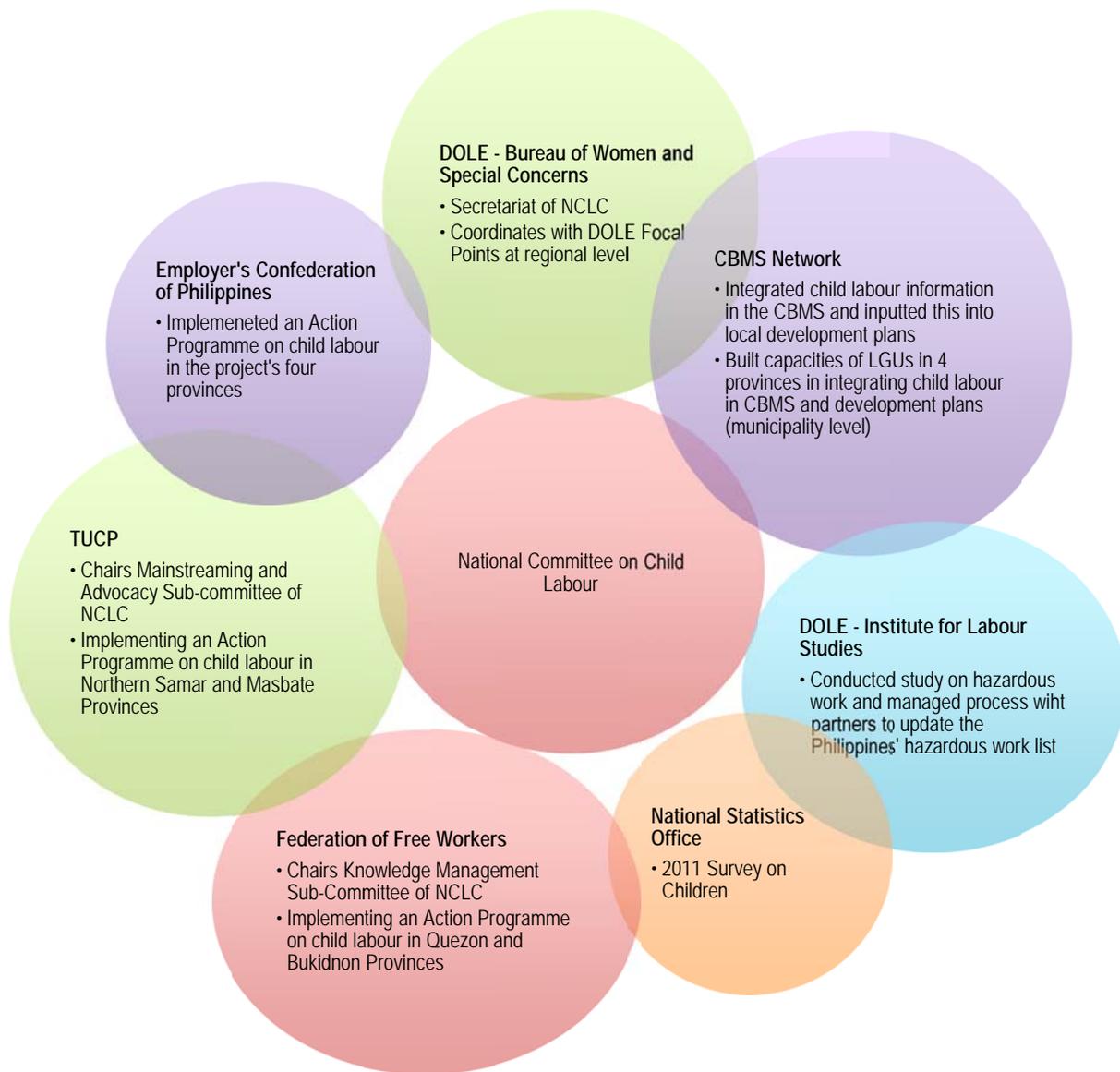
5.2.2 Programming for greater impact

- ***Interventions aimed at achieving impact at the barangay level should be sustained for the long-term.*** The evaluation team estimates investment over at least two election cycles, or six to eight years, at the local level to enable outcomes to 'stick'. As noted above for Tripartite++ stakeholders, the evaluation team highlights to USDOL and ILO-IPEC that outcomes sustained over six to eight years have much greater chance to be more impactful in the long-term. As for more concentrated

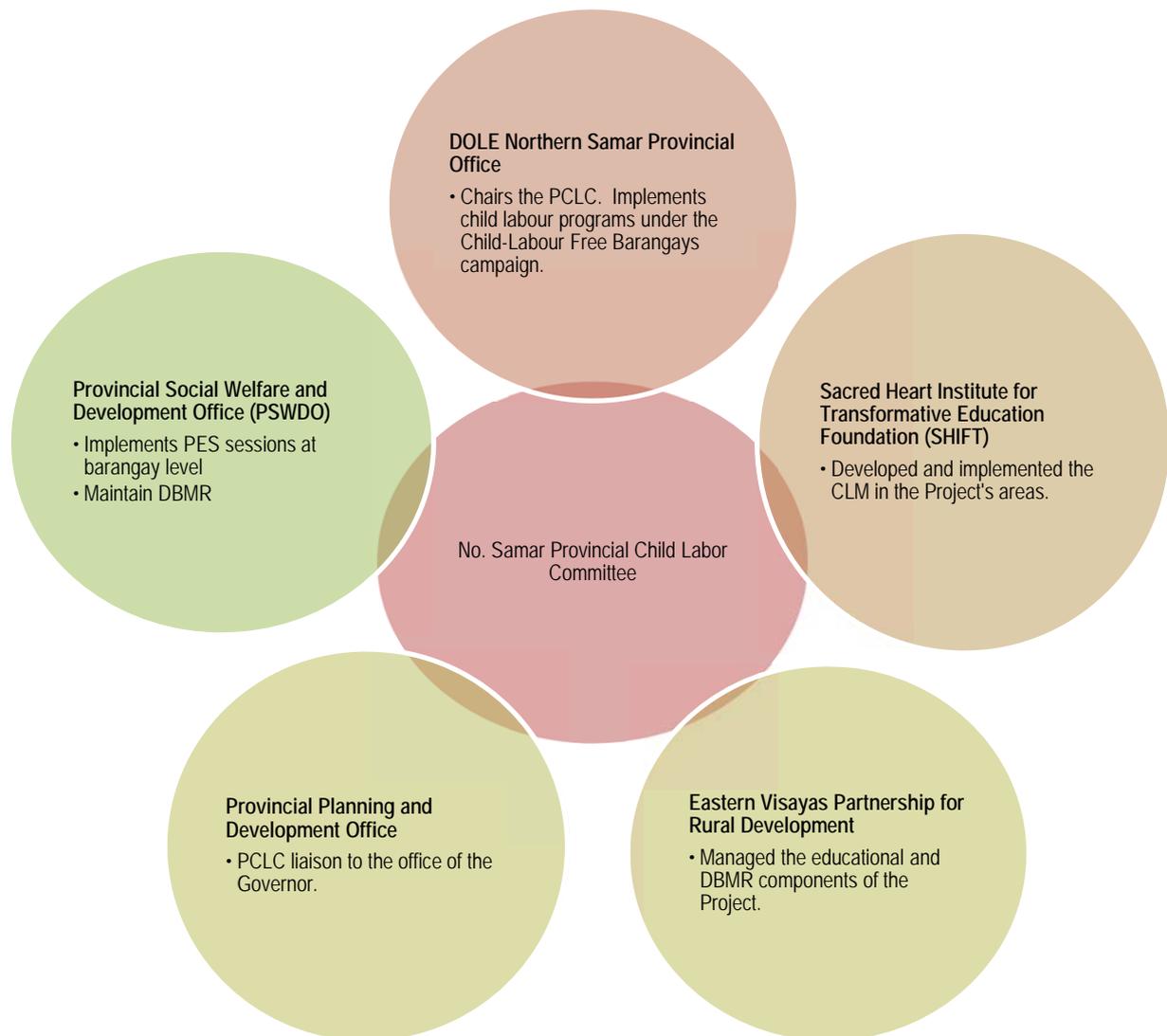
interventions to support more impactful outcomes, the further strengthening of BCPC capacity through coordination, monitoring and technical support of the DILG is recommended.

- For future programming in the Philippines, consider targeting of the most vulnerable of child labourers identified through analysis of the DBMR -- those boys who are living in a large family with few adults earning in the household, and who are not in school at the time of enrolment. The sub-study on the DBMR indicated that these boys are among the most vulnerable of child labourers, based on analysis of four vulnerability factors.

Annex 1: National NCLC Members and their functions/roles



Annex 2: Example of provincial level stakeholder action programmes -- Northern Samar actors and their roles



Annex 3: Final evaluation Terms of Reference



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

Draft Version
2 October 2013

**Terms of Reference
For
Independent Expanded Final Evaluation**

**Towards a Child Labour-Free Philippines: Supporting the
'Philippine Program Against Child Labour' in Building on Past
Gains and Addressing Challenges**

ILO Project Code	PHI/09/50/USA
ILO Iris Code	101923
Country	Philippines
Duration	51 months
Starting Date	30 September 2009
Ending Date	31 December 2013
Project Locations	Philippines (Provinces of Quezon, Masbate, Northern Samar and Bukidnon)
Project Language	English
Executing Agency	ILO-IPEC
Financing Agency	US DOL
Donor contribution	USDOL: USD 4,750,000

List of Abbreviations

AP	Action Programme
C182	ILO's Worst Forms of Child Labour Convention, No. 182 of 1999
CL	Child Labour
CLMS	Child Labour Monitoring System
DBMR	Direct Beneficiaries Monitoring and Reporting
DWCP	Decent Work Country Programmes
EIA	Evaluation and Impact Assessment Section of ILO/IPEC
GAP	Global Action Plan
HQ	Headquarters
IA	Implementing Agency
IABA	Integrated Area Based Approach
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
NAP	National Action Plan
NC	National consultant
NGO	Non-governmental Organization
PMP	Project Monitoring Plan
PPACL	Philippine Program Against Child Labour
PRSP	Poverty Reduction Strategy Paper
TBP	Time Bound Programme
TL	Team leader
UN	United Nations
UNDAF	United Nations Development Assistance Framework
USDOL	United States Department of Labour
WFCL	Worst Forms of Child Labour

I. Background and Justification

1. The aim of the International Programme on the Elimination of Child labour (IPEC) is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society - is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. The operational strategy of IPEC has over the years focused on providing support to national and local constituents and partners through their projects and activities. Such support has to the extent possible been provided in the context of national frameworks, institutions and processes that have facilitated the building of capacities and mobilisation for further action. It has emphasized various degrees of a comprehensive approach, providing linkages between action and partners in sectors and areas of work relevant for child labour. Whenever possible specific national frameworks or programmes, such as national plans, strategic frameworks, have provided such focus.
3. Starting in 2001, IPEC has promoted and the implementation of the "Time Bound Programme" approach as such national frameworks. A Time Bound Programme (TBP) is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified Worst Forms of Child Labour (WFCL) in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. The International Labour Organization (ILO), with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified the ILO's Worst Forms of Child Labour Convention, No. 182 of 1999 (C182) to implement comprehensive measures against WFCL.
4. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. IPEC has over the years implemented a number of country specific projects of support of multi-year duration and focusing both on policy and institutional support through enabling environment and direct support to communities, families and children through targeted interventions.
5. The experience with national TBPs has suggested a range of approaches to establish and implement national frameworks to provide the comprehensive approach, the linkages and the mechanisms for developing the knowledge, mobilising the actors, institutions and resources; and to plan effective coherent national action as part of the broader national development. The experience also showed that the degree of support needed to get this process going in different countries can vary and that specific strategic initiatives can be identified as often key to the process, focusing on influencing key policies and processes.

6. The Global Action Plan (GAP), proposed in the 2006 Global Report on Child Labour and endorsed by the Governing Body at its November 2006 sitting, called on all ILO member States to put appropriate time-bound measures using National Action Plans (NAP), in place by 2008 with a view to eliminating the WFCL by 2016.
7. The ILO-IPEC Project in support of the Philippine Time-Bound Programme (2002-2007) was the first significant contribution toward the elimination of the worst forms of child labour in the country. It was during this time that a new framework for national action - the Philippine Program Against Child Labor (PPACL) was created. The PPACL is a network of mutually enabling social partners working towards the prevention and progressive elimination of child labour through protection, withdrawal, healing and reintegration of child workers into a caring society.
8. From the perspective of the International Labour Organisation (ILO), the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee decent work for all adults. In this sense, the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO cooperation and it is within this framework that the activities developed by the Programme should be analysed.
9. ILO Decent Work Country Programmes (DWCPs) have subsequently been developed and are being introduced in the ILO to provide a mechanism to outline agreed upon priorities between the ILO and the national constituent partners within a broader UN and International development context. For further information please see:
<http://www.ilo.org/public/english/decent.htm>
10. The DWCP defines a corporate focus on priorities, operational strategies, as well as a resource and implementation plan that complements and supports partner plans for national decent work priorities. As such, DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning to be gradually introduced into various countries' planning and implementing frameworks.
11. The ILO Philippine DWCP is designed to provide technical and financial support to the broader National Action Plan for Decent Work adopted by the ILO Philippine tripartite constituents' (government, employers and workers), known as the Decent Work Common Agenda. In the DWCP framework, effective progress by Philippine national programme to eliminate the worst forms of child labour is one of the key outputs under "Outcome 1. Decent jobs for a competitive Philippines."

Project background and current status

12. The USDOL-funded ILO-IPEC Project of Support to the Philippines Time Bound Programme (2002-2007) contributed to establishing the current policy and legal frameworks as well as strengthening institutional capacity for dealing with child labour nationwide. Among its major achievements are:
 - a. Public acknowledgement of the existence of child labour and the need for it to be stopped.
 - b. Private sector (e.g. industry, employers' associations, corporations) interest and capacity to combat child labour
 - c. A new framework for national action - the Philippine Program Against Child Labor (PPACL), with a national-to-local structure of child labour committees in place.

13. The project to be evaluated, 'Towards a Child Labour-Free Philippines: Supporting the 'Philippine Program Against Child Labour' in Building on Past Gains and Addressing Challenges' is being implemented by ILO/IPEC from September 2009 to December 2013 with the support of USDOL with funding of USD 4,750,000. It builds upon the previous project mentioned above.
14. The project development objective is: To contribute to the Philippine Program Against Child Labour's (PPACL) goal to reduce by 75% the worst forms of child labour by 2015 through the prevention, protection, and reintegration of child workers into a caring society.
15. The project has four Immediate Objectives:
 1. By the end of the Project, information on child labour will feed into national and local child labour policy and programme design, implementation and evaluation;
 2. By the end of the Project, the national and local child labour committees and social partners have clearer mandates and responsibilities and improved capacities for policy development, enforcement and child labour monitoring;
 3. By the end of the Project, models to withdraw working children and prevent children at-risk from working are developed, piloted and documented;
 4. By the end of the Project, the child labour agenda is made an integral part of national development frameworks and local development programming, with local governments supported in coordinating resource allocations to child labour action.
16. The Project strategy was designed following a six-step series of consultations with national and regional stakeholders. Stakeholders consulted were the country's authorities and key players in the combat against child labour. The process used as its base the Strategic Framework of the PPACL for the years 2007-2015. Proceeding from the PPACL goals, stakeholders prepared outcome trees based on the desired goals and possible resources with which this Project will achieve results between 2009 and 2013. Outcomes were prioritized and possible activities to achieve outputs were generated by the stakeholders. The substance of inputs from social partners has been captured in the project log frame. The Project assists the country to achieve the goals set by PPACL in its Strategic Framework for 2007 to 2015, by contributing to its five strategic directions, through interlinked components.
17. The Project focuses on four provinces located in regions with the highest magnitude of child workers, based on the 2007 Labour Force Survey. The selected provinces are Quezon in Region IV-A, Masbate in Region V, Northern Samar in Region VIII, and Bukidnon in Region X.
18. A total of 9,350 children from four the provinces will be targeted for withdrawal (including through removal and protection in workplace) and prevention from child labour through the provision of educational and non-educational services following direct action from the Project. Of this total, 5,500 will be removed from work, 500 protected at workplace (including farms) and 3,350 will be prevented from being engaged in child labour.

Project revision/extension

19. The proposed budget revision and no-cost extension had no implication on the targets or the project objectives and strategies. The parameters, purpose and changes created by the project extension included:

- a. A three-month extension from October to December 2013 to comply with the MTE recommendation to give Action Programmes enough time to fully accomplish targets with quality and to provide support to the project partners in strengthening their systems;
 - b. An increase of allocations for direct actions by an amount of USD 312,735.
20. The increase of funds was to enable the project to:
- a. pursue more upstream and downstream activities that directly impact child labour elimination targets,
 - b. expand the component on Partnership Strengthening by supporting the Department of Labor and Employment and the Philippine Program Against Child Labor (PPACL) network in coming up with the National Convergence Plan of Action to Eliminate Child Labour, a plan that the different government agencies will pursue in a convergent manner with funds allocated by the Department of Budget and Management; and,
 - c. conduct Strategic Planning sessions for all Regional Child Labour Committees (RCLCs) and Provincial Child Labour Committees (PCLCs) as part of structure strengthening activities.
21. The above revisions have been approved and are currently in effect.
22. As of April 2013, the Project has reported having achieved the following outcomes:
- a. Most direct action APs have been implemented for 43 months and a total of 7,766 children have already been withdrawn and prevented from child labour.
 - b. Progress is being made in achieving the goals in the other components of the Project, i.e., Knowledge Management, Partnership Strengthening and Sustainability.
 - c. Some activities where the project still experiences delays include: Action Programmes of unions, the grassroots communication campaigns and the livelihood interventions but their catching-up is being given specific attention through regular meetings with and coaching of concerned partners.

Evaluation background

23. ILO considers evaluation as an integral part of the implementation of technical cooperation activities. Provisions are made in all projects in accordance with ILO evaluation policy and based on the nature of the project and the specific requirements agreed upon at the time of the project design and during the project as per established procedures. The Evaluation and Impact Assessment (EIA) section of ILO/IPEC provides an independent evaluation function for all ILO/IPEC projects.
24. Evaluations of ILO/IPEC projects have a strong focus on utility for the purpose of organisational learning and planning for all stakeholders and partners in the project. As per ILO/IPEC evaluation approach, a participatory consultation process on the nature and specific purposes of this evaluation is carried to determine the final Terms of Reference. The present Terms of Reference are based on inputs from key stakeholders received by ILO/IPEC-EIA in the consultation process and on standard issues to be covered by a project final evaluation.
25. The project has undergone an independent external mid-term evaluation managed by ILO-IPEC's Evaluation and Impact Assessment (EIA) in June and July 2012, carried out in the provinces of Quezon and Bukidnon. The information obtained regarding progress in Northern Samar and Masbate was limited to the review of documentation, interviews with project staff and the contributions of representatives of these provinces at the stakeholder workshop. The MTE suggested

that visits to Northern Samar and Masbate may be included in the final external evaluation, especially as there are variations in the way the service delivery models are implemented in these provinces, with municipal-level and non-government implementing agencies in Masbate and non-government agencies in Northern Samar.

26. The project document states that a final independent evaluation will be conducted at the end of the project implementation.
27. This Expanded Final Evaluation will encompass the project final evaluation based on these ToRs and two sub-studies, one the enabling environment to eliminate child labour, and another on the distribution of project impact among beneficiaries from particularly vulnerable backgrounds and across other variables such as urban/rural, boys/girls. These activities will be implemented by separate teams but linked through the evaluation team leader (reflected in methodology and contents).
28. The overall purpose of the study on the enabling environment study is to carry out an assessment of the changes in the enabling environment at the provincial, district and local levels over the period of the project.
29. The study on the distribution of project impact among beneficiaries from particularly vulnerable backgrounds and across other parameters will not require fieldwork, and can be conducted simultaneously with the enabling environment sub-study. The purpose of this study is to assess intervention effectiveness across diverse groups of beneficiaries.
30. To facilitate the effective integration of the sub-study findings in the expanded evaluation, the expanded evaluation team leader will provide technical support to the sub-studies and will incorporate the findings in the evaluation report.

II. Purpose and scope

Purpose

31. The main purposes of the final evaluation are:
 - a. Establish the relevance of the project design and implementation strategy;
 - b. Determine the implementation efficiency of the project;
 - c. Assess the extent to which the project has achieved its stated objectives at outcome and impact level and to identify the supporting factors and constraints that have led to this achievement or lack of achievement; The two sub-studies will provide specific information on achievements relating to:
 - i. Impact on the enabling environment at sub-national level
 - ii. Assessment of the distribution of benefits among child participants from particularly vulnerable backgrounds
 - d. Identify unintended changes, both positive and negative at outcome and impact levels, in addition to the expected results;
 - e. Assess the relevance of the sustainability strategy, its progress and its potential for achievement, identifying the processes that are to be continued by stakeholders;

- f. Identify lessons learned and potential good practice, especially regarding models of interventions that can be applied further;
 - g. Provide recommendations to project stakeholders to support the completion, expansion or further development of initiatives that were supported by the project.
32. The final evaluation should provide all stakeholders with information to assess and revise, as it is needed, work plans, strategies, objectives, partnership arrangements and resources. It should identify the potential impact on mainstreaming policy and strategies and suggest a possible way forward for the future.

Scope

33. The evaluation will focus on the ILO/IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits. (i.e. action programmes/projects)
34. The evaluation should look at the programme as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for current and future programmes.
35. The contribution of IPEC to the PPACL process includes the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the PPACL. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process.
36. The analytical scope should include identifying levels of achievement of objectives and explaining how and why they have been attained in such ways (and not in other alternative expected ways, if it would be the case). The purpose is to help the stakeholders to learn from the on-going experience.

III. Suggested aspects to be addressed

37. The evaluation should be carried out in adherence with the ILO policy guidelines for results-based evaluation available at http://www.ilo.org/eval/Evaluationguidance/WCMS_168289/lang--en/index.htm and with specific ILO and ILO/IPEC Guidelines and Notes, and the OECD/DAC Evaluation Quality Standard.
38. Gender concerns should be addressed in accordance with ILO Guidance note 4: “Considering gender in the monitoring and evaluation of projects” http://www.ilo.org/eval/Evaluationguidance/WCMS_165986/lang--en/index.htm. All data should be sex-disaggregated and different needs of women and men and of marginalized groups targeted by the programme should be considered throughout the evaluation process.
39. In line with results-based framework approach used by ILO/IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.
40. Annex I contains specific suggested aspects for the evaluation to address. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Evaluation and Impact Assessment section (EIA). It is not expected that

the evaluation address all of the questions detailed in the Annex; however the evaluation must address the general areas of focus. The evaluation instrument (summarised in the inception report) should identify the general areas of focus listed here as well as other priority aspects to be addressed in the evaluation.

41. The main categories that need to be addressed are the following:

- a. Design
- b. Achievement (Implementation and Effectiveness) of Objectives
- c. Relevance of the project
- d. Sustainability
- e. Special Aspects to be Addressed.

IV. Expected outputs of the evaluation

42. The expected outputs to be delivered by the evaluation team are:

- a. A desk review of appropriate material;
- b. Review of the methodology and on-going support including feedback and support to the preparation of the reports for the two sub-studies: one on the ‘enabling environment to reduce child labour’ and one on the distribution of benefits among child participants from particularly vulnerable backgrounds. The final reports from the ‘enabling environment’ and ‘vulnerable backgrounds’ sub-studies will be prepared by the sub-study consultants separately from the report on the final expanded evaluation with an analytical initial bullet point report to feed into the Expanded Final Evaluation (EFE);
- c. Preparation of an inception report centred on the evaluation instrument, reflecting the combination of tools and detailed instruments needed to address the range of selected aspects. The instrument needs to make provision for the triangulation of data where possible;
- d. Interviews and consultations with relevant stakeholders including field visits to the project locations in a selection of provinces;
- e. Informal feedback meetings with stakeholders at the provincial data collection sites facilitated by the evaluation team leader, focusing on the preliminary findings of observations of provincial-level achievements and constraints;
- f. Stakeholder workshop facilitated by the evaluation team leader
- g. Debrief with key stakeholders following the stakeholders’ workshop if requested
- h. Draft evaluation report. The evaluation report should include and reflect on findings from the sub-studies on the enabling environment and the distribution of benefits among participants from particularly vulnerable backgrounds, the field visits and the stakeholder workshop proceedings including:
 - ✓ Executive Summary with key findings, conclusions and recommendations
 - ✓ Clearly identified findings
 - ✓ A table presenting the key results (i.e. figures and qualitative results) achieved per objective (expected and unexpected)
 - ✓ Clearly identified conclusions and recommendations (identifying which stakeholders are responsible)
 - ✓ Lessons learnt
 - ✓ Potential good practices
 - ✓ Appropriate Annexes including present TORs
- i. Final evaluation report incorporating feedback from stakeholders.

- j. Notes with reflections on the process of the evaluation identifying lessons learnt and suggestions for future ILO/IPEC evaluations
43. The total length of the report should be a maximum of 35 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
44. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO/IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
45. The draft final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders), including project staff for their review. Comments from stakeholders will be consolidated by the Evaluation and Impact Assessment section (EIA) of ILO/IPEC Geneva and provided to the evaluation team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate, and provide a brief note explaining why any comments might not have been incorporated.

V. Evaluation methodology

46. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out prior to the scheduled date of the evaluation. Inputs were received from key stakeholders including constituents and implementing agencies. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.
47. The following is the proposed evaluation methodology. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by EIA and the Project, provided that the research and analysis suggest changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.
48. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a brief document indicating the methodological approach to the evaluation in the form of the evaluation instrument, to be discussed and approved by EIA.
49. The evaluation team leader will be asked to include in the inception report the evaluation instruments that will be used for documenting and analysing the achievements of the project and the contributions of the sub-projects (Action Programmes) to the programme.

50. A sub-study on the ‘enabling environment to reduce child labour’ will be carried out in the provinces of Quezon and Bukidnon. That sub-study has separate (although linked) ToRs and is designed to specifically contribute to the overall expanded final evaluation. The inception report will incorporate that sub-study within its framework, identifying how the findings will contribute to the expanded final evaluation. The first report from the sub-study will be a ‘bullet point’ style analytical report with key findings which will be submitted prior to the field mission of the expanded final evaluation.
51. A second sub-study on the distribution of project impact among beneficiaries from particularly vulnerable backgrounds will also be conducted. This sub-study will not require fieldwork, and can be conducted simultaneously with the enabling environment sub-study. The purpose of this study is to produce statistical information of groups of beneficiaries from especially disadvantaged households, which could then be used to assess the intervention effectiveness across diverse groups. The inception report will also incorporate this sub-study within its framework, similarly identifying how the findings will contribute to the expanded final evaluation.
52. The evaluation team leader will interview the donor representatives and ILO/IPEC HQ and regional backstopping officials through conference calls or face-to-face interviews early in the evaluation process, preferably during the desk review phase.
53. The evaluation team will undertake field visits to the project. The evaluators will conduct interviews and focus group discussions (FGDs) with project partners and implementing agencies, direct beneficiaries (i.e. children) and teachers and facilitate a stakeholder workshop towards the end of the field visits.
54. The selection of the field visits locations should be based on criteria to be defined by the evaluation team. Some criteria to consider include:
 - a. Locations with successful and unsuccessful results from the perception of key stakeholders. The rationale is that extreme cases, at some extent, are more helpful than averages for understanding how process worked and results have been obtained;
 - b. Locations that have been identified as providing particular good practices or bringing out particular key issues as identified by the desk review and initial discussions;
 - c. Representation of the main strategies or interventions used;
 - d. Areas known to have high prevalence of child labour;
 - e. Representation of the main types (sectors) of child labour being addressed
 - f. Locations close to main roads and also locations that are more remote;
 - g. Preferably to different provinces/communities/partners to those visited by the MTE (Quezon and Bukidnon).
55. One national stakeholders’ workshop will be held in Manila (provisionally scheduled for 2nd December). Informal feedback meetings with stakeholders will be held in each province, focusing on individual provincial-level achievements and constraints.
56. The stakeholder workshop will be attended by ILO/IPEC staff and key stakeholders (i.e. partners), including the donor as appropriate. These will be an opportunity for the evaluation team to gather further data, present the preliminary findings for verification and discussion, present recommendations and obtain feedback. They will take place towards the end of the fieldwork.

57. The evaluation team leader will be responsible for organizing the methodology of the workshops. The identification of the number of participants of the workshops and logistics will be the responsibility of the project team in consultation with the evaluation team leader.
58. The team leader will be responsible for drafting and finalizing the evaluation report. The findings of the evaluation team will incorporate the feedback from the stakeholder workshops and the results from the two sub-studies. The draft report will be circulated to stakeholders in English for their feedback and comments. The team leader will further be responsible for finalizing the report incorporating any comments from stakeholders as appropriate.
59. The evaluation will be carried out with the technical support of the ILO/IPEC-EIA section and with the logistical support of the programme office in Manila. EIA will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
60. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

Link between the evaluation and the sub-studies

61. The team leader will provide technical support to the consultants in charge of the sub-studies and will provide feedback on the draft reports.
62. The key findings from the sub-studies will be presented in a ‘bullet point’ style report to the team leader prior to the evaluation mission to the Philippines. The sub-study consultants will also participate in the stakeholders’ workshops. They may be required to make a presentation of the findings.
63. The team leader will incorporate the findings and conclusions of the sub-studies in the evaluation reports.

The team responsibilities and profile

64. The evaluation will be carried out by an international evaluation team leader and an evaluation team member (national consultant). The evaluation team leader is responsible for drafting and finalizing the evaluation report. The evaluation team member will support the team leader in preparing the field visit, during the field visit and in drafting the report. The evaluation team leader will have the final responsibility during the evaluation process for the outcomes of the evaluation, including the quality of the report and compliance with deadlines.
65. The background of the evaluation team leader and the evaluation team member should include:

Team leader (International consultant):

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Provide direction and technical advice to the sub-study consultants • Provide comments and feedback on the sub-study reports • Development of the evaluation instrument • Briefing with ILO/IPEC-EIA • Telephone interviews with ILO/IPEC HQ desk officer, donor 	<ul style="list-style-type: none"> • Not have been involved in the project. • Relevant background in social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Experience in evaluations in the UN system or other international context as team leader • Relevant sub-regional experience • Relevant country experience highly preferred

<ul style="list-style-type: none"> • Technical guidance to national consultant • Undertake field visits in project area • Facilitate stakeholders workshop • Draft evaluation report • Finalise evaluation report 	<ul style="list-style-type: none"> • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework and operational dimension are highly appreciated. • Experience at policy level and in the area of education and legal issues would also be appreciated. • Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF. • Fluency in English is essential • Experience facilitating workshops for evaluation findings.
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National consultant:

Responsibilities	Profile
<ul style="list-style-type: none"> • Desk review of programme documents • Contribute to the development of the evaluation instrument • Organize interviews of stakeholders and field visits in the country • Provide translation and interpretation as required • Co-Facilitate stakeholder workshop (under the team leader leadership) • Contribute to the evaluation report through systematizing data collected and providing analytical inputs • Others as required by the team leader 	<ul style="list-style-type: none"> • Relevant background in country social and/or economic development. • Experience in the design, management and evaluation of development projects, in particular with policy level work, institutional building and local development projects. • Relevant country experience, preferably prior working experience in child labour. • Experience in the area of children's and child labour issues and rights-based approaches in a normative framework are highly appreciated. • Experience facilitating workshops for evaluation findings. • Fluency in English (and other national relevant language) essential • Knowledge of local languages in the field visit areas an asset • Experience in the UN system or similar international development experience desirable.

Evaluation Timetable and Tentative Schedule

66. The total duration of the evaluation process including submission of the final report should be within two months from the end of the field mission.

67. The timetable is as follows:

Phase	Responsible Person	Tasks	No of days	
			TL	NC
I	Evaluation team leader	<ul style="list-style-type: none"> • Briefing with ILO/IPEC • Desk Review of programme related documents • Telephone briefing with IPEC EIA, donor, IPEC HQ and ILO regional staff • Submission of inception report 	5	3
II	Evaluation team leader	<ul style="list-style-type: none"> • Support to 'enabling environment' sub-study consultant • Support to vulnerability sub-study consultant 	7	0
III	Evaluation team with logistical support by project	<ul style="list-style-type: none"> • In-country for consultations with programme staff • Consultations with project staff /management • Interviews with project staff and partners • Field visits • Consultations with girls and boys, parents and other beneficiaries • Consultations with other relevant stakeholders • Support to 'enabling environment' sub-study consultant • Support to 'vulnerable backgrounds' sub-study consultant • Workshops and informal feedback sessions with key stakeholders • Sharing of preliminary findings 	15	13

Phase	Responsible Person	Tasks	No of days	
IV	Evaluation team leader	<ul style="list-style-type: none"> Draft report based on consultations from field visits and desk review, and workshop Debriefing as required 	6	2
V	EIA	<ul style="list-style-type: none"> Quality check and initial review by EIA Circulate draft report to key stakeholders Consolidate comments of stakeholders and send to team leader 	0	0
VI	Evaluation team leader	<ul style="list-style-type: none"> Finalize the report including explanations on why comments were not included 	2	0
TOTAL			35	18

TL: Team leader NC: National consultant

68. Summary tentative schedule

Phase	Duration	Dates
Desk review	3 days	7 - 10 October
Support to sub-study consultants	7 days	11 October - 20 November
Inception report	2 days	24-25 October
Field mission	15 days	20 November - 6 December
Draft report	6 days	9-16 December
Consultation	2 weeks	23 December– 6 January
Final report	2 days	7 – 8 January

69. The summary tentative schedule for the sub-study on the enabling environment is (see separate ToRs for details):

Phase	Duration	Dates
Desk review and outline of the Methodological plan	4 days	11 - 16 October
Feedback on the methodological plan		
Field work	10 days	28 October - 8 November
Preparation of 'bullet point' report and draft report	5 days	11 November - 15 November
Review by EIA and final evaluation team leader		
Presentation in evaluation workshops and final report preparation	2 days	5 - 6 December
Total	21 days	

70. The summary tentative schedule for the sub-study on the impact of the project on beneficiaries from particularly vulnerable backgrounds is (see separate TORs for details):

Phase	Duration	Dates
Desk review and outline of the Methodological plan	2 days	11 - 14 October
Feedback on the methodological plan		
Analysis of DBMR data and preparation of 'bullet point' report and draft report	12 days	28 October - 12 November
Review by EIA and final evaluation team leader		
Presentation in evaluation workshop and final report preparation	2 days	5 - 6 December
Total	16 days	

Sources of Information and Consultations/Meetings

71. The following sources should be consulted:

Available at HQ and to be supplied by EIA	<ul style="list-style-type: none"> • Project document • MTE report • EIA, ILO and UNEG guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Technical progress reports/status reports • Baseline reports and studies • Project monitoring plan • Technical and financial reports of partner agencies • Other studies and research undertaken • Action Programme Summary Outlines • Project files • National Action Plans • Study on good practices and lessons learned • Baseline/beneficiary identification surveys on CL in the provinces of Quezon, Northern Samar, Masbate, and Bukidnon conducted in 2010

72. Consultations/meetings will be held with:

- a. Project management and staff
- b. ILO/HQ and regional backstopping officials
- c. Implementing partner agencies
- d. Child labour programs in the country
- e. Social partners Employers' and Workers' groups
- f. NGO representatives
- g. Government stakeholders (e.g. representatives from Department of Labour, Social Development etc.)
- h. Government representatives, legal authorities etc. as identified by evaluation team
- i. Policy makers
- j. Direct beneficiaries, i.e. boys and girls (taking ethical consideration into account.)
- k. Parents of boys and girls
- l. Teachers
- m. Community members as identified by the project management and evaluation team leader
- n. Child labour monitors
- o. USDOL (by telephone)
- p. US Embassy staff

Final Report Submission Procedure

73. For independent evaluations, the following procedure is used:

- a. The evaluator will submit a draft report to ILO/IPEC EIA in Geneva
- b. IPEC EIA will forward a copy to key stakeholders for comments on factual issues and for clarifications
- c. IPEC EIA will consolidate the comments and send these to the evaluator by date agreed between EIA and the evaluator or as soon as the comments are received from stakeholders.
- d. The final report is submitted to ILO/IPEC EIA who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources

74. The resources required for this evaluation are:

- a. For the evaluation team leader:
 - Fees for an international consultant for 33 work days
 - Fees for local DSA in project locations
 - Travel from consultant's home residence to Manila in line with ILO regulations and rules
- b. For the national consultant:
 - Fees for 18 days
 - Fees for local DSA in project locations
- c. For the sub-study consultants:
 - To be specified in the sub-study ToRs
- d. For the evaluation exercise as a whole:
 - Local travel in-country supported by the project
 - Stakeholder workshops expenditures

A detailed budget for internal management purpose is available separately.

Management

75. The evaluation team will report to ILO/IPEC/EIA in headquarters and should discuss any technical and methodological matters with EIA, should issues arise. IPEC project officials and the ILO Office in Manila will provide administrative and logistical support during the evaluation mission.

Annex I: Suggested aspects to address

Design

1. Determine the validity of the project design, in particular whether it assisted or hindered the achievement of the project goals as set out in the Project Document.
2. Assess whether the project design was logical and coherent:
 - 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)?
 - Were the linkages between inputs, activities, outputs and objectives clear and logical?
 - Were the different components of the project (i.e. capacity building, policy and legislation, awareness raising and social mobilization, direct action to beneficiaries, etc.) clearly and realistically complementing each other?
 - How relevant are programme indicators and means of verification? Please assess the usefulness of the indicators for monitoring and measuring outcomes.
 - Has the time frame for project implementation and the sequencing of project activities been logical and realistic?
 - Were the expectations of the roles, capacity and commitment of stakeholders realistic and likely to be achieved?
3. Analyse whether available information on the socio-economic, cultural and political situation of the Philippines was taken into consideration at the time of the design and whether it was reflected in the design of the project.
4. To what extent have key external factors been identified and assumptions formulated in the Project document? Have the identified assumptions on which the project was based, proven to be true?
5. Assess whether the problems and needs were adequately analysed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
6. Does the design of the project take into account the existing institutional arrangements, roles, capacity and commitment of stakeholders (i.e. education, livelihoods, etc.)? Does it fit into existing mainstreaming activities that would impact on child labour?
7. How have gender issues been taken into account in the project design in its components and outcomes?
8. Has the strategy for sustainability of project results been defined clearly at the design stage of the project?
9. Does the project design fit within and complement existing initiatives by other organizations to combat child labour?
10. Assess the effectiveness of the project's monitoring and evaluation system. In general, are indicators SMART (Specific, Measurable, Achievable, Relevant (to project goals), Time-bound)? Have plans for data collection and analysis matched plans for indicator reporting? Please also assess the efficacy and appropriateness of the project's written procedures and guidelines for verifying the accuracy/quality of data collected, and the actions taken to follow these procedures.

Achievements (Implementation and Effectiveness) of Objectives

1. Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process.
2. Examine delivery of programme outputs in terms of quality and quantity; have they been delivered in a timely manner?
3. Assess whether the project has achieved its immediate objectives.

4. Identify positive and negative factors (supporting and challenging issues) that arose during process. Assess how the project responded and adapted the implementation process in order to utilise/overcome these issues?
5. Assess the selection of the implementing agencies for the APs in relation to the project strategy.
6. Assess the design and implementation of the APs.
7. Assess the programme monitoring system including the project monitoring plan (PMP), work plans, processes or systems (i.e. data collecting and processing, analysis and reporting)
8. Assess the effectiveness of the programme i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
9. Review the value of support received from programme partner organizations and relevant ILO units (including ILO Geneva, Sub regional and Regional Office).
10. Identify and assess the three most salient project challenges (be they in planning, implementation, monitoring, or collaboration, or at the local or national level) and the project's efforts to address these challenges. Also, please identify and assess three good practices that have emerged as a result of this project, and the extent to which they are replicable.
11. Focus on the impact of integrative service delivery models at the provincial level (as this is related to the government's integrative social delivery program for child labour, i.e. HELP ME).
12. Assess if the project will reach their target numbers for withdrawal and prevention.

Direct Targeted Action

1. Do the ILO/IPEC programme and project partners understand the definitions and their use (i.e. withdrawal and prevented) and do the partners have similar understanding of the terminology used? Assess the efficacy of the guidelines and procedures to ensure accurate data on children withdrawn and prevented from child labour.
2. Assess the effectiveness of action programmes and their contribution to the immediate objectives of the programme. Has the capacity of community level agencies and organizations been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
3. Assess the effectiveness of the project's beneficiary identification and targeting strategies and mechanisms. Assess the gender dimensions of these strategies.
4. Assess the effectiveness of the approach to the design and implementation of the education interventions. Assess any implications from the approach on the sustainability of the interventions.
5. Assess the effectiveness of the direct action interventions including whether the length and quality of the services provided are appropriate. Assess if the inputs and services provided were enough to keep children regularly attending school and out of work.
6. Analyse the effectiveness of the project's interventions with direct beneficiaries across vulnerability and other dimensions
7. Assess the relevance and effectiveness of the project's household livelihood component.
8. Assess the effectiveness of the strategies used for withdrawing or preventing children including any different strategies used for different sectors.
9. Review and analyse the comprehensive approach that the project provides at direct action level.

Enabling environment (Capacity Building)

1. How has the capacity of the implementing agencies and other relevant partners (at national, provincial and local levels), to develop effective action against child labour, been enhanced as a result of programme activities?

2. Assess the status of the CLMS model and how effective it is. Are the initiatives on child labour monitoring likely to be sustained? What is the capacity and commitment to maintain and expand CLMS?
3. Examine the role of the project in building any networks that have been established between organizations and government agencies working to address child labour on the national, provincial and local levels.
4. How effectively has the programme leveraged resources (e.g., by collaborating with non-ILO/IPEC initiatives and other programmes launched in support of the PPACL- processes thus far)?
5. Assess the project efforts to coordinate and collaborate with other child-focused interventions supported by other organizations in the country with particular emphasis on those with work in child labour elimination.
6. How successful has the programme been in mainstreaming the issue of child labour into on-going development efforts in areas such as education, social protection, cash transfer programmes, alternative employment promotion and poverty reduction (i.e. government ownership and implementation of the PPACL)? As far as possible identify the project's contribution to these achievements.
7. How relevant and effective were the studies commissioned by the programme in terms of affecting the national debates on child labour?
8. Examine how the ILO/IPEC project interacted and possibly influenced national level policies, debates and institutions working on child labour.
9. Review the extent to which the National Child Labour Committee (NCLC) has been able to make use of the Child Labour Knowledge Sharing System (CLKSS) system to inform policy and programming.
10. Please identify the project's role in creating an enabling environment to support national initiatives to combat child labour, i.e. HELP ME. The evaluator should also make recommendations for the government's next steps in implementing child labour policies, i.e. HELP ME. (This focus may be covered in the sub-study on the Enabling Environment and the project's role in improving this.)

Relevance of the Project

1. Examine whether the programme responded to the real needs of the beneficiaries and stakeholders, including specific target groups and sub-national areas
2. Assess whether the problems and needs that gave rise to the programme still exists or have changed.
3. Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
4. Assess the validity of the programme approach and strategies and its potential to be replicated and scaled-up.
5. How did the strategy used in this project fit in with the PPACL, national education and anti-poverty efforts, and interventions carried out by other organizations? Did the programme remain consistent with and supportive of the PPACL?
6. Has the project identified any other constraints or opportunities that need to be accommodated in the design in order to increase the impact and relevance of the project?

Sustainability

1. Assess the design of the sustainability strategy, and assess the progress of the strategy.

2. Determine the potential to sustain the gains of the project beyond its life and what measures are needed to ensure this.
3. Assess what contributions the programme has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the programme to partners.
4. Examine whether prioritised target group and gender aspects are taken into consideration regarding the sustainability of the programme results and assess whether actions have been taken to sensitize national and local institutions and target groups on these issues.
5. Assess programme success in leveraging resources for on-going and continuing efforts to prevent and eliminate child labour in the context of the PPACL. Analyse the level of private sector / employers' organizations support to the PPACL, paying specific attention to how these groups participate in programme activities.
6. Identify potential good practices and models of intervention that could inform future child labour elimination projects, especially those that the national partners could incorporate into national policy and implementation.
7. To what extent have the CLMS models been piloted/implemented successfully with accompanying sustainability plans, and to what degree are those systems in place likely to be sustained after the project ends (i.e. ownership by national committees)? How will they be continued?
8. Focus on the sustainability of the project to build national level (NCLC) and provincial level government inter-agency coordinating mechanisms.
9. Please determine exactly how this ILO-IPEC project has guided and impacted the creation of the convergence model.

Specific Aspects to be addressed:

1. How has the project addressed the recommendations of the midterm evaluation? What has been the impact and if recommendations were not followed what were the reasons?
2. Assess the process for documenting and disseminating pilot projects/models of intervention: scale-up, lessons, etc.
3. Assess how far the project has been able to mobilize the tripartite constituents (government, workers and employers) and other actors (civil society, UN, other development agencies) in the country in action against child labour and in contributing towards achieving the project's goals and objectives.
4. Assess the role and contribution of the project to the development and the strategies of the Philippine Government's Convergence Program Against Child Labour, HELP-ME.
5. Review the relationship between the intervention and the Philippines Government's CCT (implementation, complementarities, etc.) in order to identify potential good practice in this type of intervention which can be applied further
6. Bottom-up approach to education intervention design: The project has prioritized a participatory approach to the design and implementation of education interventions. To what extent has this approach been effective, and, in the evaluator's opinion, has this approach improved the outlook for sustainability for these programs?
7. If time permits, the evaluator may want to focus on the community awareness and social media campaigns.
8. Assess progress toward the midterm evaluation of developing an exit-strategy during the last 6 months of the project, and whether it has been prioritized. Please also assess what actions have been taken to address other recommendations included in the mid-term report.
9. Please identify whether the ILO has incorporated a gender analysis framework into project design/implementation and monitoring, and if so, which framework was utilized (ILO emphasizes the Harvard Framework. Was this taken into consideration? Were both structural and practical gender concerns assessed, and if so, to what extent?).

Annex 5: Key references

- Action Programme Assessment Form. Enhancing Child Labour in Quezon Province by Ensuring the Access of Child Labourers and At-Risk to Quality Education and Non-education Services by Institutionalizing Child Labour Monitoring in Schools. (23 Oct 2013).
- Baseline Survey for the ILO-IPEC TBP Phase 2 Draft Report (February 6, 2011).
- ILO-IPEC. “Building a Child-labour Free Philippines: A documentation of good practices among ILO-IPEC interventions on eliminating child labour” (November 2013).
- ILO-IPEC. Google Analytics report on CLKSS, 1 April 2011 – 2 December 2013. (The website is found at <http://www.clkss.org.ph/>).
- ILO-IPEC. ‘Guidelines on Monitoring and Reporting on Direct Beneficiaries (Children) assisted by IPEC Projects and the IPEC Global Programme’, Version 2, September 2011.
- ILO-IPEC. ‘Towards a Child Labour-Free Philippines: Supporting the ‘Philippine Program Against Child Labour’ in Building on Past Gains and Addressing Challenges” Project Document (2009).
- Krijnen, John F. A. and Angelita Resurreccion, ILO IPEC Final Evaluation Report ‘Supporting the time-bound programme on the elimination of the worst forms of child labour in the Republic of the Philippines’ (2007).
- Llorin, Renato, ‘Evaluation of the Philippine Program Against Child Labor (PPACL) 2008-2010 Action Plan and Formulation of 2011-2015 Action Plans’ (2010), page 9.
- National Statistics Office. National Survey on Children (2012).
- Philippine Program Against Child Labour Strategic Framework 2007-2015.
- USDOL TPR – Philippines – April 2012 International Programme on the Elimination of Child Labour (IPEC) 47/82.

Annex 7: Evaluation matrix and assessment

<i>Evaluation Criteria</i>	<i>Evaluation question (from TORs or otherwise identified)</i>	<i>Key indicators</i>	<i>Summary Assessment</i>
Relevance	Was the project design an appropriate response to the needs that existed when it started? What new needs have emerged since the project was designed and launched and has the project approach adapted/evolved in response? Have the priorities given to the basic components of the project, i.e. institutional development versus direct support, changed? If so, why?	Degree of project relevance to the PPACL and to existing socio-cultural and political context in the Philippines; Extent to which the project has evolved and adapted to defined needs; Action programmes' degree of relevance in contributing toward the project's immediate objectives	<ul style="list-style-type: none"> • Project design is closely aligned with the PPACL Action Plan and builds upon previous achievements made in the TBP1. • The project is timely in its emphasis on and support for a coordinated approach to service delivery. • Project was redesigned mid-way through to incorporate livelihood support in response to stakeholder's request and as a response to an analysis of poverty as a root cause to child labour. • Action Programmes developed, largely in accordance with agency mandate and function, and focused on areas relevant to coordinating efforts to address the child labour problem. • While there was evidence of certain efforts of engagement of tripartite partners, given the large prevalence of child labour in the non-formal labour sector the evaluation team acknowledges the challenge to address the problem in a tripartite manner and the need for a 'tripartite++ approach'.
Effectiveness	How well did the project achieve its immediate objectives? How well have partners understood the problem, have clarified their objectives, and strengthened their capacity to address policy development, enforcement and child labour monitoring? How well designed were the models produced by the project to effect desired change and to promote learning among stakeholders? How well has the project data and knowledge created fed into processes of policy making, implementation and monitoring? Overall how well has the project effectively mobilized stakeholders within the country in action against child labour and in	Degree and quality of achievement of immediate objectives; Degree to which partners have benefited from project capacity building inputs and their capacity strengthened; Degree to which the models have yielded results for learning; Quality of data and knowledge created and degree to which it fed into policy making and programming for partners; Degree of influence with tripartite actors and other stakeholders in the country on the problem of child labour; evidence of participation as a result of ILO-IPEC intervention	<ul style="list-style-type: none"> • The project reached its target of withdrawn and prevented/protected children from child labour; and the evaluation team found evidence of largely education services (school supplies and meals) and psychosocial support (counselling, PES) to families and their working children. • The baseline survey and process of monitoring and collecting data for both DBMR and CLM databases led to greater understanding about the problem of child labour, as did training and seminars available at the barangay level for the BCPCs. • Greater numbers of policies and executive orders passed at all levels of government increased over the course of project implementation. • While access and usage of CLKSS increased over time, and the evaluation team found examples of content downloaded that further informed program development, overall the generation of data by the DBMR and CLM-IDIS was not effectively used for analysis and shared widely to inform programming at all levels. • There are examples where the system in place is working well due to local champions who have taken it upon themselves to make it work. • There are examples where the system is not working well due to lack of coordination among provincial, municipal/ city actors. The weak link is the BCPC, which the evaluation team identifies as the crucial body to act upon child labour, as well as the DILG.

<i>Evaluation Criteria</i>	<i>Evaluation question (from TORs or otherwise identified)</i>	<i>Key indicators</i>	<i>Summary Assessment</i>
	contributing toward achieving the project's overall objective?		<ul style="list-style-type: none"> Inhibiting the withdrawal, protection and prevention of child labour is the elections every 3 years and the challenge to re-train BCPCs, plus new officials in government agencies.
Efficiency	To what extent has project inputs been effectively and appropriately utilized?	Degree to which financial inputs have been effectively managed for project implementation;	<ul style="list-style-type: none"> The focus on policy development and coordination of services is adequately reflected in the grants provided to stakeholders.
Sustainability	To what extent has the child labour agenda been taken up in policy frameworks and local development programming? To what extent have local governments allocated resources to child labour action?	Evidence of policy formulation, plans and resources allocated for implementation;	<ul style="list-style-type: none"> Significant policy formulation in the form of ordinances at the local level was achieved. Plans and resource allocation achieved in those areas that passed ordinances.
Capacity for replication	For those project achievements realized, what are the enabling factors and inputs that contributed toward their success? What enabling factors and inputs might be required for realization elsewhere and why?	Degree of importance attributed to varying factors influencing project success	<ul style="list-style-type: none"> Good practices identified by the project that can be replicated in other areas depending on need; Question on what to replicate is not as relevant as to how, such as in the case of the CLM, which needs institutional leadership and resourcing to effectively apply it in other areas.
Gender	Have gender issues been taken into account in the project design? Is data collected and maintained disaggregated by gender? Are both girls and boys benefitting equally from the project beneficiary identification and targeting strategies and mechanisms?	Evidence and quality of analysis on gender and consideration taken in design of the project; Evidence of gender disaggregated data collected and maintained by project; Evidence of equal benefit from project among both girls and boys	<ul style="list-style-type: none"> Data effectively disaggregated by sex; Finding of those boys who are living in a large family with few adults earning in the household, and who is not in school at the time of enrolment is most vulnerable – a finding of the data collected by the DBMR for consideration for future programming.

Annex 8: Stakeholder workshop – outputs of interactive sessions

Date: 6 Dec 2013

Numbers participating: Approximately 60 participants representing national level, and the 4 provinces, including some representatives from barangays.

A. Output of morning session buzz groups:

After the evaluation team presented the preliminary findings on relevance and effectiveness, an interactive session was held to enable participants to respond freely to statements put forward by the evaluators. The statements were hung on paper in different areas of the room, and participants freely walked about and wrote their responses to each over the course of an hour.

1. *The project was effectively aligned with the objectives and action plan of the PPACL.*
 - a. **YES**, but not entirely the PPACL; 13 out of 464 barangays were covered; the reduction of CL no matter how minute, is already significant; huge ILO-IPEC resources could have reached more beneficiaries instead of only 4 provinces;
 - b. **YES** during the consultations to develop the strategic priorities under the ILO IPEC TBP, the NCLC members were heavily engaged to ensure that the program supports the PPACL and the Decent Work Agenda of DOLE
 - c. **YES**, in our desire to prevent/withdraw child labour
 - d. **NO**, 75 % reduction of CL at national level by 2015 is not materially represented by the project target of 10,000 CL; given the estimates of 2.5 million CL (NSO) in the country, this only represents 04 %. Project life also is too short and cannot cope with this objective.
 - e. Partly only due to TBP but it should be considered in future planning and implementation
 - f. **YES** the project has contributed to the achievement of the PPACL objectives – strengthening partnerships, delivery of services, knowledge management
 - g. **YES** it is aligned. The Project was aligned with the PPACL though as much as there were many efforts to address CL at different levels, **the task was just too enormous. Nonetheless, the impact was felt (AGREE!)**
 - h. PPACL framework are all covered in the 4 components of IPEC TBP2
2. *A tripartite approach for addressing child labour in the Philippines holds limited relevance.*
 - a. Summarized response: **NO**, it is relevant, but a tripartite++ approach is best.²¹
3. *Identifying causal links between project interventions and impact on children and their families in the barangays is difficult to determine.*
 - a. Correct identification of who/what is a child labourer.
 - b. Children are back to school. Awareness of parents of their responsibilities, and children are aware of their rights and counselling sessions.
 - c. Strengthening of BCPC and manage the monitoring the child until removal.
 - d. Using the right tool, it is not.
 - e. Interventions should include skills training for parents.
 - f. Presence of organized groups/NGOs focused on the welfare of children.
 - g. Increased awareness of parents on the detrimental effects of child labour.

²¹ The responses to this question are summarized, as the detailed responses for Group 2 were inadvertently left behind at the hotel.

- h. Interventions should not focus to CL only but it should be a total family approach.
- i. True but because CL is
- j. It's challenging but with the strong collaboration and commitment of LGU provincial, municipal and barangay the challenge has been solved. Kapit bisig. (literally means linked arms)
- k. This is a challenge that is common even with other programmes – linking results from output to outcome/impact level. At present at the national level, government agencies are strengthening its efforts to mainstream results-orientation on program/project management to ensure that inputs are linked with desired results.
- l. There should be clearer results-based framework with indicators at the impact, outcome, output and activity levels, means of verification and targets.
- m. Ask the families/target groups.

4. *The BCPC is the pivotal vital link in the child labour movement.*

- a. YES! if it is functional, it should be monitored by PIAMT
- b. True, but advocacy and trainings are needed. Support for DOLE's child labour free barangays.
- c. Agree, but making it functional is a challenge.
- d. Agree, since BCPC is the barangay based institution. All BCPC must be functional, organized, well trained/oriented about CL issues.
- e. Strongly agree. But making it functional is a challenge.
- f. Strongly Agree. They are the prime movers.
- g. Yes, as a structure, it has a vital role in the community as mandated.
- h. Yes, needs a strong political will to be function and with the support of the DILG to organize and functional.
- i. Yes, BCPC play a critical role. They must be active, functional and oriented on CL issues.
- j. Yes, with the support of the DILG and other stakeholders in making it functional throughout.
- k. Agree, it will be difficult to implement program and services protecting children if the BCPC is not functional. BCPC members must be trained also on child laws and policies.
- l. Strongly agree, BCPC as the prime mover in the barangay for the children's rights and to be a child friendly community.
- m. Yes, however, continuing capacity – building should be undertaken.
- n. Yes, it must be functional and operational-must have budget for CL.
- o. Yes, it is rooted in the ground and can speak with authority on what actually happens and what is being done about CL.
- p. Yes, but there is a need of will and the real action at the community level.

5. *While the baseline survey and the collecting of data helped raise awareness, its use in informing program and policy development is limited.*

- a. No. Disagree.
- b. Baseline study was used to design action programmes. It was used also by CBMS in their work for the project. (Giovanni)
- c. Baseline survey and profiling were used by DOLE in preparing for the hazardous work list study. (ILS)
- d. Baseline study used in LGU. Action (ISDS) and sustainability planning and budgeting (in Arroyo, Masbate)
- e. BS was used during the development of the action programs (Jodie)
- f. BS big help for LGU, four NGO for planning and budgeting concern. (Cristine, Masbate)
- g. BS as rationale and justification in coming up with anti-child labour ordinance (Romy, Northern Samar)

- h. To be effective baseline data has to have clear definitions of words, data collection e.g. hazardous, child labourer, working child, child at risk (Sr. Maribel, used CLM, not DBMR; northern Samar)
 - i. Data (figures) tell a story. Therefore, proper interpretation should be made to come up with good recommendations that should be communicated to authorities. (Nene, DepEd Masbate)
 - j. Did not only raise awareness but guided policy makers as to where CL interventions should be directed. It prompted the President of the Philippines to synergized and direct more attention to CL. (Julius Cainglet, FFW)
- 6. *While there may be increased awareness about CL, greater institutional capacity and development of new policies, whether the CL agenda effectively goes forward rests on individual champions to take on the cause.***
- a. YES but it has to be backed up with local policies and strict enforcement
 - b. The awareness must result to commitment of stakeholders
 - c. Institutional champions rather, BCP/MCPC etc.
 - d. It rests on institutional champions from bottom up.
 - e. Need the DILG to do its mandate and strong support from LGUs
 - f. True but the approach should be the whole of government approach
 - g. It should be backed up with EO
 - h. Commitment/support of the LGUs/LCEs and other officials for the CL programs
 - i. Individual champs are crucial, but their effort should be backed by institutional mandates. Thus, the need for the President to release an EO strengthening the NCLC and its counterparts at LGU level.
 - j. Individual champions , Yes. But agency/institutional structures are important.
 - k. Institutional champions, rather., BCPC/MCPC, etc. Individual champions in government are changed during elections.

B. Output of afternoon session small group sessions:

After the evaluation team presented their preliminary findings on sustainability, participants were asked to reflect in small groups on the child labour agenda going forward. Participants identified risks, key gaps, and steps forward.

1. National/Regional:

Risks:

- Local politics (leadership)
- Calamities, disasters
- Awareness on CL issues and concerns

Key Gaps

- No data on CL incidence at provincial level
- No data on CL numbers withdrawn at national level
- Inter-government coordination (vertical/horizontal)
- Lack of documentation on success stories – ‘kwenta and kwento’
- Fund support
 - Capacity building
 - Admin
 - Support services

Practical steps

- Institutionalized partnership
 - Continuous capacity building, monitoring functionality of structures, incentives
- Risk reduction and management included in work and financial plans
- Critical mass of advocates
 - Private sector participation

Action

- Improved data/knowledge management
- Profiling of child labourers
- Strong institutional partnership (local)
- Designate permanent/alternate focal persons
- Improve monitoring, reporting, documentation and dissemination
- HELP ME CPACL
 - CLFB
 - CLFE
- Supplement budget/separate fund for CL program

2. Masbate Province

Risks

- Change in leadership
- Who? Updating of database

Way forward – how to manage

- Mainstream/institutionalization of CL programs

Gaps

- Lack of appropriate funding
- Limited manpower

Way forward – how to manage

- Formulation of AP with funding and staffing designation

Steps forward

- Implementation of AP
- Creation of TWG
- Regular meetings (PCLC/MCPC/BCPC)
- Strengthen convergence efforts
- Continued advocacy
- M&E by DILG

3. Northern Samar Province

Risks

- Turn-over of volunteers (CLM, PES) and BCPC members

- Lack of commitment of LGUs/stakeholders
- Change of political leadership

Practical steps

- Continued advocacy of the barangay officials
- Strengthened CL structures
- Incentivized volunteers
- Incorporation of CL agenda to the training of the newly elected officials by the DILG.

Key gaps

- Reconstitution of the PCLC, MCPCs and BCPCs
- No anti-CL ordinance at the municipal level
- Lack of funds for integrated service delivery system at the barangay level
- Weak coordination/links for the service delivery system of the child labourer between and among the stakeholders

Actions

- Convene PCLC and regular meetings of MCPCs and BCPCs
- Follow-up the LGU municipality to pass/adapt the anti-CL ordinance
- Start the pilot municipality to enact anti-CL ordinance
- Provincial forum on CL
- Offer good practices of the 4 municipalities to the remaining 20 municipalities through the provincial forum.

Annex 9: Summary of the 2010 PPACL evaluation findings

The PPACL was evaluated in 2010 by a team of independent consultants funded by the TBP2 project. The findings from this evaluation indicate the widespread sense of ownership over the PPACL as the primary program in the country for addressing child labour, derived in part from the participatory process undertaken among stakeholders to formulate the plan and its related action plan.

A summary of the main findings of the evaluation include:²²

1. The PPACL was identified as still highly relevant in the articulation of its goals. And while there were critiques expressed by stakeholders on the challenge to realize outputs and a few comments on weakness in management, the relevance of a body or network responsible for a comprehensive approach to eradicating child labour was seen as relevant.
2. The PPACL was seen as providing an effective framework for guiding action on child labour. Government and non-government stakeholders aligned their activities with the PPACL.
3. The lack of a clear benchmark poses challenges to the attainment of the goal of 75 per cent reduction. Overall there is lack of clarity on what data to use, and no middle level indicators at the goal and directions level were developed in the 2008-2010 plan for implementation. Further, no clear and objectively verifiable indicators were set to determine success in attaining defined outcomes, and there is no documentation that monitors and summarizes the totality of varied experiences of partners in implementing the plan.
4. Awareness about the PPACL framework was high but only half of stakeholders participating in the evaluation knew about the implementation plan. Ineffective dissemination was identified as the reason, and thus program implementation did not benefit from a unified plan and response.
5. Absence of a clear mandate constrains DOLE and the NCLC in propelling the PPACL.
6. Greater efficiency is needed and a clearer structure within the NCLC and its working groups to understand roles and responsibility in attaining the strategic goals and directions as defined by the 2008-2010 plan. Irregular meetings of the NCLC prevented it from fully performing its avowed role of directing the implementation of the program.
7. No defined structure for the attainment of PPACL at the local level. DOLE is the main planning and monitoring agency of the PPACL, yet due to its absence at the community level, it needs to strengthen collaboration with other agencies and NGO partners present at the community level.
8. PPACL plan does not specify a budget required for its implementation. Yet there is indication of intent to generate funds and resources for the PPACL. The PPACL is dependent upon existing funds of stakeholders to the program.

²² Llorin, Renato, 'Evaluation of the Philippine Program Against Child Labor (PPACL) 2008-2010 Action Plan and Formulation of 2011-2015 Action Plans' (2010), pages 9-14.

Annex 10: IPEC TBP2 supported policies and frameworks

Quantity	Policy / Framework intervention	Budget	IPEC Input	2010	2011	2012	2013
1	Memorandum of Agreement to Strategically Scale Up Implementation of the Philippine Program Against Child Labor	-	Technical & advocacy				
1	Draft Executive Order giving legal mandate and funding to the National Child Labor Committee (NCLC)	\$5,000	Technical / financial				
1	NCLC Strategic Plan	\$1,494	Technical / financial				
1	NCLC Operational Rules and Procedures (including organizational diagnosis)	\$10,000	Technical / financial				
1	NCLC structure review and revision	\$ 13,686.69	Technical / financial				
1	Draft Revised DOLE DO4 or Hazardous Work for Children	\$25,198.84	Technical / financial				
1	H.E.L.P.P.M.E. National Convergence Program	\$4,025.56	Technical / financial				
1	Model Memorandum of Agreement between NCLC and academe	\$100.00	Technical / financial				
1	Regional Child Labor Committee Strategic Planning – Region IV-A	\$690.00	Technical / financial				
1	Regional Child Labor Committee Strategic Planning – Region V	\$228.00	Technical / financial				
1	Regional Child Labor Committee Strategic Planning – Region XIII	\$15,698.87	Technical / financial				
4	Memoranda of Understanding for Greater Cooperation and Commitment to Achieve Sustainable Results in the Implementation of the ILO-IPEC Programme on the Elimination on Child Labor in the 4 pilot provinces	\$771.00	Technical / financial				
1	Executive Order establishing the Provincial Child Labor Committee - Quezon	-	Technical & advocacy				
1	Executive Order establishing the Provincial Child Labor Committee – Bukidnon	-	Technical & advocacy				
1	Executive Order establishing the Provincial Child Labor Committee – Masbate	-	Technical & advocacy				
1	Executive Order establishing the Provincial Child Labor Committee – Northern Samar	-	Technical & advocacy				
12	Barangay ordinances in Quezon Province on the reactivation of the Barangay Council for the Protection of Children	\$860.00	Technical / advocacy / financial				
3	City and municipal ordinances in Quezon Province on the implementation of CLM-ISDS with clear budget provisions	-	Technical / advocacy				
14	Barangay resolutions on reactivation of the Barangay Councils of the Protection of Children in Northern Samar	\$1,548.16	Technical / advocacy / financial				
8	Local development plans and annual investment plans with child labour provisions	\$34,351.00	Technical / financial				
1	Provincial ordinance on the establishment of half-way house for abused children in Quezon Province	-	Technical & advocacy				
1	Provincial ordinance on child labour in Northern Samar	-	Technical & advocacy				
1	Provincial ordinance on child labour in Masbate	-	Technical & advocacy				
1	Municipal ordinance in Aroroy, Masbate	-	Technical & advocacy				
1	Municipal ordinance in Cawayan, Masbate	-	Technical & advocacy				

Quantity	Policy / Framework intervention	Budget	IPEC Input	2010	2011	2012	2013
1	Masbate City resolution on child labour	-	Technical & advocacy				
4	Barangay resolutions adopting child labour monitoring in Bukidnon	\$5,372.00	Technical / financial				
1	School-based child labour monitoring integrated with Drop-Out Reduction Program (Quezon and Bukidnon)	\$3,887.61	Technical / advocacy / financial				
4	Community-based child labour monitoring and integrated service delivery system frameworks	\$179,346.00	Technical / financial				
1	Voluntary Code of Conduct	\$230.52	Technical / financial				
1	Bukidnon PCLC Strategic Plan	\$7,684.20	Technical / financial				
1	Masbate PCLC Strategic Plan	\$5,892.35	Technical / financial				
1	Quezon PCLC Strategic Plan	\$3,253.00	Technical / financial				
1	Northern Samar PCLC Strategic Plan	\$8,728.17	Technical / financial				
4	SBM-QAT Implementation Plans – 4 pilot provinces (developed in partnership with GAP 11)	-	Technical				
5	Employers groups' action plans related child labour	\$2,866.97	Technical / financial				

Annex 11: Project-reported status on sustainability targets

Coverage	Component	Sustainability Result	Status
National	Knowledge Management	Child Labor Knowledge Sharing System (CLKSS) system administration and maintenance being done by an assigned staff of DOLE	Achieved
		CLKSS content management handled by the NCLC Sub-Committee on Knowledge Management	Achieved Risk: will the members of the KM subcommittee continue to be active after IPEC?
		Revision of DOLE DO4 consistent with the Philippine Standard for Occupational Classification so that the Labor Force Survey may be used to regularly generate child labour data	On-going Remains to be seen; DOLE has agreed to include CL in the LFS
National	Livelihood and other Services	Child labour families provided with livelihood support and other interventions through National Convergence Program	On-going HELP ME Convergence CL still has to issue the operational guidelines
Regional	Strengthening Partnership	Replication of good practices developed by IPEC in pilot areas incorporated through the Regional Child Labor Committees plans	Achieved What was replicated where???
Provincial - Quezon	Education	School-based child labour monitoring replicated in the whole province through the Department of Education and linked with the Drop-Out Reduction Program	Achieved Confirmed in the field visit - interview with principal in Quezon how about Masbate
	Integrated Services and PCLC	Child labour activities included in the Provincial Council for the Protection of Children's budgeting	Achieved
		Good practices disseminated to all municipalities through gathering of municipal focal persons (MSWDOs)	Achieved (replication in non-IPEC areas is already on-going) – is this in all project sites?
	CLM-ISDS	CLM-ISDS institutionalized at the municipal and barangay level	Achieved majority of pilot areas
	PCLC	PCLC strategic plan for 2013-2016 developed and IPEC models incorporated	Achieved
Provincial - Bukidnon	Education	DepEd regional office replicates good practices on education intervention starting with action planning at the regional level	Achieved
	PCLC and SBM-QAT	Operation of the SBM-QAT and PCLC will be provided funding by the provincial government	On-going
	Code of Conduct for Sugar Industry and CLM-ISDS	Sugar District Tripartite Council develop program for sustaining implementation of the Code of Conduct for Sugar Industry and CLM-ISDS – to access funds from Sugar Tripartite Council later	Achieved
	PCLC	PCLC strategic plan for 2013-2016 developed and IPEC models incorporated	Achieved

Coverage	Component	Sustainability Result	Status
Northern Samar	PCLC and service delivery	Provincial ordinance supporting PCLC and its activities including service delivery is funded and PCLC is fully functional	Achieved
		PCLC to spearhead replication of good practices to other areas	On-going
	PCLC	PCLC strategic plan for 2013-2016 developed and IPEC models incorporated	Achieved
Masbate	Service delivery and CLM-ISDS	Service delivery and CLM-ISDS institutionalized through municipal/city ordinance	Achieved in 2/3 LGUs
	PCLC and SBM-QAT	Provincial ordinance passed to support operation of PCLC and SBM-QAT	On-going
	PCLC	PCLC strategic plan for 2013-2016 developed and IPEC models incorporated	Achieved