



IPEC Evaluation

National Programme on the Elimination of Child Labour in Yemen

YEM/00/P50/USA

An independent final evaluation by a team of external consultants

January 2006

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED 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 a team of external consultants¹. The field mission took place in January 2006. 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.

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Abbreviations

CLU	Child Labour Unit
CRC	Convention of the Rights of the Child
DED	Deutscher Entwicklungsdienst (German Development Service)
FYCCI	Federation of Yemeni Chamber of Commerce and Industry
GFWTUY	General Federation of Workers' Trade Union-Yemen
ILO	International Labour Office
IPEC	International Programme on the Elimination of Child Labour
MoE	Ministry of Education
MoF	Ministry of Finance
Mol	Ministry of Information
MoSAL	Ministry of Social Affairs and Labour
MoY	Ministry of Youth
NPM	National Programme Manager
NPPF	National Policy and Programme Framework
NSC	National Steering Committee
RCLFP	Regional Child Labour Focal Point
USDOL	United States Department of Labour

1 Summary of findings and recommendations

The report represents the results of the final evaluation of the National Programme on the Elimination of Child Labour in Yemen, Phase One, a programme implemented between December 2000 and August 2005. The evaluation was carried out by an evaluation team consisting of an international and a national expert. The field visit in Yemen had been scheduled for seven working days in July 2005.

Information was gathered through the analyses of technical progress reports, status reports, the mid-term evaluation report and individual interviews and focus group discussions. The analysis of this information was done using a standard evaluation instrument of IPEC. The assessment of achievements in Yemen was supported by an evaluation team member specialised in international law. He specifically clarified questions regarding the application of ILO Conventions in Yemen. The results of the evaluation were discussed during a stakeholder workshop in Sana'a at the end of the field visit.

The Programme's main development objective was to contribute to the elimination of exploitative child labour in Yemen and four immediate objectives were envisaged:

- Developing a National Policy and Programme Framework (NPPF),
- Strengthening relevant partners and developing partnership on various levels,
- Raising awareness among all stakeholders including the public,
- Implementing pilot projects for prevention, withdrawal and rehabilitation of child workers.

The multi-sectoral, multi-partner and multi-level approach had identified eight different partners and 13 Action Programmes receiving a total of US \$ 408,000. The duration of Phase 1 had been planned until September 2003 but needed to be extended to August 2005 at no additional cost due to slow disbursement of funds.

The Programme has achieved some visible results²:

- A draft NPPF is available, a national workshop planned and presentation to donors envisaged for the beginning of Phase 2 of the Programme;
- A Child Labour Unit is in place at the Ministry of Social Affairs and Labour (MoSAL) and receives budget from the Ministry of Finance,
- One short TV documentary and four TV flashes have been produced and disseminated by the Ministry of Information,
- 90 teachers have been trained by the Ministry of Information and one training material including child labour issues have been developed for teachers,
- 17 labour inspectors, who are based regionally have been trained by MoSAL,
- Eight brochures have been printed and twenty-five workshops for awareness raising have been conducted,
- Two Rehabilitation Centres for child workers exist in Sana'a and in Hadhramout and offer educational courses for children.
- 1256 children have been withdrawn from dangerous work.

On the other hand, some shortcomings are also visible. One of the most important being limited cooperation, coordination and complementarities among stakeholders. Especially the tri-partite Programme set-up, the basic approach of ILO, linking Ministry of Social Affairs and Labour with the General Federation of Workers' Trade Union and the Federation of Chamber

² The numbers are taken from project files and TPRs.

of Commerce and Industry, has not been able to operate successfully throughout the whole phase 1. Linkage with UNICEF and other donors were not visible enough.

Secondly, data and information management, particularly with regard to analysis and dissemination, remains weak. Research conducted by partners has not been finalised and training and TV material developed is not used widely. It is difficult to assess the change of awareness that occurred in partner organisations, governmental and non-governmental bodies and families of working children since no comparable monitoring data is available.

Apart from the Child Labour Unit of MoSAL, the other focal points in Ministry of Education, Ministry of Information, Workers' Union and Chamber of Commerce are not yet sustainable without IPEC funding.

The two Rehabilitation Centres in Sana'a and Hadhramout acquire funding from other government sources to complement the budget received from IPEC. Both Centres were given a much higher amount than any other Acton Programme. It is not easy to assess the number of children removed from dangerous work since data bases and monitoring use different definitions for 'permanently removed' and 'hazardous work'.

As mentioned above, considerable delays in implementation were experienced and the expected outputs could not be produced within the time limits originally planned.

Several reasons account for this situation:

- Lack of national technical and human resource capacity which results in a failure of timely implementation of activities. National partners have limited knowledge about child labour oriented programmes and ILO / IPEC management requirements.
- Request for frequent and very detailed reporting in English, which could not be delivered by partner organisations whose working language is Arabic. This resulted in lengthy procedures and high involvement of IPEC's National Programme Manager.
- IPEC's Yemen office was not staffed sufficiently and timely enough when Programme implementation began resulting in poor management performance. The National Programme Manager (NPM) also changed in 2004 with several months between the outgoing and incoming NPM.
- Due to poor reporting and to internal ILO / IPEC procedures, disbursement of funds was not timely leaving several months before Action Programmes were to continue. Disruption of implementation was frustrating for partners, particularly since reporting continued to be required. Nevertheless, quality of reports remained weak.
- Collaboration between the different IPEC levels, National Programme in Sana'a, ILO Regional Office in Beirut and HQ in Geneva, was not without tensions. A lack of clear definition of responsibilities and division of decision power made the common management of the Yemen Programme difficult and stressful. It finally resulted in US \$ 200,000 to be returned (decrease of budget) because of slow implementation and absorption of funds. The Yemen desk officer at HQ in Geneva was very much involved in day to day implementation of action programmes and their design.

There are several **lessons** that can be **learned** for any future Phase 2 of the IPEC National Programme in Yemen. Some of the immediate and most important ones are:

1. Interlinking action programmes and mainstreaming child labour issues seems difficult in Yemen when divided among too many partner organisations.
2. Technical support for action programmes was not sufficient throughout phase 1.

3. Funding was too little for each Action Programme in order to show considerable and sustainable impact.

Recommendations:

1. Action Programmes need to be better interlinked in order to be truly complementary.
2. Action Programmes need to be more closely monitored and more continuously supported.
3. There should be a smaller number of Action Programmes if staffing of IPEC Office in Yemen is to remain the same. The role of the NPM is to be more a facilitator than an administrator.
4. Action Programmes need larger funds to be able to make a difference and show impact of activities.
5. Reporting should be eased – particularly if NGOs will be considered more than in the past. NGOs can play an important part in lobbying and mobilising of communities.

Mainstreaming child labour issues in Yemen is a particularly challenging task due to the structure of the society. Sustainable effects of programmes addressing this sector can not be measured sufficiently at the end of one project phase. Combating child labour on all levels and particularly in Government administration needs a change in mentality. This is particularly true in an Islamic society where child labour is seen as part of the educational and growing up process.

2 Introduction

The IPEC Country Programme Yemen began in December 2000 and ended after 23 months of no cost extension in August 2005. It was managed by a National Programme Manager (NPM) based in Sana'a, the Regional Child Labour Focal Point based in Beirut and the IPEC Desk Officer based at ILO / IPEC HQ Geneva. The NPM and the Desk Officer changed during the implementation of Phase 1.

The programme applies the IPEC Country Programme approach. This approach is based on a multi-sectoral, multi-partner and multi-level approach consisting of a number of phases and elements seen to be part of an effective country programme and building the foundation for action against child labour.

As the ultimate goal is to achieve sustainability, the country programme aims to integrate child labour issues into the agenda of key ministries, employers' and workers' organizations and NGOs. In Yemen, the tri-partite programme set-up, a basic approach of ILO, links the Ministry of Social Affairs and Labour with the General Federation of Workers' Trade Union and the Federation of Chamber of Commerce and Industry. A National Steering Committee with these members was installed at the beginning in order to orientate the Programme and was later enlarged to other partners.

Throughout Phase 1 of the Programme, a total of thirteen Action Programmes have been developed with eight different partners in Yemen. The total cost of the three year National Programme was US \$ 1,400,000 of which around US \$ 400,000 were disbursed to partner organisations for Action Programmes. Most of the Action Programmes were to run for 12 or 18 months but needed much longer than planned for their implementation.

The Action Programmes were to mainstream child labour issues in Yemen and were strategically linked to the Programme's development and immediate objectives:

Development Objective:

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

Immediate Objectives:

1. By the end of the programme, the Government of Yemen will have developed a National Policy and Programme Framework to combat the worst forms of child labour, and taken concrete measures toward harmonizing its child labour and education legislation with international standards.
2. At the end of the programme, the country capacity has been strengthened to withdraw children from hazardous work, monitor workplaces and provide social protection through training for staff of relevant partners and the development of partnerships at the national level and in selected sectors and areas.
3. At the end of the project, at least 3,000 working children in 3 selected sectors and regions will have been withdrawn from the worst forms of child labour, rehabilitated and placed into an education or vocational programme.

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

The present evaluation is to assess whether the objectives of the project were achieved by comparing the intended outputs with the actual outputs. The evaluation will assess the overall impact of the project at different levels such as effectiveness, efficiency, relevance and sustainability. It will make recommendations based on findings resulting from this evaluation and the lessons learned discussed during the final workshop in August 2005 in Sana'a.

2.1 Approach and methodology of the final evaluation

The final evaluation of Phase 1 of the IPEC Country Programme Yemen was carried out by an evaluation team headed by an international expert as leader. It took place during the months of July and August 2005 with a field visit to Yemen from 27 July to 5 August. The field visit included a one-day stakeholder workshop in Sana'a and was conducted with the assistance of a national evaluation team member.

The aim of the evaluation of Phase 1 is to review successes and constraints, inform decision makers about lessons learned, explain the need for the extension of Phase 1 and propose recommendations for any future Phase 2 of the Programme.

For this purpose a large number of documents were analysed before and during field visit in Yemen, including progress and status reports. All documents analysed were in English, during the field visit some of the interviews and discussions could only be held with the help of an interpreter.

A number of telephone interviews were conducted before, during and after visit to Sana'a and a large number of interviews took place in Yemen during the field visit. Focus group discussions and a stakeholder workshop at the end of the evaluation were to verify information given and discuss preliminary results and lessons learned.³

The methodology for this evaluation is based on ILO Guidelines for the Preparation of Independent Evaluations and other ILO and DED documentation. The standard evaluation instrument was the basis for semi- structuring interviews and focus group discussions. Research tools in relation to a programme approach emphasising mainstreaming were applied.

The report takes into consideration the findings of the mid-term evaluation which took place in October 2003.

The report will briefly outline some background information on Yemen in order to better understand the scope of the problem and the particularity of the country and region. In a second step the results of the Action Programmes will be discussed before embarking on findings and recommendations including overall performance.

³ List of interview partners and participants of final stakeholder workshop are to be found in the annexes.

3 Socio-economic background

3.1 Demographic and economic profile⁴

Yemen's population is estimated at 18.7 million by mid-2002 with an average growth of about 3.4%, one of the highest in the world. Yemeni women have an average of six children during their child-bearing years. The population is therefore very young with 47% of the population aged less than 15 years.

Since the country is characterised by great topographical variations with its main problem scarce fresh water reserves, most of the population (85%) is concentrated in the western highlands. Three-quarters of the population is rural and much dispersed among small settlements.

Adult literacy rate is only 45%, enrolment ratio for basic education is 62% and school quality is widely acknowledged to be weak. The gender gap is among the widest in the world with girls' school enrolment 33% lower than boys'.

Yemen's people remain on average among the poorest in the world: 42% of the population is considered to live below the poverty line. Of those, 83% live in rural areas.

Nevertheless, economic growth in the 1990's was impressive by historical and regional standards. Despite this progress, Yemen's national context remains one conducive to child labour since sustainable employment-generating growth is largely missing.

The Yemen economy depends mostly on oil, agriculture, fishing and commerce. Qat, a drug bought on a daily basis all over the country and cultivated by small farmers, is one of the most important crops and its production involves a large surface of the limited arable land and a majority of families and working children.

3.2 Perception of children in the Yemeni society⁵

The Yemen family structure is characterised by the leading role of the father. As it is a pronounced extended patriarchal entity, all male members of the family have a distinct responsibility for all decisions regarding the family. It is generally believed that women and children can not take decisions for themselves.

So, it is the head of the family structure who orders children to look for work. In general, women would only follow but would not question his decision.

In rural areas, traditionally, work to be done by children from the age of six includes fetching water and looking after cattle. An average Yemeni family would believe, the more the child grows, the more difficult the work can and should be. In general, within

⁴ UCW, 2003; U.S. Bureau of Census and international data bases were used for this chapter.

⁵ Based on contributions from the national evaluation team member and UNICEF documentation about Yemen.

Yemeni society, there is no perception of work for children and work for adults. But children, and especially boys, have to slowly grow into the responsibilities they will assume later in life. No distinction is made between working for their own families or for other families since many families are interrelated.

Children's work is not only linked to poverty but it is a traditional repartition of work between different age groups and gender within a family. It is believed that working forms the personality of a person. In this sense, hard work is preferred because it forms a stronger personality. This is especially true for boys.

Girls are being trained within their extended households in order to get to know their future work as housewives and on the agricultural fields. This traditional way of educating girls is seen as perfectly normal even if the girl would work in a household not immediately related to her own.

Rural poverty drives families and also especially children into larger cities. It is generally perceived as a duty for children to support their families by working. It is not perceived as exploitative if children work in dangerous conditions or with long working hours as life has become hard for the entire family.

When a child reaches the age of puberty he or she is becoming an adult. She can get married and have children. In this case, a person, even if far under the age of eighteen, is not perceived as a child anymore.

So, the internationally recognized labour standard, which is reflected in ILO/IPEC's policy and its perception of child labour and its worst forms, is totally strange to the Yemeni view of childhood and education. Yemen is one of the most traditional societies in the Arab world.

3.3 Working boys and girls in Yemen

Different surveys suggest that children constitute between 10% and 15% of the labour force in Yemen and that 12% of children between 6-14 years are engaged in work. This would be an estimated 700.000 children which is probably too low because it is based on limited accuracy of population surveys.⁶

There seems to be clear indication of a rising numbers of child workers, not only due to increase of population but also increase in poverty, especially in rural areas and increase of migration from rural areas into cities.

Children start working as young as four years and even six to seven year old children work up to 30 hours a week. If children combine school and work, they tend to work up to 35 hours a week and more, leaving little time for homework, rest or leisure. Other research suggest that 50% of children are ill-treated by their employers and that children's income is about half of that of adults.⁷

⁶ Yemen Poverty Monitoring Survey (YPMS), 1999 and UCW, 2003, p.1

⁷ „Working children in Yemen“, publication by Khaled Shaikh, published by Friedrich Ebert Stiftung, 2000

Some characteristics of child work can be summarised here:⁸

- The overwhelming majority of working children in Yemen is found in the agricultural sector: 92% of the total number of working children aged 10-14 years. This concerns boys and girls.
- Boys and girls work in large numbers on Qat farms, where they are particularly exposed to pesticides causing eye and skin diseases.
- In urban areas, a third of working children are involved in commerce, selling products in the market. This is the only other sector employing a significant number of children. It does concern mainly boys but also some girls.
- Most of the working children work for their families (87%) and not for wages. The informal sector is predominant.
- Of those working for wages, most of them are boys. Given Yemen is a Muslim society, girls are more likely to be protected and often accompanied by their mothers than boys. Nevertheless, some girls are seen begging in the streets.
- Girls work mostly in hidden places and neither research nor project activities can reach them easily due to the secluded way Yemeni households are run. The fact that they are not paid for their work is not seen as exploitative.

In the 60s and 70s many children were found working in the ministries as office clerks transporting paper from one office to the other. There was generally no perception that these children would be exploited and deprived of attending school for their education. Today one has to be 18 years of age and mainly women, mostly unemployed university graduates, replaced those children.⁹

3.4 Worst forms of child labour

During the stakeholder workshop of this final evaluation, participants were asked to name the worst forms of labour in relation to children in Yemen. Examples given included among others the fishery sector along the coast line, shop selling in the streets of Sana'a, metal work and agriculture. It was not seen as easy to draw a line between acceptable and hazardous types of work for children.¹⁰

Apart from excessive long working hours and very young children, worst forms of child labour can be attributed to different regions in Yemen:

- Coastal areas and the islands where working on fishing boats is dangerous particularly in combination with very long working hours;
- Midlands, agricultural areas, where protection when working with pesticides is mostly unknown;

⁸ UCW, 2003, p.19

⁹ Testimony of Dr. Salah Haddash, National Expert

¹⁰ ILO Convention No. 182 targets hazardous work as any activity or occupation which, by its nature or type has, or leads to, adverse effects on the child's safety, health (physical or mental), and moral development. (Geneva 2002)

- Highlands, like Sana'a, where agricultural work is also predominant next to mechanical workshops in the cities;
- Desert Region, where selling arms and work in petrol stations is particularly dangerous;

Girls are seen to be exploited in household work and are mainly engaged in working on agricultural fields, particularly in the Governorate of Hadhramawt. Research confirms that agriculture, in which 92% of all working children 10-14 years of age are engaged, puts children at risk from exposure to not only pesticides and chemicals but also to extreme heat and cold, carrying heavy loads and handling of heavy equipment.¹¹

In urban areas, boys mainly work in construction which exposes them to accidents and heavy loads. Since a large number of houses are built with stones (and not bricks), stone cutting and quarry work demands intensive work and includes lifting and crushing of heavy rocks.

Boys are equally exposed to dangers when working in car repair shops where inhaling fumes, burns and electrocution are common. In general, the least liked type of work is left for children who can not refuse any tasks given to them.

Work on fishing boats includes danger of drowning and excessive long working hours without any way of escaping or finding help when necessary. Up to now, unfortunately little is known about the absolute numbers of children involved. The same applies to children selling arms. Arm trade is widespread in Yemen, a country with tribal laws, and is to be observed in nearly any market place.

A new but growing phenomenon which caught special attention recently is child trafficking. Even though information about this unconditional worst form of child labour is scarce, it appears to involve currently mainly boys who are brought to Saudi Arabia for begging. Some times this is done with consent from their families and in regard to selling to bands.¹² Begging is illegal in Saudi Arabia and some children are either arrested by the police or caught when crossing the boarder into Saudi Arabia.

3.5 Laws regarding working children in Yemen

Yemen is a country where tribal laws are accepted and all state law has to be compatible to Islamic Sharia law.

The Yemeni laws related to children are not compatible with international standards and are being reviewed with support from UNICEF. According to the Civil Law in Yemen a child can be held responsible for its acts from the age of 10 on, but Labour Law sets the minimum age at 14: Different laws define "children" according to different age levels. The death row is exercised in Yemen but children are not

¹¹ UCW, 2003, p.19-21

¹² UNICEF/ MoSAL (2004): Rapid Assessment of Child Trafficking in Yemen.

concerned as long as their age can clearly be identified. Lack of birth registration is hindering this at times.¹³

The ratification of ILO Convention 182 in Yemen in 1999 was an important step. It was the basis for the 2002 Child Rights Law which now sets the minimum working age at 14 year and 15 years for industrial work. Further, the Labour Law explicitly states that minors (children below the age of 15) may not be employed without the consent of parents or guardian and without notifying the Ministry's (MoSAL) specialised office. A labour inspection mechanism is in place.

Currently a process lead by UNICEF is under way in order to harmonise the existing Yemeni law with international conventions ratified by the Government.¹⁴ Parliamentarians and a Committee for Human Rights within the Parliament pressure the Government on this.

Nevertheless, where most child workers are found in agriculture, in the informal sector and on family farms or businesses, existing laws are important but will not be sufficient in order to eliminate worst forms of child labour. Also, laws are in general not always rigorously applied in Yemen.

From a legal point of view, the ratification of an international convention is sufficient in order for it to be applied as a law. The prerequisite though is that the text of the convention is published in the official Gazette issued by the Ministry of Legal Affairs. Only then a lawyer can use the text of a convention in court.

Since the Islamic Sharia is the basis for the Yemen Constitution, all laws in Yemen have to be compatible with this article 3. If an article in a convention is contrary to Sharia, the government has to make reserves against this article.

Yemen ratified international conventions, like those relating to ILO or Human rights. But it does not publish them officially. Therefore, so far, these conventions can not be applied in Yemen.¹⁵

4 Design, implementation and results of Action Programmes

While it is not the purpose of this final evaluation to discuss in detail the achievements of each Action Programme, it was nevertheless felt necessary to assess their overall contribution to the National Programme. The main elements and results of the Action Programmes will therefore be summarised below.

In view of mainstreaming child labour issues and according to ILO/IPEC's approach, the National Programme on the Elimination of Child Labour in Yemen has been designed as a tripartite partnership programme:

¹³ It can happen that a father sends his child to kill someone (tribal law), since he knows the boy will not be held liable.

¹⁴ Final report UNICEF/Dr. Mohammed Amin Al-Midani, May 2005

¹⁵ Information gathered by national evaluation team member.

1. Ministry of Social Affairs and Labour,
2. General Federation of Workers' Trade Union-Yemen and
3. Federation of Chamber of Commerce and Industry

The goal to integrate child labour issues in key organisations in government and civil society was translated into a total of thirteen Action Programmes, which were implemented during this first phase of the programme between 2001 and 2005.¹⁶

The design of the action programmes was proposed and discussed between the National Programme Manager (NPM) based in Sana'a, the HQ Desk Officer in IPEC Geneva and the Regional Child Labour Focal Point (RCLFP) in ILO Beirut.

Whereas the RCLFP only had a backstopping function without a major decision making authority, the HQ Desk Officer influenced considerably the design of these Action Programmes. Her role went far beyond technical backstopping.¹⁷

The Action Programmes were also discussed and monitored by the National Steering Committee set up in 2001 by the IPEC Programme in conjunction with the then Ministry of Labour and Vocational Training.

4.1 National Steering Committee (NSC)

The NSC was agreed upon under the Memorandum of Understanding signed in June 2000 and the description of its tasks was part of the Project Document of Phase 1. It was to oversee, coordinate and monitor the implementation of the national programme activities and would consist of approximately 15 members from every part of the community (Ministries and NGOs). It was proposed to add additional organisations as observers, such as UNICEF and World Bank.

The functions of the NSC were:

1. Consult on the nature and scope of the activities to be undertaken in the National Programme on the Elimination of Child Labour in Yemen, and in the context of a National Policy and Programme Framework on child labour.
2. Review direct action programme proposals for inclusion in the national programme.
3. Provide information and justification for the individual budgets of action programmes.
4. Establish procedures for the review of the on-going National Programme and carry out reviews of action programmes.

¹⁶ See detailed table in chapter 5.

¹⁷ IPEC Programme in Yemen, Mid-term Evaluation, February 2004, p.33

Problems encountered:

1. Even though, its final list of NSC members was forwarded to HQ Geneva, membership kept changing with much pressure to include more organisations. Also, membership in the NSC was not personalised and as briefing was not always comprehensive, new participants to the meetings would not be well enough informed about previous discussions. It was felt that the NSC was slowing down the implementation of the IPEC Programme.¹⁸
2. NSC meetings were irregular and not always well prepared in advance. Interest by members was declining. Discussions became ineffective and finally meetings were abolished in 2004.¹⁹

4.2 National Policy and Programme Framework (NPPF)

One of the main objectives of the Yemen Country Programme is the putting in place of a National Policy and Programme Framework for the Elimination of Child Labour. This process had not yet been finalised at the time of this final evaluation.

Procedure started with research in order to understand child labour in Yemen and a joint Action Plan prepared by IPEC, UNICEF and World Bank.²⁰ After submission to the Minister of Labour, a stakeholder workshop was held for further discussion. The NPPF is a coherent set of policies, strategies and objectives focussing on a comprehensive programme rather than a project approach.

In a later stage of preparation, consultants from Lebanon and with support from MoSAL contributed to the drafting of a policy and programme framework which was finalised in March 2003.

It took several months before comments from different partners were received regarding the draft. It was suggested that a lack of appreciation for the approach chosen might have come in the way of an effective partnership between ILO/IPEC, UNICEF and World Bank.²¹ At the time of the final evaluation, collaboration between these agencies was not perceived to be particularly close.

Feed-back procedures between Sana'a, Beirut and Geneva were slow at times and questions relating to NPPF were treated with delay due to various reasons such as poor reporting, change of personnel or responsibilities and absences.²²

Finally, during the first half of 2005, eight regional workshops were held to discuss the draft NPPF on district and provincial level in the governorates. Outputs and recommendations of the regional workshops will be shared in a national workshop and will contribute to the NPPF. It is planned to take place end of August with some

¹⁸ Interview with former NPM from 2001 to 2004.

¹⁹ Interview with members of the Workers' Union and Chamber of Commerce and Industry.

²⁰ Understanding Children's Work, an Inter-Agency Research Cooperation Project, March 2003

²¹ IPEC Programme in Yemen, Mid-term Evaluation, February 2004, p.11

²² Interview with members of staff of ILO/IPEC in Geneva, Beirut and Sana'a.

35 participants in order to finalise the NPPF before presenting results to the donor community in September 2005. Scope of action and need of funding will be highlighted. As Phase 1 will end in August 2005, some of the NPPF activities will have to be carried over to Phase 2 of the Programme.

Ministerial changes planned for August might slow down the process, like in the past. This and the fact that decisions are extremely centralised in Yemen, leaving even Deputy Ministers with little say, has been hindering the swift implementation of this Action Programme. It might be noteworthy that translation between Arabic and English is also one element responsible for the slow process in developing an NPPF.

4.3 Child Labour Unit at the Ministry of Social Affairs and Labour (MoSAL)

The Ministry of Social Affairs and Labour has the official mandate to protect child workers. It therefore hosts one of the most important components of the Programme, the Child Labour Unit (CLU) and the Director of this Unit has a key position in the Programme.

Besides, the Minister for Social Affairs and Labour²³ is at the same time, the Director for the World Bank funded Social Development Fund. These two positions allow him considerable influence and power. It also allows him to co-fund activities under IPEC with funds from the Social Development Fund. It seems that this was particularly the case in regard to the two Rehabilitation Centres for Working Children in Sana'a and Hadhramawt.²⁴

Definitely, the disadvantage of this dual position in a much centralised administration like in Yemen is that the Minister has to divide his time and energy between two, or even three different bodies: Labour, Social Affairs and the Social Development Fund.

The establishment of MoSAL's CLU in order to combat exploitative and hazardous child labour is seen to have been crucial. It was done in November 2001 and confirmed through the ministerial decree no. 28. It is the only unit of its kind within the Yemeni Government. The ministerial decree is a prerequisite in order to secure funding from the Ministry of Finance.

Major tasks of CLU are to formulate policies and plans, besides advocacy, coordination and monitoring and finally, influencing legislation regarding child labour. CLU is also expected to withdraw children from dangerous work and work closely with the Rehabilitation Centres. It seems expectations towards achievements of CLU were quite high in comparison to Yemeni reality.

There is no doubt, CLU has played an important part in getting child labour issues higher up on the national agenda, base line studies were done and the Unit supported the development of the NPPF. CLU has also been able to withdraw 2,179 children from hazardous work in agriculture and has trained labour inspectors in 11

²³ At the time of this evaluation: Mr. Abdulkarim Ismail Al-Arhabi. Ministers had changes in the past and the Ministry had been split off from its Vocational Training component, which was made to be a separate Ministry.

²⁴ Interview with the Minister for Social Affairs and Labour and Interview with the Head of Health and Social Protection Unit of the Social Development Fund. (Information verified throughout the evaluation process.)

out of the 20 Governorates in 2002.²⁵ “A day with no work” was an initiative by CLU for working children in order to assure some leisure time.

But there is also no doubt, that funds of US \$ 30,000 for two and a half years are quite limited. Also, labour inspectors need continuous funding if they are to do controls and act upon breaching of law. This does not seem to be always secured. The same applies to children withdrawn from dangerous work: monitoring needs funds to assure these children do not go back to the same type of work. This is especially true in agriculture and on family owned land.²⁶

4.4 General Federation of Workers' Trade Unions-Yemen (GFWTUY)

The GFWTUY is a major player in the tripartite partnership. It is therefore unfortunate that no GFWTUY representative attended the workshop at the end of the final evaluation. But this might just reflect the lack of exchange and transparency that GFWTUY accuses the CLU of MoSAL of. Also, the NSC had not met for more than twelve months and GFWTUY had the impression of being left out of the process.

The union movement in Yemen dates back to the 50's and GFWTUY was established in 1965. A Child Labour Unit and Child Labour Focal Points in the governorates were put in place in the early stages of the Programme. Up to today a Department of Women Workers which includes children issues is functional. But there is no separate focal point for child labour in particular.

The objectives of the Action Programme with GSWTUY were to enhance the Federation's capacity to undertake action against child labour through influencing employers. Their experience in fighting for their rights is key to establishing contact with children at work. Legal protection and information on health and safety on worksites is the Union's main focus.

The Action Programme of US \$ 26,000 for two and a half years was used for training of teachers and focal points in the governorates, but also for literacy classes.

Besides the fact that most child labour issues in Yemen are linked to the agricultural sector and family businesses, so not the main focus of the Workers' Union, GFWTUY is frustrated and angry that IPEC funds were so limited in time and amount and that coordination and partnership with MoSAL was not efficient from their point of view.²⁷

4.5 Federation of Yemeni Chamber of Commerce and Industry (FYCCI)

Next to MoSAL and GFWTUY, the Federation of Yemeni Chamber of Commerce and Industry is the third important partner in the tripartite programme design. FYCCI has

²⁵ According to the Director of the Unit. (Information verified throughout the evaluation process.)

²⁶ MoF budget for CLU was used for salaries of staff; no visible and systematic monitoring system was used for follow-up of children withdrawn, according to MoSAL staff interviewed.

²⁷ According to group discussion with the President of GFWTUY, the Director of Women Workers dept & Child and three other staff at GFWTUY head office in Sana'a. Some of this frustration was also mentioned during the mid-term evaluation, p.15

11 branches in Yemen and has an important position in order to influence employers: All businesses and industries in Yemen have to register with FYCCI and are then financially contributing members of FYCCI. Obviously, this does not concern businesses in the informal sector of the economy, where most child workers are found.²⁸

The Action Programme with IPEC allowed US \$ 15,000 to be spent on awareness raising campaigns including information material and on training in Sana'a. ILO Convention 182 and 138 were made known to members of the Federation. Leaflets, brochures and posters were produced and widely distributed. A focal point for child labour issues was appointed at the central level but vocational training for child workers was not developed.

Funds were less than anticipated and FYCCI claims to have put into a workshop nearly US \$ 5,000 of its own funds and received only US \$ 1,900 from the IPEC Programme.²⁹ It certainly proves the high commitment of the Federation towards the issue of child labour.³⁰ Like GFWTUY, FYCCI stresses that funding was six to eight months late and that the National Steering Committee was not functional. Responsibilities within FYCCI have been changing throughout the duration of the Action Programme, not only on central but also on regional level, which might also be one explanation for communication constraint.

4.6 Ministry of Education (MoE)

Education is the most effective instrument for the prevention of child labour. Therefore MoE is a key partner for the IPEC Programme in Yemen. Two action programmes were developed with MoE during this first phase of the Programme:

1. Conducting a base line survey on child labour and education. National consultants were recruited and trained in Italy on research techniques and a questionnaire was developed but rejected due to methodological and technical problems.³¹ The research was never finalised and the action programme has been closed by the NPM in August 2005.³²
2. Enhancing the capacity of the MoE to increase the attendance, retention and performance of working children in the Primary Education System. During this action programme, a teachers' manual was developed and 24 teachers and supervisors (16 men and 8 women) were trained as trainers of trainers. International and national consultants worked closely with MoE.

²⁸ This was seen as a major constraint and during mid-term review proposals were made to engage more in the informal sector. Unfortunately, funding could not be secured.

²⁹ Interview with the General Manager for Finances and Personal, who is also the focal point for child labour issues.

³⁰ This had also been stressed in the mid-term evaluation, p.17.

³¹ Development of questionnaire was much delayed and problems of translation were cited during mid-term evaluation, p.17.

³² According to current NPM during evaluation.

Unfortunately, the subsequent step of training 200 teachers had not happened until this final evaluation and the training manual had therefore not been fully utilised. As already mentioned in the mid-term evaluation, the commitment of MoE to child labour issues is limited due to much other funding secured by this Ministry. There has been no political attempt to establish a child labour unit and a focal point for child labour is not functional.

It must be stressed, that of the initial US \$ 72,000 earmarked for this action programme, only US \$ 18,000 had been disbursed to the Ministry. Like in the other cases, poor reporting and poor justification of received funds were given as the main reasons by the former and the current NPM of the IPEC Programme in Yemen.

The Ministry has included child labour issues into their World Bank funded programme and into the “Back to school” programmes. And the Ministry of Education has explicitly addressed the issues of child labour in its National Education Strategy. Though, time of Ministry staff to be concentrated on IPEC action programme seems to be limited due to the many other programmes under its responsibility.

4.7 Ministry of Information (Mol)

The role of the Ministry of Information is seen as crucial in public opinion making. The state TV channel and radio programme are under its responsibilities. To open up a public debate on child labour and to enhance awareness on the worst forms of child labour was seen as a key task of the Ministry.

The Ministry supervises and oversees all matters pertaining to media in the country. It is also responsible for examining all incoming literature to Yemen and take decisions as to whether or not it is suitable for release.

Under the action programme “Sustainable media campaign against child labour in Yemen”, a short documentary film and five TV flashes on child labour were produced and broadcasted on the national TV channel. Production of these films was very lengthy and was only being completed in 2005.³³ A first film had been rejected by the Mol itself because only the Sana’a dialect had been used and quality of sound was poor. The film was finally redone using Mol funds and under much pressure from the IPEC NPM.

Broadcasting has taken place twice a week for the flashes and only once in June 2005 for the eight minute documentary. The effect on awareness raising has not been evaluated so far. It was suggested that radio programmes would be more effective than TV, since radio is particularly in rural areas more accessible than TV, particularly in rural areas 37% of the Yemeni population has access to TV and 100% can listen to radio broadcasting.³⁴ There are 10 local radio stations at present in Yemen.

³³ Mid-term review suggested in 2004 that action programme funds should be used for other activities within Mol because no significant activities had taken place so far, p.19.

³⁴ Similar suggestions had already been made in the report of the mid-term evaluation.

Ministry of Education and the Federation of Yemeni Chamber of Commerce and Industry claim that the TV flashes can not be distributed and used by other structures due to the copyright by the Ministry of Information.

4.8 The Working Children Rehabilitation Centre in Sana'a

The direct action programme which was launched with the Major of Sana'a targets working children on the streets of Sana'a, withdraws them from their work places and offers rehabilitation through counselling and educational short courses.

For this purpose a centre was set up in Sana'a in 2003, which consists at the time of this evaluation of three two story houses, rented and well equipped with classrooms, office space and recreational areas. New premises have been identified currently and with considerable funds from the Major's office, new buildings are being set up, which are to house the Rehabilitation Centre soon on a permanent basis.³⁵

In general, the Centre has benefited from generous funding through the Major and also the Social Development Fund. At present, about 120 children are brought daily by 3 buses and from 7 different areas to the Centre, where 6 social workers, 7 teachers, 1 psychologist and 1 Centre Manager are in charge of supporting them.

Social workers identify child workers, contact their families and convince them letting the children come to the Centre for schooling which is divided into morning and afternoon classes. A referral system has been established and a situation analysis is being done. Classrooms are exceptionally well equipped and do not seem over utilised; camps and other recreational activities are being organised.

Children are 5 to 14 years old on average and many children attend the Centre together with their siblings. Thought, parents are difficult to convince letting their girls attend. A special summer camp was organised in 2005 only for girls.

While only 220 children (70 of them girls) had access to the centre in 2003, the first year, 450 (150 of them girls) came in the second year and 700 up to now in the third year, the target being 1000 until the end of 2005.³⁶ The financial management of the Centre is under the full responsibility of the Major, who will take over all staff of the Centre by 2006.³⁷

Since most of the children come from poor backgrounds and contribute less to their families when attending classes at the Centre, the Manager plans on initiating income generating activities for mothers of those children in order to compensate for income loss. It is not quite clear how this income loss has been compensated so far and what monitoring mechanism has been used.

Some problems faced by the Centre:

³⁵ Being a relative of the President of the Republic of Yemen, the Major's interest in the Centre has a high priority.

³⁶ Interviews with the Centre Manager and his staff.

³⁷ At the time of the final evaluation most staff of the Centre was on strike because funding had been interrupted for 4 months and no salaries had been paid. According to US Embassy, funds had arrived late from Beirut. According to Regional Office Beirut, US Embassy Sana'a was delaying disbursement.

- Drop out rate of children is as high as 30% (might be an indication of the need to work for these children).
- Lack of reliable data base on child workers in the streets of Sana'a (most of them are in commerce).
- Need for improved training for social workers at the Centre (no detailed need assessment so far).

4.9 The Working Children Rehabilitation Centre in Seyoun

Some eight hours drive from Sana'a, in the governorate of Hadhramawt to the East of the country, is the location of the second Rehabilitation Centre, inaugurated in 2003. The Centre is run by an NGO partner: Al Nahda Charity Organisation. Its aim is the withdrawal, rehabilitation and prevention of **rural** child labour (boys and girls).³⁸

The Centre is well staffed with the Project Coordinator, 3 male and 3 female social workers and 10 teachers. It follows primarily children who have stopped school, takes their names and addresses from the school teacher and social workers are then sent to visit the family. Most of these boys and girls work on the fields of their own families.

The Seyoun Centre proposes courses to the child in order to continue education while working in the morning hours. Loans, food and medical care are offered to the child and its family.³⁹ Here also, like in Sana'a a bus transports the children from home to the Centre, where drawing, sewing and other handicrafts are taught. Leisure, culture and sports are also offered.

The Centre has particularly emphasised awareness raising and a considerable amount of material and publicity for campaigns against exploitative child labour has been produced. The effect is difficult to assess, since adequate evaluation tools seem to not be used by the NGO. Also, the exact number of children rehabilitated in Seyoun is not known to the evaluation team.⁴⁰

Seyoun has also benefited from financial support through the Social Development Fund. Nevertheless, one should mention that due to the distance between Sana'a and Seyoun, it is certainly not easy to closely monitor activities in Seyoun and provide technical and strategic input which might be needed.

Secondly, like in Sana'a, the question of how to help families in need when their children don't work anymore or don't work enough remains unsolved for the Centre staff and for IPEC and stakeholders.

³⁸ Due to security reasons, the Seyoun Centre was not visited by the international consultant. Information was gathered by national evaluation team member.

³⁹ Funding for the Centre does not come from ILO/IPEC only but also from the Mayor's Office.

⁴⁰ The Technical Progress Reports submitted by the NPM in Sana'a do not disintegrate the information between the Sana'a Centre and the Seyoun Centre. Also, the NPM questions the numbers and how reliable they are because monitoring is not done in a uniform way, children are counted several times and rehabilitation is not clearly defined in terms of the Yemeni reality. See IPEC Technical Progress Report of March 2005.

4.10 Summary of results of action programmes

The table on the following page was compiled on the basis of a large number of reports and other documentation available at the IPEC Office in Sana'a.⁴¹

The table shows that apart from "Training of IPEC Partners" three action programmes started in September 2001. These programmes reflect the tripartite approach: Ministry of Social Affairs and Labour, General Federation of Workers' Trade Union-Yemen and Federation of Yemeni Chamber of Commerce and Industry. Four other programmes started then in 2002, one in 2003 and two in 2004.

It is remarkable that not one of the action programmes came to an end within the planned time frame. It is also remarkable that in all cases, actual funds disbursed to the implementing partner were below the planned budget: Instead of some US \$ 504,000 only a total of US \$ 408,000 were absorbed during phase 1 of the IPEC Country Programme in Yemen. The two Rehabilitation Centres received most funding.

⁴¹ Budgetary information was provided from the Financial and Administrative Manager who joined IPEC in Yemen in September 2003 and who is recognised to be very reliable by IPEC HQ Geneva.

Table: Summary of results of Action Programmes of IPEC Country Programme Yemen (2001 to 2005)

No.	Partner	Action Programme	Starting date	Duration	Actual end	Funds (US \$) (IPEC and local)	Funds received (US \$)	Mid-term evaluation (Oct. 2003)	Final evaluation (August 2005)	Remarks
1.	self	Training of IPEC Partners	July 2001	1 month	July 2001	--	--	--	--	IPEC Introduction
2.	Ministry of Social Affairs and Labour	Enhancing the capacity of the Child Labour Unit of the Ministry of Labour and Social Affairs	Sep 2001	12 months	Feb 2004	33,600 In kind: 2,424	30,435	Established through ministerial decree	Working with children in industry in Sana'a + NPPF	Unit did not exist before IPEC; funding from MoF
3.	General Federation of Workers' Trade Unions-Yemen	Enhancing the capacity of the General Federation of Workers' Trade Unions-Yemen in combating the problem of child labour in Yemen	Sept. 2001	12 months	Feb 2004	28,424 + 2,240	26,649	Awareness raising, training focal points in 11 governorat, literacy classes	Women Workers dept. & child; focal points don't exist anymore	Frustration over short funding time and limited funds
4.	Federation of Chamber of Commerce and Industry	Enhancing the capacity of the Child Labour Unit of the Federation of Chamber of Commerce and Industry	Sep 2001	12 Months	Feb 2004	16,280 In kind: 2,240	15,380	Raising awareness with employers and parents	Training workshop on child labour held in Sana'a	Frustrated over slow disbursement and lack of Steering Committee
5.	Ministry of Information	Development of a sustainable media campaign	Jan. 2002	18 months	May 2005	14,700 + 10,000	12,823	1 video not yet broadcasted	1 doc video and 5 flashes broadcasted	Radio is a better medium than TV
6.	Ministry of Education	Baseline survey on child labour and education	Jan. 2002	4 months	Stopped in 2005	Addendum 19,628 + 5,000	5,000	Questionnaire not yet finalised	No survey available	Stopped by NPM
7.	Ministry of Education	Enhancing the capacity of the Ministry of Education to increase the attendance, retention and performance rates of working children in the Primary Education System	May 2002	18 months	August 2005	Addendum 71,985 In kind: 5,000	18,000	20 teachers trained, training material developed	200 teachers yet to be trained end of August '05	Other larger programmes hinder full involvement of staff in IPEC
8.	Major of Sana'a	Withdrawal, rehabilitation and prevention of child labour on the streets of Sana'a	Sept. 2002	23 months	Still ongoing	Addendum 195,961 + 10% of total budget in kind	186,163	Only boys, 4 teachers hired for 114 pupils	Well equipped class rooms for a total of 1000 beneficiaries	Major added considerable funds, 15 personal
9.	AL Nahda Charity Organisation	Withdrawal, rehabilitation and prevention of rural child labour in Seyoun	Sep 2003	14 Months	June 2005	85,800	81,510	--	Boys and girls, well equipped	Difficult to monitor due to distance to Sana'a
10.	Ministry of Labour and Social Affairs	The development of the National Policy and Programme Framework	Aug. 2004	4 Months	August 2005	Addendum 23,288	18,227	Draft developed with consultants	8 Regional workshops held in May/June '05	National Workshop for end of August '05
11.	Ministry of Youth	Youth mobilisation against child labour through	March 2004	6 months	August 2005	15,000	14,250	--	--	--

		SCREAM								
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5 Findings and Recommendations

5.1 Adequacy of problem analyses

When engaging into programme planning, problem analyses is one of the main steps before decisions about results to be targeted and action to be undertaken can be made. In the case of Yemen, inter-agency research in order to understand Children's Work was done and co-funded by World Bank, UNICEF and ILO. This was a very important approach.⁴²

The scope of the problem of child labour in Yemen is tremendous and it was right that work needed to be started immediately. But it is also right, that child labour in Yemen is not only a phenomenon of the poor part of the population. Educating children through work is part of the traditional education approach in Yemen. And Yemen is even for Islamic standards a very traditional society. This fact in combination with a particularly weak education system is the main reasons for the stunning dimension of child work in the country.

In view of this traditional education and household set-up, it might have been underestimated that girls are particularly difficult to target. More so, than in other poor countries, girls in Yemen are extremely secluded from the rest of the society.

Thirdly, the ILO approach working with Workers' Unions and Chamber of Commerce applies particularly for countries that are to some extent industrialised. This is not the case for Yemen. When 94% of the total child workers live in rural areas and when 87% work for their own families, Workers' Unions and Chamber of Commerce influence might be more limited than in other countries.

To conclude, problem analyses were done adequately for the IPEC Country Programme in Yemen, but implications and consequences were not totally overseen at the beginning.

5.2 Overall validity of the programme design

A decision was taken at the very beginning of the IPEC Programme in Yemen to not host it within MoSAL but as an independent entity/project with a NPM recruited by IPEC. But de facto, IPEC does need one strong partner and CLU in MoSAL plays this key role to the extent, where tension between NPM IPEC and Director of CLU arose due to unclear responsibilities and expectations regarding each others role.

The other major aspects of the programme design are the various partners and their role in awareness raising, training and direct action. It must be underlined that MoSAL, MoE, MoI, MoY, Workers' Union and Chamber of Commerce complement each other. It makes sense to support the creation of child labour units of focal points in these partner institutions.

Only, it might not have been the institution's priority. And it was not possible to convince all the partners, since 'convincing' also needs continuous future funding, which IPEC could not provide on a long term basis.

Each partner has a particular approach towards parents, children, employers and the general public. It would be helpful to see these bodies coordinate more amongst themselves. Since

⁴² Research had been ongoing since 1993, according to the US Embassy in Sana'a.
National Programme for the Elimination of Child Labour in Yemen

MoSAL has taken the lead with its CLU, there is a tendency to wait for MoSAL to facilitate exchange and collaboration.⁴³

Since child workers are particularly found in rural areas and in agriculture (Qat fields), one would have expected to also see the Ministry of Agriculture be included. It also surprises to not see more linkage between IPEC, NGOs and organisations like the Higher Council for Motherhood and Childhood. The latter is for example responsible for monitoring compliance to the CRC and compile reports to Geneva. There is a tendency of competition between ministries and involving the NGO sector could have had a stronger impact in establishing child labour issues as a crosscutting aspect.

The design of NPPF as the basis for joint action is a very valid approach. Unfortunately, the planning at the beginning of the programme foresaw the NPPF to be finalised by March 2002 and implemented thereafter. This has not happened, NPPF is yet to be finalised and accepted. The lengthy duration of the process might be a sign of fundamental differences in views that are not clearly voiced by the partners involved. This needs to be investigated, particularly in view that ILO Convention 138 and 182 have not been published in the official Gazette in Yemen.

It should also be mentioned that CLU of MoSAL is confronted with tasks that might go beyond the capacity of its limited staffing: influencing policy, raising awareness, training staff (labour inspectors) and engaging into direct action by withdrawing children and referring them to a rehabilitation centre. In light of these tasks funding was widespread and limited.

In general, it might be questionable whether spreading limited funds like US \$ 500,000 over thirteen programmes and more than two years, will actually increase or decrease impact.

5.3 Gender equality

Yemeni women live very secluded in society. Even business partners might not know each other wives. Women and girls are totally subject to male decisions.⁴⁴ Approaching girls within a programme like IPEC, is particularly delicate and needs well trained and engaged women workers: girls would not mix with boys in school, they would not spend recreation together and most importantly, parents would not want their girls to come close to boys.

This particularity of the Yemeni society needs to be addressed with a girl specific approach which allows social workers to access family households for example. It can not be seen that such an approach has been developed and is used by the different IPEC partners. The Centres do not offer courses directed towards girls only. In fact, very few girls are actively included in the Centre in Sana'a.

Therefore it is not surprising to see mainly boys as beneficiaries of programme activities. There is certainly in greater need to be more Gender sensible. This is particularly difficult for Women workers, who on the one hand should contact families and convince them of changing traditional behaviour (letting girls go to school) and at the same time these same women are also subject to the same traditional behaviours.

Since there are many more men responsible in partner organisations, there are also many more boys as part of the benefiting group. Women need to be recruited whose specific task would be the increase of female beneficiaries. But given the Gender imbalance in Yemen in education, this is not an easy task.

⁴³ ...and MoSAL requesting strongly that IPEC play this role sufficiently...

⁴⁴ See also chapter 3.

5.4 External factors

Factors not under the control of the IPEC Country Programme Yemen but very important for its smooth implementation, will be dealt with in this chapter as “external factors”. Discussion of these frame conditions of IPEC’S work in Yemen are meant to foster understanding for some of the delays the programme has experienced in the past.

1. Compared to other countries in the Region, Yemen is economically very weak. This does not leave obvious alternatives for families who need their children’s work in order to survive. Personal of IPEC partner organisations who have not been exposed to IPEC Programmes in other countries need to understand and discuss possible solutions before they can be as efficient as needed.
2. Combined with economic weakness, the instable security situation and the tribal laws in tribal lands (and even in the cities) sometimes makes ad-hoc day to day decisions necessary that might not always be on the basis of planned priorities.⁴⁵ In this context, corruption is widespread. This also affects IPEC’s partner organisations.
3. Administration and decision making in organisations in general and in Ministries especially is much centralised and sometimes not as efficient as donors would expect. This aspect, combined with frequent restructuring of Ministries and personnel does slow down implementation considerably.
4. Yemen is an Arab speaking country where documents written in English will have to be translated before they will be read and commented by IPEC’s partners. Even personnel of Ministries that does speak and read English would prefer Arabic in order to be able to discuss issues easier with their fellow colleagues.⁴⁶
5. Last not least, working hours in Yemen are considerably reduced in comparison to some other countries due to the qat-chewing culture in the afternoons from around 2 p.m. on. Without defending this culture, it certainly also plays a part in reinforcing social ties and easing professional relations.⁴⁷

5.5 Management and coordination⁴⁸

As mentioned earlier, the managerial responsibility of the Programme was in the hands of three staff members at different levels, the HQ Desk Officer in IPEC Geneva, the regional Child Labour Focal Point (RCLFP) in ILO Beirut and the IPEC National Programme Manager (NPM) based in Sana’a.

The IPEC Country Programme Yemen began its implementation phase in October 2000. The first National Programme Manager came on board at the beginning of 2001 and stayed until June

⁴⁵ Meant as a joke but with some serious background, one interviewer said “ Only weak men follow rules.”

⁴⁶ This might be one of the differences in comparison to Lebanon for example.

⁴⁷ As one interviewer said: „ If you want a decision from someone, you visit him in the afternoon in his home and chew qat with him.”

⁴⁸ All information in this chapter is based on interview with the former and current IPEC Desk Manager in Geneva, the former and the current IPEC NPM in Yemen and the Regional Focal Point in Beirut. Information given was sometimes contradictory. Therefore, for this final evaluation a maximum of cross checking was done.

2004. The current NPM was then hired and started work in December this same year. For at least six months, the Financial and Administrative Manager, who had only joined in September 2003 and was the backbone of the Programme in terms of financial reporting, ran the Programme on his own in Sana'a. This discontinuity of the NPM certainly didn't help to accelerate the implementation of the then already much delayed Programme.

From the start of the Country Programme in 2000 until December 2004, the Desk Officer in Geneva remained the same. Only since January 2005, responsibility for IPEC Yemen changed in Geneva to a new Desk Officer. Here the continuity should have facilitated implementation, but it seems the Desk Officer was much involved in day to day handling of the Programme in Yemen – more so than one would expect knowing that the Regional ILO Office in Beirut also had someone for backstopping the Yemen Programme.⁴⁹ Communication between Geneva, Beirut and Sana'a took a considerable amount of time and decisions were delayed due to administrative procedures.

The Focal Point for Yemen in Beirut remained the same throughout the first Phase, but decision making power was limited and was concentrated in Geneva. As mentioned in earlier reports, responsibilities between these three levels of staff were not always clear and tensions between them were linked to different expectations: So, for example, the first NPM was not a specialist in finance and reporting, but rather in the subject matter. Nevertheless, she was to support partners in producing qualitatively better reports.

There seem to have been also several personality clashes between Yemen and Geneva and between the Yemen IPEC Office and partner organisations.

First NPM in Yemen:	January 2001	-	June 2004
Current NPM in Yemen:	December 2004	-	today
Current Admin. Manager in Yemen:	September 2003	-	today
First Desk Office in Geneva:	Beginning	-	December 2004
Current Desk Officer in Geneva:	January 2005	-	today
Focal Point in Beirut:	Beginning	-	August 2005

The weakness of reports was and is a major issue for the Programme. On the one hand, the language issue is important, whereby translation between Arabic and English is needed.⁵⁰ Secondly, partner organisations are not aware (or don't accept) the need for precise reporting. And thirdly, a relatively large number of reports were demanded in comparison to the amount of funds, time of implementation and the relatively slow pace in Yemen in general.

Types of reports that had to be written:

- Technical Progress Reports (TPR): every six months, reporting progress towards achievements of objectives; prepared for USDOL; Response (comments and clarification) in writing from USDOL and again in writing response from IPEC Yemen;
- Status Report (SR), semi-annually, reporting towards efficiency, effectiveness, relevance and sustainability;
- Financial Reports (FR), quarterly.

With this, a total of 10 reports had to be written per year and NPM needed input for all these reports from each action programme. With the number of action programmes and the number of reports, it seems to be much for a small office of only one NPM plus auxiliary staff. Also, the level of detail needed for the reports in order to satisfy donor's expectations seem to have been beyond the level of detail the partners were prepared to deliver.

⁴⁹ A similar observation was already made during the mid-term evaluation.

⁵⁰ When hiring the NPM, the Geneva Desk Officer found it difficult to find someone with sufficient English.

Last not least, according to the former NPM, there were some logistical problems unsolved at the beginning of the implementation: no office space for 6 months, using an internet café for the first year and support staff being in place only 2 years after the beginning of the Programme.

In summary, these four elements, personnel, reporting, logistics and language contributed to a weak management result of the Programme. Coordination remained difficult, because the Programme was micromanaged from Geneva and closely followed from Beirut. And donor expectations were particularly precise – especially in comparison to the Yemeni working environment.

5.6 Performance

Efficiency and sustainability

Country Programmes by their nature are large scale and since this is the first of its kind in Yemen, the main objective was to increase awareness within partner organisations and the public regarding child labour. This has certainly happened, even if there is still a long way to go. Whether the amount of funds spent is in relation to the awareness raised remains difficult to access without in depth evaluation.

Secondly, the institutional capacity of partner organisations was to be strengthened. This also has taken place during the time of funding, even if efficiency is not everywhere convincing. The most obvious is CLU of MoSAL and its sheer existence independently from IPEC funding is an important step towards mainstreaming child labour issues. In terms of its activities there remains some doubt about sustainability.

In regard to the Action Programmes it can be observed, that expenditure in some programmes did not produce convincing results, like the base line study of the Ministry of Education for example. But also Ministry of Information was not efficient in using time and resources in order to produce the expected results. It is to be hoped that the produced films will now be used efficiently so as to serve their purpose.

Investment into the Rehabilitation Centre in San'a is impressive but there is some doubt in relation to the number of children benefiting and the sustainability of the action undertaken.

Effectiveness

The goals of the programme are very ambitious given the starting point and the difficult working conditions in Yemen. The immediate Programme Objectives can not be fully achieved and some intermediate objectives should rather be formulated. As suggested earlier, the Programme should rather be seen as a pilot scheme to allow learning.

Particularly, the expectations towards CLU of MoSAL are unrealistically complex due to the two levels of influencing policies and procedures and direct action.

The effectiveness of activities of the two rehabilitation centres will only be proven with time. There is some concern that activities are effective but that changes in children's lives are not sustainable in the long run.

The institutional and mainstreaming emphasis of the Programme will show its full effect only with time and after the end of IPEC funding. Current activities should be consolidated with different

partners. The complementarities and inter-linkage of the different Action Programmes should be stressed further.

Relevance

Programme design has been in relation to identified problems. The relevance of the Programme's approach still applies and project results remain useful since the identified constraints regarding child labour in Yemen are and will not be solved in the immediate future.

Nevertheless, the thin resources of IPEC should not be spread over as many action programmes and partner institutions as in the past and funding should be concentrated in time and place in order to show more significant impact.

IPEC should also view more possibilities of cross linking action programmes and design them more complementary to each other. Relevance of partner organisations should be re-examined and NGOs should play a larger part in bringing child labour issues forward and especially in assisting in withdrawal and rehabilitation.

Causality

There were significant deviations from the planned implementation schedule in terms of timing: Phase 1 was supposed to run for three years and close in September 2003. Instead, Phase 1 now closes end of August 2005. This is an extension of 23 months, nearly two year. There are five main reasons why outputs could not be produced within the time limits originally planned:

- a) Slow start-up of actual Programme implementation (ownership, office space, personnel),
- b) Difficult reporting procedures (too many, too detailed, not correct, language barrier) due to limited national technical capacities versus IPEC requirements.
- c) Slow disbursement of funds from IPEC (6-8 months at times), discontinuity of partnership,
- d) Lack of coordination and sometimes cumbersome administrative procedures between Sana'a, Beirut and Geneva;
- e) Delays in implementation from IPEC partners in Yemen, lack of human resource capacity and limited knowledge of national counterparts on child labour and management.

In the opinion of the evaluator, some of the causes for the difficulties in implementing the Programme could be resolved by IPEC and USDOL. Also, expectations regarding changes in a very traditional society and centralised government like in Yemen should be adjusted and formulated more realistically.

On the other hand, commitment of partner institutions needs to be more explicit, transparency needs to be improved and good governance needs to be stressed if Phase 2 of the Country Programme is to be more successful in terms of achieving results in time.

Unanticipated effects

No unforeseen negative or positive effects have been identified in regard to the immediate objectives of the programme. Like in other similar programmes the Ministry of Social Affairs and Labour has to be vigilant to detect the hiding of child labour due to inspection and control of work places which often results in worse working conditions for children. Due to lack of experience this danger might be currently underestimated in Yemen.

The larger attention given to child workers in general has resulted in child trafficking becoming a cause of attention. Studies have been undertaken recently by UNICEF to understand the scope of the problem and particularly NGO will focus more on combating the phenomenon. IPEC should also give attention to the issue and engage in appropriate programming with partner organisations.

6 Conclusions

When the National Programme on the Elimination of Child Labour started in 2000, little was known and little had been done regarding child labour issues in Yemen. No child labour units or focal points addressing the issue existed within State and Civil Society Organisations and no systems or organisations were in place to assist working children in need. Most importantly, no awareness existed among governmental and non governmental structures that working children and exploitative labour concerning children needed attention.

Four years later, by August 2005, governmental and non-governmental organisations have recognised the problem and have started putting in place units, focal points and programmes addressing the issue. Parents and children are more and more aware that child labour is not acceptable when it prevents children from education and time for recreation. TV flashes have been produced and have been disseminated, issues of child labour have been integrated in training material, labour inspectors and teachers have been trained and last not least first structures are in place to assist children with rehabilitation and education. Newspapers in Yemen talk about exploitative child labour and programmes put in place.

The IPEC Country Programme made a considerable contribution to this rise in awareness and change of opinion within governmental and non-governmental structures. This needs to be consolidated and reinforced. The National Policy and Programme Framework (NPPF), which will hopefully be finalised in 2005, is the most important platform on which all players will find themselves coordinating their various complementary efforts.

This coordination and interlinking of the complementary approaches from Ministry of Education, Ministry of information, Ministry of Youth, Ministry of Social Affairs and Labour, the Chamber of Commerce and the Workers' Union and NGOs, needs to be more systematically fostered by the IPEC Country Programme. A continuous, uninterrupted momentum has to be created with consolidating efforts between all major donors in this field. And even then, a very long way will still to go before even the worst forms of child labour will be eliminated in Yemen.

It will be most of all necessary to convince partner organisations, the government and the greater public in general that economic and social development is unthinkable without the fight to abolish exploitative child labour, in order to allow the coming generation to be educated. Obviously, the very weak educational system is one main obstacle and alternatives will have to be developed rapidly. NGOs can not be left out as this was largely the case during Phase 1 of the Programme.

Also, the just beginning change of awareness, mainstreaming, framework planning and direct rehabilitation action is not yet sustainable and depends largely on IPEC's continuous funding and follow-up. This needs special attention and focus during Phase 2 of the Programme. And institution building aspect might be less important.

Management of the IPEC Programme in Yemen proved to be fairly weak during Phase 1 with responsibilities for this on all levels: Geneva, Beirut, Sana'a and also Washington through reporting requirements. The internal factors need to be resolved immediately in order to give room for support to Yemeni structures.

The management of the IPEC Country Programme should stay as independent from any partner organisation as in the past and this should be made clear to all partners in Yemen. Nevertheless, the IPEC Office needs to be well staffed and functioning.

A small size technical Steering Committee should support the implementation of the IPEC Programme with regular well prepared monthly meetings and very limited number of personalised membership.

A larger management committee with participants from all partner organisations should meet twice a year for general direction and decision where necessary.

In order to gear efforts also towards the invisible work force of girls on agricultural land and in households, an approach different from the one for boys has to be developed since girls are not easy to be approached in a Society like the Yemeni. It is not sufficient to remind partners that girls are an important target group.

7 Lessons learned

Some important lessons learned will be summarised for future consideration at this point. They have been discussed with various interview partners at different times throughout this final evaluation.

1. Regarding the objectives:

Changing the fate of working children in a fairly poor economy like Yemen with little knowledge about how to create alternatives for needy families takes more than three years to show measurable and sustainable results. There is a tendency of such worldwide programmes like IPEC to generalise expectations across different countries and to not take enough into consideration the different starting points that economies and societies present.

The immediate objectives of the first three year Country Programme included the NPPF, the harmonisation of laws, withdraw children from workplace, train partners, and provide vocational training or education for 3000 children plus the general public, employers, communities and authorities to take action against child labour. This is clearly not realistic in a very conservative environment like Yemen.

2. Regarding the strategy:

The strategy of Child Labour Units needs to be clear and precise: engaging in policy, law and coordination and providing training and direct action (withdrawal and rehabilitation) creates unrealistically high expectations. Finally, something is done from everything but rather sporadic than within a precise strategy and sustainability remains questionable.

Child Labour Units are not the only way to introduce child labour issues into organisations. Child labour needs to be mainstreamed and should cut across all relevant sectors. Focal Points need to be given the responsibility within their job description and not only through donor funds and a programme approach. The mainstreaming methodology has to be clear to all partners and should not be blurred with direct action. The latter would be NGO responsibility or at least outside Child Labour Units on governmental level.

3. Regarding the approach:

Participatory planning has to be a universal approach throughout the Programme and its Action Programmes. Monitoring systems should be harmonised in order to make monitoring results comparable and ease coordination of actions. Definitions used need to be understood the same by all partner organisations. Results of Action Programmes, research and training material need to be exchanged between partners and used widely.

The more funds made available by donor agencies are limited, the more the coordination and harmonisation with approaches from other donor agencies becomes important. IPEC Yemen needs to work much closer with UNICEF and other child rights organisations.

Funds were spread very thin across a great diversity of partner institutions. This makes it particularly difficult to accompany implementation, monitor results and assist when shortcomings and lack of technical expertise are apparent.

4. Regarding the management:

Yemen has certainly not the most transparent and easiest administration in the region. IPEC Country Programme Management needs to be supported and work in an enabling environment in order to be able to achieve expected output under difficult conditions. Only a team approach can overcome constraints faced during implementation.

The IPEC team needs to be staffed according to the tasks expected: If the NPM does not have time to compile reports because of backstopping tasks, another person needs to be hired to train partners in reporting and compile information into precise English language reports. Then funds have to be made available according to planned schedules. Considerable delay in disbursement will frustrate partners and IPEC Personnel and the necessary momentum of change will not be created.

Mainstreaming child labour issues in Yemen is a particularly challenging task due to the structure of the society. Sustainable effects of programmes addressing this sector can not be measured sufficiently at the end of one project phase. Combating child labour on all levels and particularly in Government administration needs a change in mentality. This is particularly true in an Islamic society where child labour is seen as part of the educational and growing up process. The ILO/IPEC Programme has contributed towards this goal but long-term impact still needs to be proven.

Final Evaluation

Workshop with key stakeholders

National Programme for the Elimination of Child Labour in Yemen
IPEC / ILO
Sana'a 3 August 2005

Objectives:

1. Summarize and discuss achievements and shortcomings of phase 1.
2. Propose and decide on ways of improvement for phase 2.

Programme

- 9:00 Opening and Welcome _____
Introduction to the programme, objectives and method of the workshop
Presentation of participants
(name, institution, role in IPEC Programme, 1 worst form of child labour)
Recall of IPEC Programme objectives for phase 1 and action programmes undertaken (NPM)
- 9:45 Short summary of preliminary findings (consultants)
- 10:00 Group work (5) on achievements and shortcomings⁵¹ (flipcharts)
30' : What did we achieve? When and by whom?
30' : Which constraints did we face? Why?
- 11:00 Coffee / Tea break
- 11:30 Presentation, discussion and completion of group results in plenary
- 12:30 Short break for prayer
- 12:45 Group work (5) on recommendations and proposals for improvement under the responsibility of each partner organization
What can I or my institution do better in order to increase the impact of our action and achieve improved results? (Type of constrain or problem, responsible partner, possible solution)
- 13:45 Lunch break _____
- 15:00 Report of group work in plenary and discussion

⁵¹ Five areas of intervention:

1. Availability of baseline data, data collection and research.
2. Awareness raising in order to detect and prevent worst forms of child labour.
3. Implementation of Child Labour Units, capacity building and networking among partners.
4. National Policy and Programme Framework (NPPF)
5. Referral, withdrawal and rehabilitation of working children (worst forms of child labour)

Results of Stakeholder Workshop 3 August 2005

Group 1: Awareness

Achievements:

- MoE activating dept of training with IPEC
- Training of 20 trainers, training booklet for school principals, social advisors
- Mol establishing UCL in cooperation with general programme of MoSAL
- Raising awareness film and 3 TV flashes and broadcast
- Radio programme in Aden Station
- MoSports and Youth: Scouts Honour, training for 24 scouts, arts activities, posters, school schedule, painting, photography on child labour and exhibition, information day, role of scouts in fighting child labour
- MoSAL: field trips to factories and farms, guidance on danger of pesticides, appointing coordinators and inspectors in 11 governorates, establishing steering committee, a day without work

Constraints:

Absence of coordination and cooperation among concerned parties, lack of information and data base related to problem of CL and geographical scope, limited budget for the activities in all the different sectors.

Group 2: Capacity building

Achievements:

- field survey for data base establishment through questionnaire (MoE) not finalised since money was not available
- workshop for concerned parties in the Ministry for importance of survey and expected results (MoE, 2003)
- training teachers and specifying training needs (2004)
- preparing booklet for trainers and teachers, training the teachers
- studies and awareness programmes, training courses for inspectors for CL (MoSAL)
- workshops in number of governorates of MoSAL,
- presenting reports for the government on the conditions of children in Yemen by NGOs, (1996-2004 with Rädä Barnen)
- training the people working with children in concerned areas: jails, police, justice department by NGOs, UNICEF, Rädä Barnen
- Separating juvenile criminals from adults in central jails in 2 governorates (NGO,2000 - 2005)
- preparing project of data base establishment for all organisations working in the field of children that have registered some violation and all problems children face in the Yemen society (NGOs,...2005)
- study on child labour in 2001 by NGO
- training children and making them know their own rights (2002, UNICEF, Rädä Barnen)

Constraints:

Limited amount of project funds, difficulties in getting it through IPEC and concerned parties, lack of networking among parties, not exchanging reports among stakeholders.

Group 3 : NPPF

Achievements

- law specifies working children age: 15 yrs. and not hard, law of child rights, issued in nov. 2002
- convention 138 and 182
- accepting the PRSP
- developing NPPF
- nat. strategy primary education
- strategy education for all until 2015
- adoption HCMC: motherhood and children with UNICEF

Constraints:

Poverty, lack for awareness raising from the media, coordination problem between programme and executive side, admin routine constraints, comments not taken into consideration, no commitment in duration in project execution.

Group 4: Rehabilitation

Achievements Centre of Sana'a:

- working children in the street: 1500
- raising awareness among families: 250 (2003-2005) beneficiaries
- training and awareness raising in one school close to a market poor neighbourhood (2004):
- reintegration of children who were skipping school: 100 children (2003-04)
- providing vocational training for children above 14 yrs.: 401 (2004-05)
- back to school programme for 620 children, boys and girls
- providing services for protection, health, social, recreation...for 60-100 children
- removing 83 children from the working market from the working market
- networking among the organisation dealing also with orphans: 101 children
- providing economic alternatives and support for families
- all projects carried out by the center with center of vocational training and unit of rehabilitation unit in the centre
- parade in 2003 against child labour

Constraints:

- disability of families of removing their children from the market although they are convinced of the danger due to lack of alternatives.

- Lack of training material due to limited funding for this side
- no job opportunities of those who were trained because no study of the need of the market and lack of link with employers
- the delay in money transfer
- field of health: unavailability of medicine

Hadramaut April 2004 –August 2005)

Achievements:

- raising awareness among family parents and the local society plus concerned parties
- field surveys to determine the cases of working children and children leaving school
- contacting a large number of children (700); 250 were drawn to the centre, 35 boys and 50 girls
- participation in a number of exhibitions and parades to raise awareness
- making posters, calendars and t-shirt that contain pictures on the brutality of child labour
- establishing supervising committee chaired by the governorate deputy
- awareness raising courses with min. of Education and scout groups
- periodic check-up and giving health
- recreational trips
- educational class in Arabic, English and Mathematics
- training on a number of skills for boys and girls, painting, decoration on cloth making and sports
- taking back some children to their school and to convince them not to run away from school, taking children away from dangerous work and integrate in school, during summer camps, honouring successful boys and girls, who join the centre
- doing conferences

(Constraints: same as before)

Recommendations

Group 1

- finding a mechanism to organise better coordination among all parties concerned through periodical meetings and specific and important results
- providing better data base on the problem, its scope, reasons and factors, effect of the problem, geographical and the proportion and rate of spread
- increase of funding from donor organisations according to the size of the problem on 2 level, central and decentralise
- establishing a complete media plan aiming at raising concern among all the parties involved
- categories of working children and its negative effects on the construction of future programmes: health, social, economy, culture
- this can be done through the available channels of communication: radio, tv, papers, traditional: mosques, school , guiding organisation, vocational, clubs

- training specialist in all these channels

Group 2

- activating decisions issued on child rights under law 45 on working children: forcing working reducing number of hours of working children to make them adequate with child age, no corporal punishment
- Necessity of establishing data base that will ease the flowing of information for children in the field of education, economy and society.
- Necessity to set up special curriculum take into consideration conditions and needs of working children and train and qualify the teachers
- Supporting the strategies concerned with training and qualifying programmes for working children on the level of civil society organisations
- Increase in a number of centres for children rehabilitation on the level of all governorates
- Coordination with all concerned parties to observe all the outcomes and results of training and qualifying
- The necessity of clear and definite planning for the coming phase based on the actual needs for the 2. phase that will be adequate for the size of the phenomena

Group 3

- setting up a clear and precise planning for each party
- activating the role of executive sides each according to speciality
- carrying our programmes and activities adequate of Yemen and Yemen society
- completing project of first phase
- setting up strategies to provide alternatives for child labour and provide financial and emotional support
- activating the role of steering committee
- activating the role of child labour units and give them more power
- expanding and increasing the number of centres in all governorates specially those with large number of working children: Haddah, Taiz, Ibb, Al-Houdieda
- supporting studies and research that dealt with the issue of child labour especially girls
- continuing work with ILO with some improvement of performance and independence
- taking into consideration the nature of issue in Yemen with its own characteristic
- finding a better way for reporting and training course and qualifying workers in the filed of child labour
- increase funding from donors

Group 4

- constancy of working mechanism with IPEC as funding partner in the project to guarantee the completion of activities not carried out in the first phase
- providing centres with specialised experts

- creating new mechanisms to develop and improve raising awareness
- availing alternative economic alternatives for families whose children are working
- giving project that can IGA
- develop mechanisms that aim at working girls
- Activating and increase of coordination and support with all concerned parties: health, education etc.
- raising awareness of child labour in decision makers
- providing financial support and making it stable
- arrival of financial instalments in specific times
- learning of the experience of experience of other countries – although there is nothing like Yemen



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

**Terms of Reference
for
Independent Final evaluation of Country Programme on Child
Labour in Yemen**

- 1. Project Title:** Country Programme on Child Labour in Yemen
- 2. Project Number:** YEM/00/50P/USA
- 3. Project Start Date:** October 2000
- 4. Project End Date:** June 2005
- 5. Funding Agency:** US DOL
- 6. Donor Contribution** \$1,401,538
- 7. Type of Evaluation:** Independent Final
- 8. Geographical Coverage:** Yemen
- 9. Date/Duration of Evaluation:** Mid-July

I. Background and Justification

The Country Programme on Child Labour in Yemen commenced in December 2000. The programme applies the IPEC's Country Programme approach adapted to the national context of Yemen. The IPEC Country Programme approach (see Annex 1) is a phased multi-sectoral, multi-partner and multi-level approach that consists of phases and elements that have normally been seen to be part of an effective country programme that builds the foundation for action against child labour. While the elements can be seen as following a sequential approach, they are primarily complementary and the idea is that the specifics of the national situation will allow a particular country programme to identify appropriate entry points and start with those elements that are most conducive for the process. As the country programme develops and the basis emerges for other elements and further work with existing elements, initiatives within these elements can be put in place. As the ultimate goal is to achieve sustainability, the country programme aims to integrate child labour issues into the agenda of key ministries, Employers' and Workers' organizations and NGOs. IPEC has developed Action Programmes⁵² with the Ministries of Labour, Education, Information, Municipality of Sanna, Employers' and Workers' organizations.

To date the Yemen Country Programme has implemented 13 Action Programmes (see Annex 2) which are strategically linked to the programmes development and immediate objectives.

Development Objective: The programme will contribute to the elimination of exploitative child labour in Yemen

Immediate Objectives:

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

During the programme the Government of Yemen committed itself to the formulation and adoption of a national child labour policy. IPEC in collaboration with the UCW (Understanding Children's Work, a joint programme of UNICEF, the World Bank and IPEC) provided technical support to the Ministry of Labour and Social Affairs (MOLSA) to conduct both an in-depth situation analysis on child labour and a review of related policies. Based on the results of various studies undertaken by the partners, a task group comprised of representatives of IPEC, government and non-governmental organizations, the World Bank

⁵² Action Programmes are sub-project or specific components of the project

and UNICEF was set up and charged with formulating a draft National Policy and Programme Framework. IPEC provides assistance to the MOL to revise and update the draft NPPF and the draft was finalized in May 2005.

To provide further technical assistance to the Government of Yemen on its development and implementation of its NPPF, the IPEC programme will continue after the current phase of the programme. The next phase of the programme will commence in 2005 and has an end date of 2007.

Background to Final Evaluation

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

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

A mid-term evaluation conducted by an independent evaluation team took place in October 2003. The results of the mid-term evaluation were used in the planning of the next phase. Following consultations with key stakeholders, it was decided that the final evaluation take place in July 2005.

The present Terms of Reference for the evaluation were prepared based on a consultative process with key stakeholders who have been asked to provide inputs on the purpose, questions to address and methodology of the evaluation.

II. Scope and Purpose

Scope

The scope of the evaluation includes all project activities to date including Action Programmes. The evaluation should look at the project as a whole and address issues of project design, implementation, lessons learned, replicability and recommendations for future programmes and any specific recommendations for use in Phase II of the programme in Yemen.

Purpose

The purpose of the present evaluation should be to assess whether the objectives of the project were achieved by comparing the intended outputs with the actual outputs. The evaluation should assess the overall impact of the project at different levels such as at policy level, beneficiaries level, community level and household level. The evaluation should try to assess the effectiveness of the project operation/implementation and management both at the implementing agency level and at IPEC level. It should analyze strategies and models of intervention used, document lessons learned and potential good practices, and provide recommendations on how to integrate these into planning processes and implementation of future IPEC activities in Yemen. A particular focus should be to identify elements of effective models of intervention.

III. Suggested Aspects to be Addressed in the Evaluation

The evaluation should address the overall ILO evaluation concerns such as **relevance, effectiveness, efficiency** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects* and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*. The following are the broad suggested aspects that can be identified at this point 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 DED. The evaluation instrument prepared by the evaluation team will indicate further selected specific aspects to be addressed.

Design

- Assess whether the project design was logical and coherent and took into account the validity and practicality of institutional arrangements, roles, capacity and commitment of stakeholders.
- Analyse whether available information on the socio-economic, cultural and political situation in Yemen was taken into consideration at the time of the design and whether these were taken into consideration and reflected in the design of the project.
- To what extent were external factors identified and assumptions identified at the time of design?
- Were indicators of achievement and means of verification appropriately designed?
- 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.
- Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the 13 Action Programmes designed under the programme provide clear linkages and complement each other regarding the project strategies and project components of intervention? Specifically regarding

Project strategies:

- Policy (NPPF), programme planning, research and documentation
- Capacity building
- Target social partners (direct action)
- Community empowerment and community based child monitoring

Project Component of Intervention:

- Awareness raising/advocacy and sensitizing on child labour related issues
- Non-formal and formal education
- Vocational skills training
- Child labour monitoring (workplace and community monitoring)
- Economic empowerment programmes for income generation and prevention/removal
- Legislation, policy development and enforcement
- Capacity building among program implementers
- Sustainability and ownership

Achievements (Implementation and Effectiveness)

- Examine the preparatory outputs of the delivery process in terms of timeliness and identifying the appropriate resources/persons to implement the process

- Assess the reasons for the project extension of 6 months, why was the project not able to complete activities in the original timeframe. What were the causes for the delay and how could they have been avoided?
- Assess the efficiency of the programme ie compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Examine delivery of project outputs in terms of quality and quantity, were they delivered in a timely manner?
- Assess whether the project has achieved its intended outputs and whether it has achieved its objectives
- Review whether the technical guidance provided by project staff, partner organizations and relevant ILO units were adequate
- Examine the NSC mechanism. How did this structure participate in terms of programme implementation? How effective has it been in carrying out its duties?
- Assess the working relationship between the NSC and the implementing agencies, partners and between the implementing agencies and programme staff. Does the programme provide adequate support to its implementing agencies and partners?
- Assess whether the recommendations made in the mid-term evaluation were considered and if appropriate acted upon and to what effect.
- How were the strategies for child labour monitoring implemented and coordinated?
- Examine the networks that were built between organizations and government agencies working to address child labour on the national, provincial and local levels.
- Assess the level of government involvement to and support for the project and for the future programmes aimed to eliminate the worst forms of child labour in Yemen.
- Assess the capacity of implementing agencies to implement the designed Action Programmes.
- Assess the effectiveness of the different action programmes implemented and their contribution to the immediate objectives of the project.
- Has the capacity of community level agencies and organizations in Yemen been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour? Has the entire target population been reached?
- Were the expected outputs delivered in a timely manner, with the appropriate quantity and quality?
- Which are the mechanisms in place for programme monitoring? Please assess the quality and use of work plans and monitoring plans.
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?

Relevance of the Project

- Examine whether the project responded to the real needs of the beneficiaries
- Validity of the project approach and strategies and their potential to replicate
- Assess whether the problems and needs that gave rise to the project still exists or have changed
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the programme based on the finding of baseline surveys.
- How does the strategy used in this programme fit in national development, education and anti-poverty efforts, existing policies and programmes on child labour and interventions carried out by other organizations?

Sustainability

- Assess to what extent a phase out strategy has been defined and what steps have been taken to ensure project sustainability
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners
- Identify and assess the long-term commitment and the technical and financial capacity of local/national institutions (including governments) and the target groups to continue delivering goods and services adequately.
- Identify whether actions have been taken to ensure the access of girls/other vulnerable groups to services and resources
- Examine whether socio-cultural and gender aspects endanger the sustainability of the project and assess whether actions have been taken to sensitise local institutions and target groups on these issues

Special Concerns

- Recommendations should be identified to aid set up and implementation of Phase II

IV. Expected Outputs of the Evaluation

- A desk review
- An evaluation instrument prepared by the evaluation team
- Field visits to project sites
- Stakeholder workshops facilitated by the evaluation team
- Draft evaluation report including stakeholder workshop proceedings and findings from field visits by evaluation team
- Final Report including:
 - ✓ Executive Summary
 - ✓ Clearly identified findings
 - ✓ Clearly identified conclusions and recommendations
 - ✓ Lessons learned
 - ✓ Potential good practices and effective models of intervention.
 - ✓ Appropriate Annexes including present TORs
 - ✓ Standard evaluation instrument matrix

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

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 the data from the evaluation rests jointly with ILO/IPEC and the ILO consultants. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC.

The final report will be circulated to key stakeholders (those participants present at stakeholder evaluation workshop will be considered key stakeholders) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the 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

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 DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The evaluation team will be asked to use the **standard evaluation instruments** that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.

The evaluation will be carried out using a desk review, field visits to project sites and Sanaa for consultations with project staff and project partners and beneficiaries and other key stakeholders and to hold a stakeholder workshop for further data collection.

The team will be made up of one international external consultant and one national consultant.

The evaluation team will be responsible for undertaking a desk review of the project files and documents, undertake visits to the project locations, facilitate the workshops and will be responsible for drafting the evaluation report. Upon feedback from stakeholders to the draft report, the consultant will further be responsible for finalizing the report incorporating any comments deemed appropriate.

Composition of the evaluation team:

The evaluation team will consist of an international evaluation consultant and a national evaluation consultant that previously have not been involved in the project. One of the consultants will be the team leader.

The background of the international evaluation consultant should include:

- ✓ Relevant background in social and/or economic development
- ✓ Experience in the design, management and evaluation of development projects, in particular with local development projects.
- ✓ Experience in evaluations in the UN system, preferably as team leader
- ✓ Relevant regional experience preferably prior working experience in Yemen
- ✓ Experience in the area of children's and child labour issues and rights-based approaches in a normative framework is highly appreciated.
- ✓ Experience in the area of education and legal issues would also be appreciated
- ✓ Experience in the UN system or similar international development experience
- ✓ Familiarity with and knowledge of specific thematic areas
- ✓ Fluency in English

- ✓ Experience facilitating workshops for evaluation findings

The background of the national evaluation consultant should include:

- ✓ Relevant background in social and/or economic development
- ✓ Experience in the design, management and evaluation of development projects, in particular with local development projects
- ✓ Technical knowledge of child labour in Yemen
- ✓ Fluency in Arabic and English
- ✓ Experience facilitating workshops for evaluation findings

The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office. DED will be responsible for consolidating the comments of stakeholders and submitting it to the international consultants.

Timetable and Workshop schedule:

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.

The team will be engaged for *5 work weeks of which two weeks will be in-country in Yemen*. The timetable and schedule is as follows:

Phase	Responsible Person	Tasks
I	Evaluation Consultant	<ul style="list-style-type: none"> ○ Telephone briefing with IPEC DED or in IPEC HQ ○ Desk Review of project related documents ○ Evaluation instrument based on desk review
II	Evaluation consultant with national consultant and logistical support by project	<ul style="list-style-type: none"> ○ In-country to Yemen for consultations with project staff ○ Field visits to project sites ○ Consultations with project staff ○ Consultations with project partners ○ Consultations with girls and boys, parents and other beneficiaries ○ Workshop with key stakeholders (1 day workshop)
III	Evaluation consultant	<ul style="list-style-type: none"> ○ Draft report based on consultations from field visits and desk review
IV	DED	<ul style="list-style-type: none"> ○ Circulate draft report to key stakeholders ○ Consolidate comments of stakeholders and send to team leader
V	Evaluation consultant	<ul style="list-style-type: none"> ○ Finalize the report including explanations on why comments were not included

Phase	Duration	Dates
I	5 work days	July 18-22
II	10 days	July 23-Aug. 1
III	5 days	August 2-8
IV	10 days	August 8-19
V	5 work days	August 25-31

Sources of Information and Consultations/Meetings

- DED guidelines and ILO guidelines
- Project document
- Progress reports/Status reports
- Technical and financial report of partner agencies
- Child Labour Monitoring System
- Good practices and Lessons learnt report
- Other studies and research undertaken
- Mid-term evaluation report
- Action Programme Summary Outlines
- Project files
- National workshop proceedings or summaries

Consultations with:

- Project management and staff
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- EI initiative: CHF International, CSSW
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- NSC members

Final Report Submission Procedure

For independent evaluations, the following procedure is used:

- The **team leader** will submit a draft report to **IPEC DED in Geneva**
- IPEC DED will forward a copy to **key stakeholders** for comments on factual issues and for clarifications
- **IPEC DED** will consolidate the comments and send these to the **evaluation team leader** by date agreed between DED and the evaluation team leader or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

VI. Resources and Management

Resources:

The resources required for this evaluation are:

- Fees for 25 days for an independent consultant
- Fees for travel to Yemen and DSA in Yemen as applicable and as set out in the ILO rules

National Consultant:

- Fees for 10 days for a national consultant

- DSA as appropriate if field visits outside of Sanaa are undertaken

For the evaluation exercise as a whole:

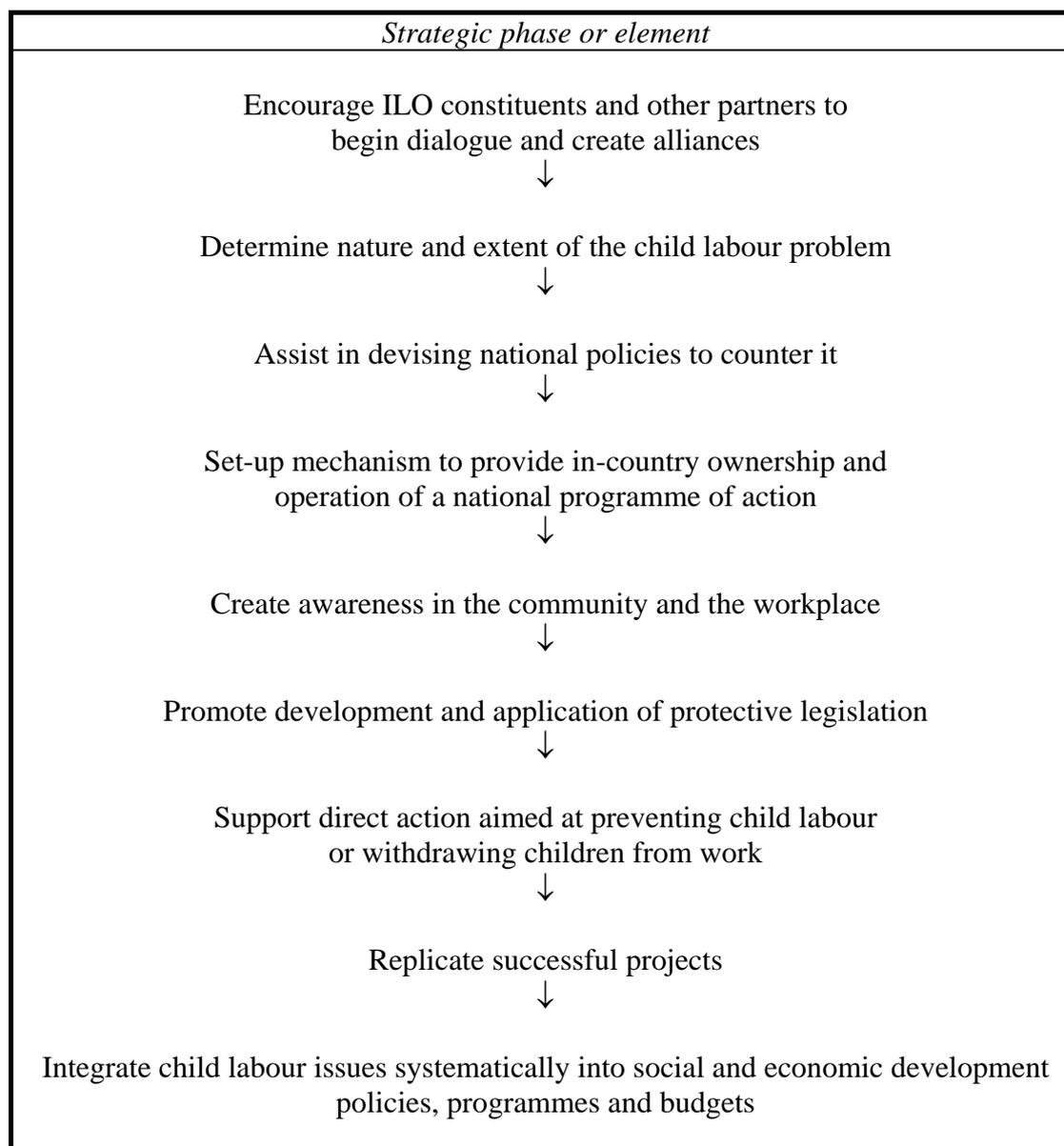
- Fees for local travel in-country
- Stakeholder workshop expenditures
- Any other miscellaneous costs

Management:

The evaluation team will report to IPEC DED in headquarters and should discuss any technical and methodological matters with DED should issues arise. IPEC project officials in Yemen will provide administrative and logistical support during the evaluation mission.

ILO/IPEC COUNTRY PROGRAMME APPROACH

Phased, multi-sectoral Strategy



List of Action Programmes

<i>Serial Number</i>	Title	Completion Date
P.26503.522.050	Enhancing the capacity of Child Labour Unit of the MOLSA	August 2003
P.26503.522.050	Enhancing the capacity of the General Federation of Workers' Unions in combating the problem of child labour in Yemen	August 2003
P.26503.522.050	Enhancing the capacity of the Child Labour Unit of the Federation of Chamber of Commerce and Industry	August 2003
P.26503.522.050	The development of National Policy and Programme Framework Phase I	June 2003
Mini Programme	Training of IPEC Partners	July 2001
P.26503.522.050	Development of Sustainable Media Campaign against child labour in Yemen	August 2003
P.26503.522.050	Baseline Survey on child labour and education	August 2003
P.26503.522.050	Enhancing capacity of the Ministry of Education to increase attendance, retention and performance rates of working children in the Primary Education System	November 2003
P.26503.522.050	Withdrawal, rehabilitation and prevention of child labour on the streets of Sanaa	November 2003
P.26503.522.050	Withdrawal, rehabilitation and prevention of rural child labour	November 2004
P.26503.522.050	Youth Mobilization against child labour through SCREAM	November 2004
	Community mobilization through NGOs in Combating Child Labour	Undetermined
	Finalization of National Policy and Programme Framework Phase I	Undetermined