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International Programme on the Elimination of Child Labour

IPEC Evaluation

**National Programme for the Prevention and
Elimination of Child Labour in Mongolia Phase II**

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**An independent mid-term evaluation by a team of external
consultants**

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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 its independence was not compromised during the process.

The evaluation was carried out a team of external consultants¹. The field mission took place in November 2004. The opinions and recommendations included in this report are those of the authors and do not compromise the ILO or any other organization involved in the project.

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EXECUTIVE SUMMARY

The report is based on a series of field visits and interviews carried out in Mongolia, 21 – 30 June 2004, with managers, field workers, police, teachers and children involved in some aspect of the programme for the Prevention and Elimination of Child Labour in Mongolia. Phase II of the programme began 30 September 2002. The evaluation was conceived as a mid-term review, preparatory to the carrying out of a final evaluation prior to its termination, 28 February 2005.

The conduct of the evaluation coincided with the national elections, held 27 June 2004. Both before and immediately after election day senior government officials and representatives of NGOs who had been standing for election were thus occupied, a fact which limited inquiries. Given that the composition of the Government was unknown at the time of the evaluation, it was not possible to come to a firm conclusion concerning the level of political commitment to the eradication of child labour. However, such indicators as were available were not encouraging.

A workshop held with representatives of the Implementing Agencies to validate the findings and begin to think about future actions was well attended and revealed a remarkable degree of enthusiasm and commitment to the cause of eliminating child labour in Mongolia, particularly among the NGO community. The Mongolian Employers Federation was particularly supportive.

Some of the strategic issues that will need to be addressed in formulating future actions against child labour in Mongolia can be worked upon during the remaining eight months of the programme; others will necessarily take more time. Movement to a *Time-bound programme* in Mongolia is not yet appropriate. The Government is not presently strong enough and does not appear sufficiently committed to the principles of Convention 182 to ensure the necessary action. Continuation of a national programme would however be possible. This would be worthwhile especially if it embraced the options outlined in the report. Alternatively, consideration could be given to the setting up a one or more thematic country projects to eliminate the worse forms of child labour, for example in gold mining or the sex industry.

The programme design was well suited to the environment in 2002. The programme document was remarkably well researched and was put together with an eye to most of the important strategic issues. Wisely, at that stage institution building was not placed center stage. Effort concentrated instead on the development of a large number of individual action programmes, each of which was supported by its own project document, budget and implementing agency. However, servicing the needs of these action programmes proved to be a task disproportionate to the number of professional staff available in the Programme Office. In future advantages may be realized by facilitating active cooperation between the individual implementing agencies.

The number of direct beneficiaries is being monitored but a complete picture is not yet to hand. Public awareness raising has been a conspicuous success and is undoubtedly one of the two most significant achievements. The other is the work that has been done to get drop out children back into school using catch-up classes run along child-friendly lines. Success in helping older children – with vocational training and with learning kits to use at home, etc., is less conspicuous.

The Ministry of Social Welfare and Labour has a mandate to monitor, control and prevent child labour. In the area of policy development considerable advances have been made. However, for a variety of reasons it has not yet been possible to translate policy intentions into significant practical action. The National Department for Children, which receives funds and guidance from the Ministry but operates under the auspices of the National Council for Children, is a relatively weak institution that seems unable to provide the leadership necessary for effective action.

The ILO /IPEC programme in Mongolia is a recent initiative. Notwithstanding this fact, substantial progress has been made. A minimum consensus has been achieved within the society that child labour should be eliminated, at least among those institutions and individuals with whom the programme has come into contact. Further work is needed to ensure that effective action does indeed flow from the consensus that has been generated. Although the NGO community can plug some of the gaps, certain services are beyond the capacity of private organizations working without significant government support. It is also clear that government can not hope to deal alone with prevailing social issues;

alliances must be formed between non-governmental organizations and the state and between the public and private sectors.

The ILO /IPEC programme has adopted an approach that is aimed at removing individual children from labour and at risk situations. While this brings undoubted benefits to individual children, the social work approach is quite expensive in terms of its resource inputs. Redressing the underlying economic problems which the families face requires specialist knowledge and an advanced level of organization. Although some non-governmental organizations in Mongolia are moving in this direction, few have reached a level of sophistication that can assure success.

In as much as the present approaches will not be enough on their own to eradicate the practice of child labour, it has now become necessary to frame the additional strategy of campaigning and social lobbying. Concerned organizations must learn to see their role as one of political persuasion and agitation for change, not merely as the providers of succor to the poor. There are many demands on the national exchequer and to ensure that the issue of child labour received its proper due, efforts must be made to bring the issue center stage in the minds of the relevant decision makers. The task of the donor community must be to support and accelerate this process and ensure that the concerned organizations have access to the best professional advice in this well-charted field of social campaigning.

Financing ongoing work to eradicate child labour remains problematic. Organizations such as trade unions and the Employers Federation are better placed to continue working to this end: they derive income from membership subscriptions. A few NGOs have developed an entrepreneurial approach to income generation but the work of most remains dependent on grants from international donors. A concerted effort is recommended, focusing on institution building and the achievement of greater financial independence for those organizations working in the field.

As national institutions arise to address the problems newly recognized, the need for international leadership becomes correspondingly less. It is suggested that the responsibility for any future programme in Mongolia addressing child labour issues be devolved to a competent national body. Such a body does not yet exist, but the remaining eight months of the Phase II programme could be used to foment such a body based on an association of the existing implementing agencies. In this context, the composition, role and performance of the National Steering Committee merits review.

Detailed recommendations are included in the report concerning public information and awareness raising; practices relating to getting children back into school; the management of training; the application of low-cost technology for the alleviation of the worst forms of child labour; approaching the elimination of child labour as an aspect of health and safety at work – particularly the importance of strengthening the labour inspection service; and programme management and monitoring. Chapter 5 of the reports contains 24 practices identified that appear to have potential for replication both within and outside of Mongolia.

I. INTRODUCTION

This report is based on a series of field visits and interviews carried out in Mongolia, 21 – 30 June 2004, with managers, field workers, police, teachers and children involved in some aspect of the programme currently operating.² The information presented is supplemented by selected comments and recommendations emerging from a workshop with representatives of Implementing Agencies that was held in Ulaan Baatar, 1 July.

The evaluation team comprised Dr Alan J. Taylor, independent consultant, and an interpreter/translator, Mr Boldbaatar Bazar. The team was accompanied and assisted throughout by the National Programme Manager and by an Associate Expert from the IPEC Regional Office in Bangkok. The two mentioned ILO staffers contributed enormously to the process of data collection, as did the Programme support staff who laboured to retrieve and compile information from files. Responsibility for the findings however lies entirely with the evaluator.

Phase II of the National Programme for the Prevention and Elimination of Child Labour in Mongolia began 30 August 2002. The evaluation was conceived as a mid-term review, preparatory to the carrying out of a final evaluation of the Programme before its expiry, scheduled for 28 February 2005.

The conduct of the evaluation coincided with the national elections in Mongolia, held 27 June 2004. Both before and immediately after election day a number of senior government officials and representatives of NGOs who had been standing for election were occupied with the associated responsibilities. It was therefore not always possible for the evaluation team to meet with key decision makers. Nevertheless, the evaluators were received throughout with great courtesy and all organizations and informants extended the utmost cooperation. The evaluators would like to thank all who gave up their time to assist in the process.

The workshop was well attended and revealed a remarkable degree of enthusiasm and commitment to the cause of child labour in Mongolia. The Evaluation Team Leader made a presentation of his findings and recommendations. Group and plenary discussions followed, the notes from which are reproduced as Annex 7.

It was perhaps unfortunate that results from the baseline survey, foreseen in the programme design and carried out by the National Statistical Office, were not due to be released until July 2004, i.e. shortly after the mid-term evaluation was concluded. This labour force sample survey was expected to shed light on the macro-picture so far as child labour in Mongolia was concerned. The implications from these findings will need to be reviewed during the final evaluation.

One of the characteristics of the programme being evaluated is that there was (and is) an unusually large number of stakeholders at every level.³ From each level a multitude of requests, opinions and proposals has emerged which the respective stakeholders would like to see addressed in the evaluation. The present report is formulated in accordance with the terms of reference for the assignment as shown in Annex 1, supplemented by information provided by the Design, Evaluation and Documentation Section of IPEC in Geneva and by the donor – the US Department of Labour. Given the limitation on space and time available for the preparation of the report, it is not possible to do justice to all of the many requests that have emerged. Nevertheless it is hoped that what is presented serves the purpose of stimulating ongoing reflection and debate that will, ultimately, be useful to all of those who are involved in the eradication of child labour.

The report draws attention to some of the strategic issues that will need to be addressed in formulating future actions against child labour in Mongolia. Some of these issues can be worked upon during the remaining eight months of the Phase II; others will necessarily require more time. The modality by which this is possible will depend partly on the availability of donor resources but, equally, on the level of political commitment that the Government of Mongolia is able to make to the task of

²The intended beneficiaries of the programme -working children and those at risk, as well as parents - were involved as respondents only to a very limited extent. Information obtained from children came almost entirely from those engaged in non-formal education classes.

³ The levels are illustrated in a diagram appearing at the end of Chapter 3.

eliminating child labour. Given that the composition of the Government was still unknown at the time the field work for the evaluation was being carried out, it was not possible to come to a firm conclusion on this matter. This must however be of central importance when it comes to the final evaluation in February 2005.

During the course of the next eight months the Government will have the opportunity to demonstrate the extent of its commitment to the eradication of child labour. This will, in turn, influence decision making by ILO /IPEC and by the donor on the type and magnitude of assistance that might be made available. In this connection, the review and approval of the various strategies and plans that have already been drafted will be important. Such approvals will carry little weight, however, in the absence of workable institutional arrangements. The single most potent factor determining policy effectiveness will be the quality of the leadership that can be made available to the community of concerned Government agencies and non-governmental organizations. Leadership is influenced by, but not wholly determined by, sensible institutional arrangements. Although the present evaluation does not dwell on this issue, it must perforce be central to all future decision making.

II. FINDINGS

1. PROGRAMME DESIGN AND RELEVANCE

The programme design was well suited to the needs of Mongolia in 2002. Phase II of the programme was informed by the situation concerning the child labour as it came to be known and understood during the Phase I, and the organizational knowledge and relationships established during the earlier phase were built upon. The programme document was remarkably well researched and was put together with an eye to most of the important strategic issues. Wisely, at that juncture, institution building was not placed center stage⁴ but effort was concentrated instead on the development of a large number of individual action programmes (APs), each of which was supported by its own project document, budget and implementing agency.

The decision to work through 18 separate field level action programmes was a courageous one. This was so in light of the fact that the National ILO/IPEC Programme Office was extremely limited in the number of professional staff available to it, and in light of the fact that many of the implementing agencies were relatively inexperienced in the type of work that was planned. The fact that the approach succeeded as well as it did is a tribute both to the degree of commitment displayed by most of the implementing agencies, as well as to the intelligence and extreme hard work of the Programme Manager.

The strategy of working with 18 separate implementing agencies and, through them, providing services and practical help to many schools, child victims and their families, as well as local authorities, has resulted in a significant increase in understanding of the circumstances within which child labour flourishes. Practical involvement with the victims' circumstances has helped to foster a strong consensus that its elimination is highly desirable. It must be noted that this change in attitude does not necessarily extend to all sections of the society and can not be expected to have penetrated to all parts of the country. A good beginning has however been made in what is likely to be a long process.

Many of the action programmes share similar aims, especially those that are concerned to get working children back into school or into some form of vocational training. The carrying out of small studies or surveys is common feature of many of the APs, as also is the preparation of handbooks and informational materials used in public awareness raising.

Much of this work has been carried out by the implementing agencies working alone or, more exactly, in a bi-lateral relationship with the National Programme Office. While it would not be wise to jump to the conclusion that there has been duplication of effort (surveys do not necessarily focus on the same topic and handbooks are generally prepared for different types of public servants) some synergies and cross-fertilization may be obtained by facilitating closer cooperation between the agencies concerned.

⁴ Few institution building programmes engineered from outside deliver sustainable results. IB programmes can be useful where competent leaders have been identified and are available to channel the necessary technical and financial support. Assisting several small scale initiatives helps to identify such leaders.

This could lead to the obtaining of greater impact and, beyond this, to the building of a coalition of concerned organizations.

2. PERFORMANCE AND ACHIEVEMENTS - EFFECTIVENESS

Direct Beneficiaries

Planning documents suggested that in its second phase the programme would bring benefits to at least 1,920 working children and a further group of 780 children at risk. These numbers included children involved in coal mining, gold mining, scavenging, prostitution, those in the informal sector, and school dropouts. At the national level the tally has not yet been compiled. However all of the implementing agencies who are dealing with individual children keep records and submit progress reports three times a year. In several cases the managers of these operations stated that the number of children that they had been able to help was greater than the target. A reading on actual performance must await the final evaluation.⁵

Public Awareness and Information

Most of the action programmes contained an important element of public awareness raising. This has been targeted, for example, on the families of working children, employers, local government officials, authorities regulating the market places where the children work, teachers and school managers. These efforts appear to have been remarkably effective, with the cooperation of a large number of local entities having been secured. This awareness raising is undoubtedly one of the two most significant achievements of the programme to date.

The value of the work on public education notwithstanding, the quality of the material produced by the action programmes varies widely. Some is first class, while the messages contained in other material is not immediately apparent, even to a native speaker of the language.

Basic and Non-Formal Education

The other significant contribution of the Programme has been in enabling a large number of school-age children to return to school, where they have participated in “catch-up” classes that have enabled them to reintegrate with the regular school system. This has been enormously popular with the children themselves as well as with their parents. Children drop out of school for many reasons, including ill-health, falling behind with class work and having to deal with an unsympathetic teacher, as well as the need to help the family with herding and other income-producing activities. Having the opportunity to return to school and /or to go on for some form of further training has been a salvation for many who would otherwise have been deprived of a basic education.

The catch-up classes are organized under the label “non-formal education” although, strictly speaking, the kind of education that is offered to the drop-out children is very much in line with what is offered within the formal system. Indeed, as already stated, the primary objective is to get the children back into the formal system. Thus, textbooks have been developed and are being used that are more or less scaled-down versions of the textbooks that are used in the regular grades, the main difference being in the omission of exercises and other material considered superfluous.

The NFE classes do differ from regular school in that they are child-centered, with the teacher adjusting lessons according to the age, previous schooling and capacity of the individual child. The teachers show love and care to the children, who clearly flourish in an environment which is very different from what most of them have experienced before dropping out of school. Coming as they do from the most disadvantaged sections of the community, the children tend to suffer from extremely low self-esteem. The NFE classes restore self-confidence and, in most cases, succeed in bring the child

⁵ The number of direct beneficiaries (number of children benefited from NFE training, skills training) is collected from implementing agencies twice a year in association with the submission of the IPEC technical progress report to the DOL in September and March. The latest data available, March 2004, is available with the project office.

up to a level where he or she is able to move on to regular school or, for the older age groups, to home study. Occasionally for the older children vocational training is an additional option.

Although one or two of the textbooks used in the NFE classes deal with the rural scene, by and large income-generation and rural life-skills do not feature greatly in the curricula. This is a criticism that can be directed at the irrelevance of much education that is provided for the population in general. Nevertheless, in as much as it is poverty that is generally the underlying factor responsible for the children dropping out of school in the first place, it seems unfortunate that the opportunity is not taken to provide the children -and hence their families - with material that would enable them climb out of the situation. At the very least, greater efforts could be made to ensure that the NFE classes are genuinely interesting and relevant to family needs. To this end, in some areas cooperation has been achieved between the local government education officials and a trade union branch.

The text books that have been produced for use in the NFE classes vary considerably in their quality of presentation. Notwithstanding the efforts of the Ministry of Education's Department of Non-Formal Education, the opportunity is being missed to produce material to the best international standard. The cost of colour reproduction is certainly an issue, but much could be achieved with more imaginative layout, line drawings, cartoons and other illustrations.

The cost of the teachers' time, food and (where necessary) accommodation for the children in NFE classes, has been paid for from the programme budget. In view of its experimental nature this element in the programme was perfectly justified. Regular school classes are financed from per-capita payments provided by the Ministry of Education for each child registered at the commencement of the school year. It is reasonable to expect that in the future such payments be available to support also those children who need the NFE style of education, even if they need to begin after the start of the school year. The absence of such an arrangement discriminates against children from the poorest backgrounds.

In some places school management policies may need to be adjusted in favour of the disadvantaged. It is reported that some school managers have been unwilling to see a NFE class for drop out children set up in their school on the grounds that this creates "a school within a school". Such thinking undermines the possibility of creating a more inclusive society, where every child is valued and cared for according to his or her needs. As well denying the rights of the child, such attitudes jeopardize the economic future of the country.

The attitudes of school teachers generally constitute a particular danger to children at risk. As explained, many children drop out of school because of the unsympathetic and unsupportive attitude of the teachers – who are remunerated and promoted based on the examination performance of the more able students. In this context, even if children do catch up through the NFE classes, there is an extreme danger of them slipping back after they reintegrate with the main school system. In many cases it would be preferable to keep the disadvantaged children together, so that an education can be provided that is appropriate to their needs. In the long-term, more socially inclusive policies in the regular school class room is undoubtedly the best answer.

Employment Promotion

At the design phase the expectation was that for older children, in lieu of a return to schooling, vocational training or a home-learning package would be provided. The extent to which it has been possible to arrange such training is uncertain, but the process appears not to have been very easy. For this group of children a review is needed of the arrangements for providing vocational training and employment services, specifically under the Government's Employment Promotion Fund.⁶

A proposal that small income generating loans be made available to families with working children or children at risk was turned down by IPEC as being inconsistent with the donor's policies. In any case, the design and operation of loan schemes is a specialized business and one not to be recommended without adequate technical and social arrangements. Some of the implementing agencies have resorted to giving small grants or loans to enable families to address the pressures that cause their children to work. Even so, the arrangements are patchy and of uncertain consequence in addressing the underlying problem of poverty. A review of the system(s) available for the making of small loans and income generation grants, and their contribution to eliminating child labour, would be useful.⁷

Capacity Development and Training

The Ministry of Social Welfare and Labour has a mandate to monitor, control and prevent child labour. To this end, the objectives of the second phase were to support the Ministry in policy development, translate policies into action, strengthen the enforcement of existing laws, develop additional legislation relevant to the informal sector, and strengthen coordination and networking with other actors.

In the area of policy development considerable advances have been made. On 20 December 2002 *The National Programme of Action for the Development and Protection of Children 2002-2010* was published under the signature of the Prime Minister, acting in also his capacity as Head of the National Council for Children. A draft paper was issued by the Ministry entitled *National Sub-Programme on Fighting the Worst Forms of Child Labour*. This paper currently awaits Cabinet approval. One may also mention the publication of a *Social Security Sector Strategy Paper*, November 2003, containing provisions relevant to child labour. A summary of other policy developments is set out in Annex 3.

For a variety of reasons, it has not yet been possible to translate policy intentions into significant practical action. During the course of the programme mainstreaming project activities with the Government's initiatives was expected, especially in the area of non-formal education and vocational training. However, although protracted and repeated discussions have taken place with the relevant authorities, significant results are yet to appear. Partly the problem lies in the insufficiency of personnel within the Ministry to address child labour issues - a limitation forced upon Government by World Bank strictures on the size of the civil service. During 2004 the problem was also the upcoming national elections and the consequent partial paralysis of government functions.

The National Department for Children, which receives funds and guidance from the Ministry but operates under the auspices of the National Council for Children, may be supposed to extend leadership in this area. However, it too has been hamstrung by a number of factors. These include excessively complex institutional arrangements; too many functions in relation to its lack of experience; a focus on projects rather than national policy (arising perhaps from the fact that two-

⁶ At the time of the evaluation an action programme to review and improve vocational training for adolescents had been developed and was at the stage of obtaining technical approval from IPEC.

⁷ In particular, it may be useful to re-examine whether it is strictly necessary to interpret the donor's requirement that unused funds be returned at the end of the project as precluding the granting of funds to be distributed by the Implementing Agencies as loans or grants. The IAs are closest to the need and in the best position to determine how the available resources should be used. If material resources can be provided without hindrance, why not cash? Well-intentioned donor requirements (and /or the interpretation thereof) may be counterproductive to the achievement of the objectives shared by all.

thirds of its budget originates with the community of international NGOs); poor vision; a civil service mentality; and unclear direction.

One of the objectives of the NDC under the ILO/IPEC Programme was to integrate child labour issues into the social work curriculum taught at the Pedagogical University and the University of Science and Technology. Discussions have been held with concerned institutions of higher education and with officials of the Ministry of Education, Culture and Science. A review has been undertaken of the existing curriculum and proposed improvements are to be pilot tested in the Social Work Departments of two institutions from September 2004.

Another objective was the development of a handbook for government staff in charge of children's issues. Unfortunately, the choice of an inappropriate strategy for the preparation of the handbook has resulted in a delay in implementation.

In the second phase of the programme it was hoped that training would focus on equipping labour inspectors with strategies and skills needed for the enforcement of the relevant national legislation. Engagement in this area has however been delayed, in part so that the National Sub-Programme on Combating the Worst Forms of Child Labour could be approved by the Cabinet.⁸

Other occupational groups for whom more conspicuous progress in capacity building has been achieved include school teachers - mainly through the Mongolian Enlightenment Federation of Trade Unions, and police officers - working through the Crime Prevention Division of the General Police Office.

Most of the action programmes provide for training to be delivered - for example to teachers, parents, local government workers, employers, and others who come into contact with children at work. In addition, the Programme Management Office was to arrange for training to be provided to the implementing agencies. Here, the purpose was to improve the capacity of their personnel to manage the APs and deliver services.

In the delivery of training at the local level substantial progress has been made. Annex 5 contains an analysis of the trainings given, as reported in the most recent monitoring forms submitted by the implementing agencies. Implementation of training at the programme level has been somewhat slower; five separate courses of one to five days duration having been organized at this level. Further efforts are expected during the remaining eight months.⁹

In addition to the formal training sessions, the National Programme Manager has devoted a considerable portion of her time to counseling and working with the AP managers and other personnel to help them confront the difficulties that they faced in designing and administering their work plan. In approximately half of the cases, eliminating child labour was a new field of action for the organizations concerned and, in the case of some of the smaller NGOs, the support that they received from ILO/IPEC represented their first substantial commission. Thus, a great deal of hand-holding was required and was ably provided by the NPM.

In some cases this work in capacity development has resulted in other international donor organizations seeking to channel their resources through the by ILO /IPEC-supported agencies. In particular, Save the Children Fund UK, and the AIDS Alliance have both been willing contributors.

3. PERFORMANCE AND ACHIEVEMENTS - EFFICIENCY

Several months delay was experienced in launching Phase II of the Programme, largely because time was required to assist the implementing agencies formulate their individual action programmes. A

⁸ Information to hand in November 2004 suggested that the training was to be undertaken in October 2004. A judgment on the appropriate sequencing of activities is of course best left to the National Programme Manager. However, the delay in starting up this critical training activity appears to have been explained, once again, by the pace of government procedures.

⁹ Agreement on the precise number of persons trained has been difficult to arrive at. The Programme Management Office is in the best position to provide an up to date report on the situation.

bottle neck was created by the need to have individual plans complete with justifications, logical frameworks and budgets, agreed between the Implementing Agency, the National Programme Office, the National Steering Committee and ILO /IPEC - either in Bangkok (if less than USD 20,000) or in Geneva (if more than USD 20,000). Material, prepared originally in the Mongolian language, had to be translated backward and forward into and from the English. This work, in addition to the heavy task of providing professional guidance to the implementing agencies, fell to the National Programme Manager.

Several of the implementing agencies have fallen behind their implementation schedule. This has been due in part to their lack of experience; in part to the natural vagaries of project implementation; and in part to the difficulties generated by the upcoming national elections. All of these factors together or individually may justify a no-cost extension of the Programme beyond February 2005 so as to compensate for the delays.

The success of the programme to date has been much influenced by the role of the National Programme Manager. The incumbent has devoted herself unstintingly and with unparalleled dedication to the variety of tasks that have presented themselves. In this, she has been supported by one Project Assistant (engaged from May 2003) and one Administrative Assistant.¹⁰ Given the enormous demands placed on staff in launching, training, counseling and supervising 18 separate APs, it is remarkable that so much has been achieved as it has. This does not mean that such a feat could or should be repeated. The imbalance between the number of professionally qualified personnel assigned to the National Programme Office on the one hand, and the size of the programme on the other - in terms of the number of implementing agencies, should have been identified at the time the APs were being formulated, if not already in the design phase.

The programme monitoring function has been carried out through the submission by the implementing agencies of a report, following a standard format, to the National Programme Office. This is supposedly done every four months, although delays in submission are often encountered. Progress reporting is viewed by some as a tedium, although many have found it to be a useful exercise in which one is required to collect one's thoughts and take stock. Generally, the requirements in this regard have not been found unreasonable.

Progress reports are supplemented by frequent telephone and face-to-face communications between the National Programme Office and the managers of the implementing agencies. Relatively little travel to the field is possible for the NPM, mainly for reason of lack of time. The PMO does not dispose of its own vehicle.

From the point of view of managing a national programme, that is one going beyond a collection of individual APs, the monitoring arrangements may be less than optimal.¹¹ What is in fact optimal rather depends on how one views the idea of a "national programme". If the programme is intended to achieve certain specified outcomes within a defined period of time, then a tighter system of reporting and tracking of progress on all fronts would appear to be necessary. This would not only provide greater accountability, it would also enable the NPM and the National Steering Committee to identify quickly where additional time and resources should be devoted.¹²

On the other hand, if the national programme is more accurately described as a collection of independent activities, all be they working towards a common goal, then monitoring progress by a National Programme Office may not be so important. In as much as the ILO /IPEC Programme is

¹⁰ However, these posts have not been filled on a continuous basis, the actual amount of staff time for the two support positions amounting to 28 months out of a total available of 42 months, i.e. two thirds of the budgetary commitment.

¹¹ The progress reports that appear in Annex 4 were compiled during the course of the evaluation at great cost of effort to the NPO personnel and the NPM, assisted by the Associate Expert from the IPEC Regional Office /Bangkok. The reports on file were often incomplete or seriously out of date and had to be supplemented by the NPM based on memory and personal knowledge.

¹² This last point assumes that the NPM has flexibility in the disposition of resources. In practice, approval of the NSC is required and, as mentioned further below, the Committee meets infrequently.

temporal and without any ongoing responsibility for the national scene, this second interpretation appears perfectly reasonable; the same would not hold true if the programme were managed by Government or some domestic entity.

In practice, the NPM has opted for the second interpretation. Given the need to build a consensus on the evils of child labour and the institutions to address it, this appears to be a reasonable approach. The alternative “total engineering” approach to project management is really only of relevance where the environment and the means are stable or, at least, predictable. In Mongolia, this is not necessarily the case.

III. CONSIDERATIONS RELATING TO FUTURE STRATEGY

The ILO /IPEC programme is a relatively recent initiative in Mongolia. Notwithstanding this fact, substantial progress has already been made. While it is too early to conclude that the society as a whole or the Government has embraced the letter of the relevant international conventions, there is a consensus that something should be done. As recent election campaigns have demonstrated, child welfare in general is of great public concern. Given the fact that 46.6 per cent of population is aged 18 or under, it is also of national importance.

Further work is needed to ensure that effective action flows from this reservoir of good will. Certain forms of child labour are deeply ingrained in the rural culture, especially for the herding of animals and domestic chores. Some sources have suggested that child labour may be increasing, certainly in the informal sector and possibly also in the formal sector as well.¹³ With the arrival of free enterprise many new employers have entered the economy, most of whom are unfamiliar with international conventions or their statutory responsibilities towards labour. If the donor and ILO /IPEC to withdraw from Mongolia at the end of the Phase II this would forge the opportunity to build on the gains that have already been made and would, indeed, risk sacrificing the gains that have already been made.

1. Political Commitment

The one important issue that the evaluation was unable to fathom was the degree of political commitment existing, to implementing in all respects the International Conventions on Child Labour to which Mongolia is party. Reasons for this have already been explained. At the time of writing the paralysis of government business that pertained during the long run up to the elections shows no signs of abating. Preliminary election results suggest that the two main political parties won almost exactly the same number of seats in the national parliament. Even if the current acrimonious debates concerning the contested constituencies can be resolved, it appears unlikely that a government can come to power any time soon armed with a strong mandate. Pushing for reform on child labour therefore seems unlikely to be a major preoccupation in government for some time.

This is not to suggest that members of any future Government will necessarily be uninterested in the issue of child labour; the problem is more one of other issues competing for attention, moreover in an environment where decision making is in any case difficult. As indicated above, a number of policy documents have been prepared by the Ministry of Social Affairs and Labour with assistance from the National Department for Children. While these are not perfect, their approval by Cabinet is seen as necessary, at least if the concomitant financial resources are to become available.

In respect of the degree of political commitment, all one can recommend is that the final evaluation seek to update the picture in the hope that, by February 2005, the political situation will have stabilized and the functions of government will have been restored sufficiently to allow of sound analysis.

2. National Plan of Action to Combat the Worst Forms of Child Labour

In underlining the importance of a commitment to action at the political level, a note may be inserted on the *National Sub-Programme on Fighting the Worst Forms of Child Labour*, drafted by the

¹³ The Labour Force Sample Survey that has been carried out the NSO may shed light on this assertion.

Ministry of Social Affairs and Labour following discussion held October 2002 with representatives of employers' and workers' organizations, NGOs and relevant government departments. Implementation of this sub-programme relies on the idea that each Ministry will formulate proposals for action against child labour, working in its own particular subject area. These proposals are then to go to the Ministry of Finance for approval of the necessary budget.

"Mainstreaming" in this way has become a popular approach in advocating actions that someone else should deal with, not only in the field of child labour. Yet in the absence of a high level of political commitment it seems unlikely that this approach will provide the necessary impetus to change. A particular problem is that the size of the civil service is being cut. Those civil servants who remain within the system are poorly paid and, at the same time, are expected to take on responsibility for the dealing with of a variety of additional issues and tasks that frequently go beyond their abilities.

Although the NGO community can plug some of the gaps, certain services are beyond the capacity of private organizations working without significant government support. A good example is the provision and management of shelters for children involved in prostitution. Such problems, as well as those of providing adequate leadership by the civil service in times of uncertainty, suggest the need to re-examine the allocation of personnel and to select and promote those individuals who display the necessary skills of leadership and diplomacy. In any case, it is clear that government can not hope to deal alone with prevailing social issues; alliances must be formed with local government as well as with relevant parts of the NGO community.¹⁴

3. Institutional Development

Fourteen years after the collapse of the centrally planned economic system Mongolian institutions are in a state of flux and regeneration. It is said that since 1990 some 1,000 new laws have been brought onto the statute book. Government ministries and departments have been reorganized (some several times), given new names and new missions. A thriving civil society has sprung up and the economy is slowing recovering, with a myriad of new enterprises appearing on every corner. At the same time, for the bulk of the population, conditions remain parlous and uncertain. For identifiable groups in the population conditions are as bad as may be found in almost any developing country.

In this situation, finding one's way takes time. The process of social reconstruction is necessary and painful, but never finished. Organizations arise in response to perceived social evils but then metamorphose into institutions having different purposes or different modus operandi. This is normal. In Mongolia a large number of organizations have emerged whose activists seek to address particular social problems by working with the victims to escape their travails. This is the social work or social assistance approach. The ILO /IPEC programme has adopted this model unquestioningly, based on the belief that the removal of individual children from labour and the protection of particular children at risk is the way to go.

Social work is quite expensive in terms of its human resource requirements, in the time and skill of professionals and volunteers alike. At the level of individual cases it's consequences are uncertain: there is no guarantee that a child removed from labour will not return there once the benefits of the programme come to an end. Furthermore, even where withdrawal is achieved for the cases in view, their pace may be taken by others who have been blocked by the absence of the economic opportunities that the beneficiaries occupied. On the other hand, attempting to redress the underlying economic problems which the families face requires specialist knowledge and an advanced level of organization. Few non-governmental organizations in Mongolia have reached this level of sophistication, although some are moving rapidly in this direction.

No one seeks to question the social work model. Indeed, engaging with it provides the organizations concerned with the knowledge and experience that they need in order to speak and write with authority

¹⁴ The suggestions, contained in the *National Sub-Programme*, for example that the Employment offices of MSLW be used to implement the policy, is unlikely to be enough.

on the subject. Yet it is clear that the social work and social assistance approach will not be enough to overcome the problem of child labour in Mongolia, and perhaps not in other countries, either.

To be effective against the exploitation of children, as against other problems having similar roots, it will be necessary to move from the pure social work approach to social lobbying. Concerned organizations must learn to see their role as one of political persuasion and agitation for change, not merely as the providers of succor to the poor. This trajectory is one that is already established by numerous civil society organizations elsewhere, no less in developing countries as in Europe or the United States. In Mongolia therefore, the task should be to accelerate this process and ensure that the concerned organizations reinforce their efforts along the political dimension while continuing to serve the individual victims and families who are in need of help today.

For those who have traditionally regarded themselves as teachers, social workers, local government workers, or simply good citizens living under a centralized regime, a paradigm shift of the kind described may be difficult to embrace. Of course, trying on ones own to bring pressure to bear on Government decision making is not likely to prove very fruitful. For technicians to become advocates against child labour it is important that one work collectively and that the objectives to work to are chosen by consensus.

Campaign objectives should be specific – with Yes /No indicators of achievement, realizable within limited time frames, and likely to bring real benefits to children in work. The messages should be crisp, easy to understand and actionable. Target institutions and target persons should be identified, and a plan of persuasion developed as one would with any campaign. The precise focus (child rights; quality of education; Government listing of the worst forms of child labour; etc., etc.) is not so important as the requirement that the objectives chosen be achieved and that they be seen to be achieved. Nothing motivates like success, so it is important that success come early on.

4. National Steering Committee

With assistance of the Ministry of Social Affairs and Labour, a National Steering Committee was formed to guide and supervise the ILO /IPEC Programme. To the date of the evaluation the NSC had held five meetings: the first in October 2002 and the four subsequent meetings in January, May, July and December 2003.

In the early months the NSC provided valuable insights and suggestions, which were especially helpful in the formulation and approval process for the action programmes. In line with a recommendation emerging from the Phase I evaluation, Committee members have been encouraged to visit the action programmes and familiarize themselves with work on the ground. However, it is understood that this has not generally happened.

In its initial formulation the NSC included representatives of three NGOs. However, following a proposal from the Ministry of Social Affairs and Labour, this was cut to one representative who was to serve on behalf of the NGO community as a whole. The rationale for this move is not entirely clear. Nevertheless, one may observe that it is within the NGO community that some of the most valuable experience resides concerning how to address the issue of child labour. It is therefore unfortunate that the Ministry should have taken such a step.

5. Sustainability

Sustainability of programme-initiated activities depends on at least three factors:

- (a) a minimum consensus within the society that child labour must be eradicated;
- (b) institutional capacity and commitment to ensure that the process of eradication continues; and (c) the availability of funds.

On the basis of the statements made to the evaluation mission, it is fair to conclude that the first of these conditions has been met, at least among those implementing agencies that have received support from the programme and the local officials and others with whom they have had to deal.

Achieving a consensus against child labour is more difficult among nomadic herding families, but is not impossible. Child labour became important to rural families after the collapse of the agricultural collectives in the late 1980s and early '90s. There is now a movement, supported by Government, to encourage rural herders to join in producer cooperatives. This may go some way towards alleviating the need for child labour from each family, so allowing more children to return to school.

Institutional capacity is much related to the available source of income, its regularity and magnitude. Beyond this, quality of leadership is obviously important: some organizations are blessed with leaders having a strong commitment to the eradication of child labour; others are not. Readiness to initiate and – more important – to sustain activities in the face of institutionalized indifference is a rare commodity. In a field as emotive and value-laden as child labour, so too is a readiness to adopt an objective approach to decision-making based on experience and an appreciation of the bigger picture.

The outstanding question is where funds can be obtained to sustain ongoing activities. Achieving auto-sustainability is unlikely for the obvious reason that the target group is made up of the poorest members of the society. Local government budgets are variable and, while some *aimag* and *soum* governors are able to allocate resources to address child labour issues, many can not. The NGO community is similarly variable: one or two NGOs have become expert fund-raisers – drawing on domestic sources as well as international donors; others have hardly begun to think about the prospect of fund-raising. In a more privileged position are those trade unions and the Employers Federation that are able to raise funds through membership subscriptions.

One or two employers have indicated a willingness to channel company funds to eliminate child labour in their sector. However, this would be on the condition that the Government offer tax breaks for such contributions.¹⁵ The fiscal wisdom of such a measure requires investigation.

Although substantial developments in fund-raising are possible, in the long term it appears likely that the only realistic source of income to support work for the elimination of child labour will be the national exchequer. It goes almost without saying that there are many demands on this source. To ensure that the issue of child labour received its proper due, efforts must be made to ensure that the issue is brought center stage in the minds of the relevant decision makers.

6. Programme Direction and Control

The ILO /IPEC programme – at least as visible in Mongolia – is unusual in the number of organizations and the number of different offices of the same organization, that have to be consulted before action becomes possible. A hierarchy of stakeholders looks something like the illustration set out on the following page.

The fact that the ILO is cast in the role of executing agency gives it certain responsibilities *vis a vis* the donor. However, it is not clear that the demands of the work justify the elaborate structure that is thus entailed. It is important to remember that the only action that is ultimately important to children in Mongolia is the interaction that takes place between the two final actors in the chain: the implementing agency together with the child and his or her family. All other arrangements serve purposes that are either intellectual or administrative.

Numerous reasons can be found to justify such arrangements. Ensuring a transfer of experience between one country and another is an obvious example. The National Programme Manager reports at least one instance where the ILO /Bangkok office was able to provide good advice. Keeping the donor's overhead costs low may be important, as also the need to maintain an international institution that continues to do related good work. However, in and of themselves, none of these reasons justify the need for multiple administrative units, widely spread geographically, all of whom are empowered to second-guess decisions made by the levels below.

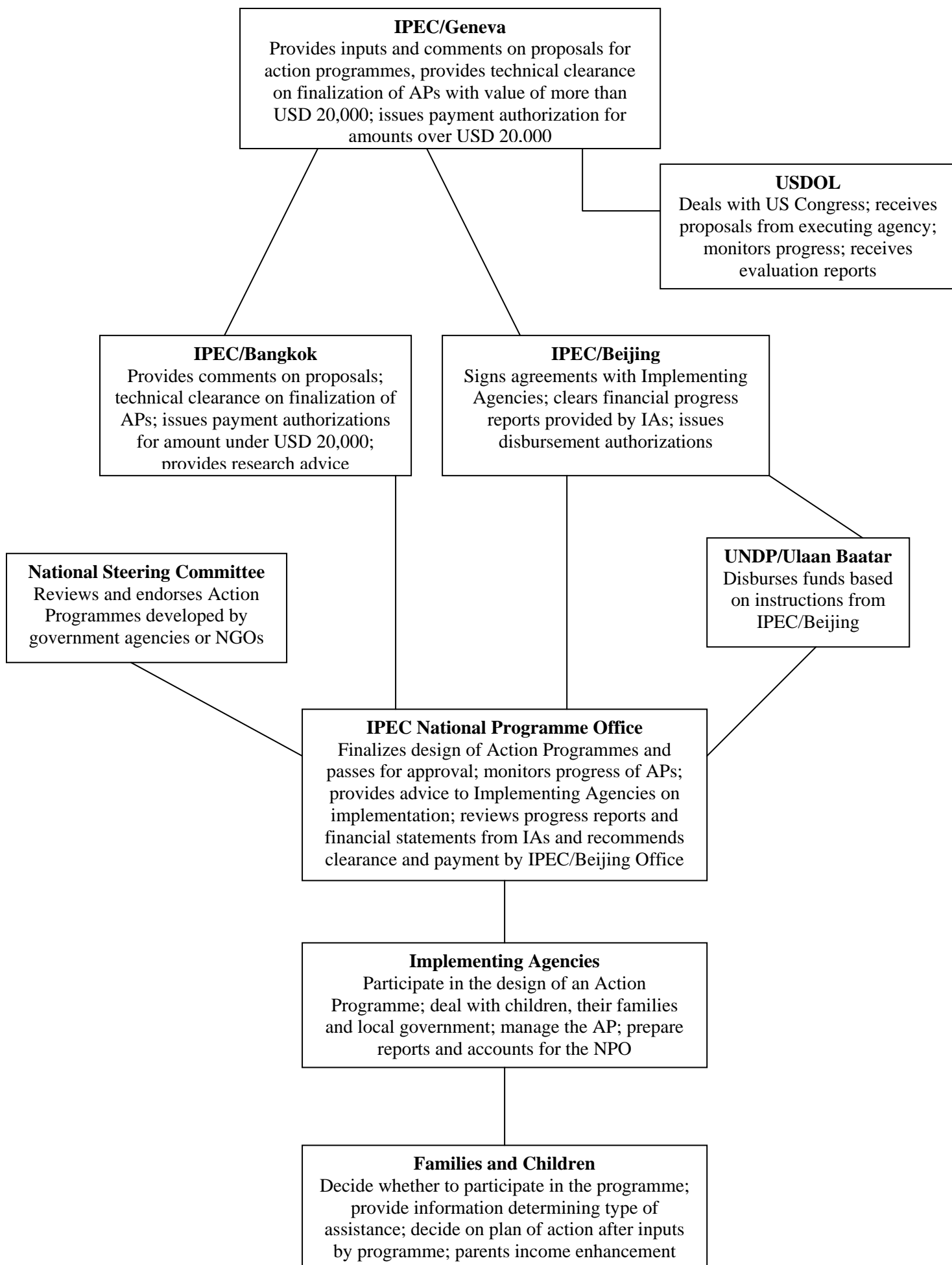
Present institutional arrangements are comprehensible given the fact that the problem of child labour is one that has been conceptualized internationally and largely outside the field of action. Nevertheless, as country-level institutions arise to address the problems found in their locality, the need for

¹⁵ Information provided by a representative of the Mongolian Employers Federation.

international leadership and oversight becomes correspondingly less. Certainly, national drive is essential to success, and there is no doubt at all that leaders can be found who are capable of exercising initiative, given the encouragement to do so. It may yet be too early to suggest that Mongolia will make its own way in this field unaided. Nevertheless, the point must come when responsibility for the management of child labour issues rests entirely with national institutions.

It would be preferable that such a point is reached while significant funding is still available to undertake meaningful work – including, most importantly, work on ensuring the sustainability of activities. It is therefore suggested that the responsibility for any future programme in Mongolia addressing child labour issues be devolved to a competent national body. Such a body does not yet exist, but the remaining eight months of the Phase II programme could be used to create such a body so as to allow devolution of the ultimate responsibility.

Devolution of authority for decision making on the use of funds entails the need for adequate checks on their appropriate use. The present programme has not been subject to audit. Any devolved programme would require independent annual audits. Additional efforts would also need to be made, presumably through IPEC /ILO, to ensure that appropriate technical advice and support was made available in a timely manner.



IV. RECOMMENDATIONS

1. Public Awareness and Information

Public awareness is a fragile commodity, especially if running against other established norms. A public information campaign is only likely to achieve lasting impact if it continues for some time and is connected with other developments in the society, such as a change in the law or improvement in enforcement. For these reasons it is essential that any future programme against child labour continue to devote resources to the financing of an ongoing public information campaign.

To ensure maximum efficacy it would be wise to target efforts on those parts of the society where decision makers are likely to have a central role in implementing the desired policies.

To improve the quality and consistency of the public information material that is produced, an open competition should be held to select suitable national consultants skilled in social marketing. Implementing agencies should be encouraged to use the services of this supplier and, accordingly, should participate in the selection process.

The National Programme Office should establish a central repository of all public information and education material produced relating to child labour in Mongolia and should make this material available to all Implementing Agencies that engage in similar or related work. The ILO /IPEC should supplement this material with the best that is available internationally.

Effective action for the elimination of child labour must be based on a detailed understanding of its causes. Future research and awareness raising should concentrate on the situation pertaining in specific industries. The factors that lead to children working in the sex industry, for example, may be very different from those that lead to children working in gold mines or in public market places.

Historically, the introduction of technology has played a large part in the mitigation of social problems; at least this has been the case in other countries. In certain industries the evils associated with child labour may be mitigated by the introduction of relevant low-cost solutions. In artisanal gold mining, for example, small sealed retorts may be introduced to limit the emission of poisonous mercury vapour. Appropriate forms of hand-cart or barrow may help to reduce the strain for children (and adults) who are engaged as market porters, etc. Although technological solutions have not traditionally been part of the ILO /IPEC repertoire, there is no reason why the organization should eschew this kind of assistance. It is therefore recommended that industry studies (recommended above) should be accompanied by the identification and appraisal of available technological options.

2. Basic Non-Formal Education

In relation to some of the material that has already been prepared for use in the non-formal education classes, and any new material that might be developed in the future, consideration should be given to presenting it in modules suited to different age and ability groups.

New teaching materials should be developed that is oriented to income generation and the economic needs of poor families.

A consultant /trainer should be made available to provide guidance on the best international practices in the design and lay-out of text books and teaching materials. If such an expert can be identified within Mongolia this would be optimal, although this should not exclude the possibility of bringing in an international expert in the field.

Teaching materials other than text books are in short supply. Consideration should be given to preparing suitable classroom teaching aids, reproducing and making them available centrally.

The Ministry of Finance should be prevailed upon to make available funds on a per capita basis to cover the educational needs of all children, inclusive of those in non-formal classes and those who take up school after commencement of the school year.

While the Ministry of Education Culture and Science does not have a policy to limit opportunities for NFE training within the existing school system, the Ministry should nevertheless be invited to encourage School Managers to permit NFE or catch-up classes within the existing school regime.

The performance appraisal system applied to school teachers should be revised to ensure that weaker pupils are not disadvantaged in their education.¹⁶

A review should be carried out of the arrangements available for providing vocational training and employment services for older children. Such an activity is already planned and is to be carried out during the remainder of Phase II.

A review should be carried out of the system(s) available for the making of small loans and income generation grants, and their consequence for eliminating child labour.

3. Training

During the remaining eight months of Phase II the opportunity should be taken to provide such additional training for capacity building as may benefit the implementing agencies.¹⁷ The provision of training may be facilitated by the formation of an association of the kind described below under heading # 5, *Sustainability*.

In all development sectors a great deal of effort is devoted to training. Much of this falls short of the desired impact. It is therefore important to monitor the impact of training - at the individual level on attitudes and behaviour, as well as at the institutional level of policies and action. It is the behaviour and actions that count and which provide the best indicators of the underlying intentions. At least one of the implementing agencies (MOEF) already plans to carry out evaluations of training impact. This approach should be encouraged among all the implementing agencies and adopted by the Programme Management Office itself.

Social workers, teachers, police and others such as hotel workers, often have to deal with stressful situations arising from their attempts to protect children at work. Some of these front-line workers in the fight against child labour would benefit from skills training and counseling designed help them to cope with the difficult situations that they face. In the case of volunteer social workers, who encounter some of the worse conditions - for example on dump sites or in dealing with children involved in prostitution, additional training may help to reduce burn out and the relatively high turnover that is encountered among such personnel.

4. Programme management

In any future similar programme – in Mongolia but more particularly elsewhere, care should be taken by ILO /IPEC to ensure a reasonable balance between the work load and the available expertise. In particular, it should be noted that dealing with a large number of individual action programmes is extremely time-consuming. As a strategy, relying on the personal commitment of one National Programme Manager is unsafe and does not husband the available human resources.

¹⁶ The Mongolian Enlightenment Free Trade Unions (the Teachers' TU) seeks to negotiate a change in the appraisal system with the Ministry of Education, Science and Culture. The aim is to change the attitudes and practices of teachers by giving credits to those who work with children at risk of dropout and children mainstreamed back into regular schools.

¹⁷ It is already suggested that training in fund raising would be advantageous. Other topics would include training that would help IA directors and managers to think strategically about their mission (including contextual appraisal and long-term planning); training on the formulation of precise objectives and performance criteria; training on project design and proposal writing; training on the design and management of public information and persuasion campaigns – including most importantly political lobbying; and training on project monitoring and report writing.

5. Monitoring

Consideration should be given to the question as to whether or not the arrangements for programme monitoring are adequate. What is deemed adequate will depend on an agreement concerning the nature and purpose of a “national programme”.

6. Programme extension

In order to compensate for delays experienced by some of the implementing agencies, ILO /IPEC and the donor should give consideration to granting a no-cost time extension beyond February 2005.

7. The National Steering Committee

The role of the National Steering Committee deserves serious review. Given the tri-partite modality that is central to the way the International Labour Organization operates, it is questionable what role a National Steering Committee should play in respect of a particular programme. One role that a NSC could play would be to encourage cooperation between the parties that are involved in addressing child labour issues, especially between the public and private sectors and between government and the NGOs. This would be especially beneficial in relation, for example, to the commissioning of surveys and the design of public information campaigns.

In this connection, the National Steering Committee in Mongolia, and National Steering Committees generally, should include representation from all NGOs having significant experience in addressing child labour issues.

On pain of forfeiting their seat, members of the National Steering Committee should be required to conduct monitoring visits to project sites not less than once in six months and to submit written reports on the visits for the attention of the Committee.

8. Sustainability and Exit Strategy

From the perspective of the donor and of ILO /IPEC, an important question is what kind of assistance, if any, Mongolia may need to continue the fight against child labour beyond the end of Phase II. In particular, the question has been asked whether, given present conditions, it is appropriate to move towards the setting up of a *Time-bound programme* in accordance with the terms of the International Convention on the Worst Forms of Child Labour (1999, No 182). Essentially, a *Time-bound programme* is one that commits government to eradicate the worst forms of child labour by a certain date and to take responsibility for achieving this target.

Findings from the present evaluation suggest that movement to a *Time-bound programme* in Mongolia is not yet appropriate. The Government is not presently strong enough and does not appear sufficiently committed to the principles of the Convention to ensure the necessary action. Continuation of a national programme would however be possible. This would be worthwhile especially if it addressed the options that are described further below. Alternatively, if resources were severely constrained, consideration could be given to the setting up a one or more thematic country projects, to eliminate the worse forms of child labour, for example in gold mining or the sex industry.

To ensure that work against child labour may continue beyond the end of donor support, NGOs active in the field should be provided with technical assistance to enable them to achieve a degree of financial independence. To the extent that may be justified by a proper analysis of business potential, for the same purpose consideration may also be given to providing investment capital.

Those NGOs that are advanced in fund raising (e.g. the Management Service Unit of the Mongolian Youth Development Center) should be encouraged to provide advisory services to other NGOs in the same field. The cost of such services should be subsidized by the donor.

The Ministry of Finance should be invited to consider the possibility of offering tax breaks to companies ready to channel funds towards the elimination of child labour.

Although child labour can be regarded as an evil in itself, many of its worst aspects arise from labour conditions that also affect adults. Thus, in many cases it would be advantageous to regard actions

against child labour as part of a strategy to improve health and safety at work. In this context, within Phase II immediate and strenuous steps should be taken to move on the training of labour inspectors, as was originally intended. Such training does not need to await the preparation of any handbook.

A future programme may include efforts to strength the Labour Inspection Service as part of the Governments recently established amalgamated professional inspection services.

Responsibility for any future programme addressing child labour should be devolved to a competent national body. The remaining eight months of Phase II should be used to foment such a body.

As presently constituted, the National Department for Children can not be considered a suitable vehicle for the advancement of work against child labour in Mongolia. An alternative may be formed by drawing together the implementing agencies that are presently working with support from ILO /IPEC. At the workshop held in Ulaan Baatar 1 July 2004, unanimous support was expressed for this proposal. A suitable name for the association may be *The Association of Mongolian Agencies Working on Child Labour Issues (AMACLI)*.

V. PRACTICES HAVING POTENTIAL FOR REPLICATION

1. EDUCATION

Textbooks without texts

Teachers teaching children in catch-up classes have found that standard school texts suitably edited down can be a useful teaching aid. Standard school texts tend to contain lengthy exercises and unnecessary additional material that can burden the learner.

Trade unionists help teachers

Cooperation between trade unionists and school teachers in one *aimag* (province) enabled the teachers to make their classes more interesting and more relevant to the needs of the children and their families.

Child-centered education

The form of child-centered education practiced in the non-formal catch-up classes encourages inquisitiveness and the development of self-confidence among children who otherwise suffer low self-esteem.

“Best School of the Year Award” beats drop outs

An NGO¹⁸ active in the area of child rights persuaded the Municipal Education Authority of Ulaan Baatar to set up an annual “Best School of the Year Award”. One of the criteria to be fulfilled by those schools competing in the competition was that there be no drop outs, so making a contribution to the avoidance of child labour. The same organization sponsored a drawing competition on the theme of Child Rights.

A free lunch

A free lunch is provided to encourage families to send their dropped out children back to school for the catch-up classes. These lunches are much valued and have helped in addressing malnutrition among children from the poorest families.

Trade unions work for social objectives

The Mongolian Enlightenment Federation of Trade Unions (MEFTU), i.e. the trade union representing teachers, is encouraging the inclusion of social objectives in the collective bargaining agreements that are fashioned between the local trade union branch and school administrators. These objectives can include provisions that are of benefit to children who have dropped out of school but need to return.

¹⁸ The Mongolian Child Rights Centre (an offshoot of Redd Barna of Norway).

Breathing fresh air into child labour

At least two NGOs¹⁹ have organized rural summer camps for working children or children at risk. These are said to bring significant benefits to the self-confidence and personal development of the children.

Police hot line whacks teachers

A police hot line, established three years ago, encourages the general public to report all crimes relating to children. A television spot encourages children to avail of the service and report crimes committed against them. The line is open 24 hours a day, seven days a week and is answered by a police officer. Many of the calls are made by children reporting the bad behaviour of their school teachers, who not infrequently resort to violence against the slow learner or misbehaving pupil.

2. MEANS TO PERSUASION

Carrot not stick

Most of those concerned with the elimination of child labour in artisanal gold mining opine that an enforcement approach would drive the business underground, thus making it more difficult to access the children and those who exploit them, as well as increasing poverty among needful families. Alternatively, it is believed that the families who are excluded from gold mining in one area would migrate to another. The strategy adopted by the ILO /IPEC programme has therefore been to promote safer working conditions (e.g. in the digging of pits) and attempting to remove children from the worst dangers (e.g. the inhalation of mercury vapour and the unprotected handling of liquid of mercury). This strategy appears to be working.

Peas not pits

The governor of a *bagh* (sub-district) in *Bayangol Soum, Selenge Aimag* prohibited the digging of more gold excavation pits by artisanal gold miners. Instead, he allocated some of the best land in the villagers so that the miners could grow vegetables.

Participation gets the coppers

A study commissioned by the National Police Department and carried out by the School of Law of the Mongolian National University, addressed the role of the police in handling cases of child sex abuse. This study, that had implications for the training of serving police officers, had considerably more effect on changing attitudes within the police service than an earlier study that carried out by an NGO. Key differences were that the second study was supported with hard statistical information on the nature and extent of the problem; the earlier qualitative study did not carry so much weight. More significant was the fact that in the formulation and design of the second study the Police Department itself played a major role. Thus, there was a greater readiness on the part of the police to absorb and act on the results when they became available.

Drawing a line simplifies the task

Following a period of intense experience and rapid policy development on how to deal with child sex crimes, the National Police Department has drawn a distinction between those cases where the children are forced or manipulated against their will to participate in sexual activity, and those cases where - usually for economic reasons - they choose to work as prostitutes. From the police perspective, this has simplified the task and has counseled a more social-work oriented approach to the victims.²⁰

¹⁹ The Mongolian Youth Development Center, and the Mongolian Volunteers Association.

²⁰ A commentator on the first draft of this report has contributed the following. "It is not in line with the rights of the child to make such divisions between children and is not considered correct.... Police should be seeing all exploited children in prostitution as victims."

Garbage stinks

The Mongolian Red Cross and Red Crescent Society arranged for stickers to be placed on garbage trucks going around Ulaan Baatar, the capital, proclaiming in the local language that “*Garbage is dangerous for children’s health*” and “*Keep children away from garbage*”.

3. ORGANIZATION IS KEY

Leadership plus coordination achieves results

The Governor of *Bornuur Soum* (District), *Tuv Aimag* (Province), formed and led a 10-person team to combat child labour in artisanal gold mining. The team included the *Bagh* (Sub-district) Governors, the environmental health inspector, school managers, the person responsible for social issues, a coordinator paid by the ILO /IPEC programme, and a volunteer engaged through an NGO (also supported by the IPEC programme).

Similar leadership has been extended by the Governor of the Nalakikh District near Ulaan Baatar, who pulled together a concerned women’s organization with two other NGOs and a variety of local officials to work together to reduce child labour in artisanal coal mines. A Sub-Committee of six specialists took responsibility for different aspects of child labour, safety and education. The Sub-Committee was supported by a Working Group of 21 members, including labour inspectors, hygiene inspectors, education officials and teachers, whose job was to anchor the work of the Committee in the reality in which they sought to intervene.

Through cooperation and with good leadership the teams in both areas achieved good results. The team in Nalakikh District found too that it was advantageous to cooperate with the Non-Formal Education Centre of the Ministry of Education. This enabled them to deliver much better quality training to the target group than they had been able to achieve alone.

Bottom-up more effective than top-down

At least one NGO²¹ as also the National Programme Office of the ILO /IPEC programme, has found that working with the lower level (local) authorities is often more effective than trying to deal with government authorities at the central level.

New venue makes prosecution easier

When the National Police Department decided that it needed to grapple with the problem of child sex abuse, it discovered that neither its offices nor the police cells provided an adequate environment in which to receive and interview victims and suspects. Existing space was converted into a small lounge in which the victims could be made to feel comfortable. Non-uniformed female police social workers were engaged for this work. The practice was introduced of interviewing suspects separately from victims and one-way glass was installed so that the victims could observe and hear statements being made by the suspects. These arrangements made life easier for the victims and for the police and resulted in a higher rate of conviction of child abusers.

4. ENTREPRENEURS SHOW THE WAY

Technology buys safety

In *Bayangol Soum* (District), *Selenge Aimag* (Province), several entrepreneurs have established rock crushing mills that enable artisanal gold miners to have their rock crushed by machine. Formerly, this work was done by hand and generally by children. The machine is also used to amalgamate the gold particles liberated from the rock. Although this process constitutes an extreme health hazard for the machine operator and anyone standing near it, its use does free the children from the heaviest work

²¹ The Mongolian Youth Development Center.

and from the need to handle the mercury. To this extent, introduction of this simple technology has brought significant benefits to the children although not, of course, to the machine operator.

Commercial involvements sustain cutting-edge NGO

The NGO in Mongolia that has chosen to grapple with one of the worst forms of child labour – child prostitution, leads the way in the development of commercial enterprises that will help to sustain its ongoing work. Among its business operations the NGO counts a thriving restaurant, a management development company, children and family summer camps run partly for profit, and an annual educational fair directed at employers and students.

Local economic planning generates safe jobs

In Nalaikh District, Ulaan Baatar, the closure of the state-owned coal mine resulted in the total collapse of the local economy, forcing many children and their families to dig for coal in pits. Taking advantage of the town's location, which lies 26 kilometers south-east of the capital, the Governor's Office led the way in addressing the need to regenerate the economy. City officials cooperated in moving an agricultural market out of the town center, creating nearly 180 new jobs for the District. A garment factory employing 1,200 persons has been established; with seven brick-making plants creating 700 jobs; and eight small-scale production workshops with more than 300 workers. A further 2,000 people are now engaged in running small shops, canteens and providing other support services. The combination of a fortuitous location with entrepreneurial vision, strong leadership and a spirit of cooperation in the town has helped to reduce the need for child labour.

5. ENGINEERING A SOCIAL CONSCIENCE

Red tape has its uses

An NGO²² attempting to eliminate child labour in public market places managed to persuade the market authorities to include an additional clause in contracts let to the market vendors. This clause required the vendor not to employ children in hazardous conditions.

City officials in Ulaan Baatar agreed to cancel the licenses of hotels found by the police to be repeatedly harbouring child sex offenders.

Not market economics

The same NGO persuaded the market authorities to reduce the rental to stall holders living in poor circumstances. This alleviated the necessity for those families of sending their children to work.

Tourists beware

With assistance from UNICEF, some thirty inbound Mongolian tour companies have signed up to a code of conduct prohibiting any involvement in child prostitution or facilitating the same.

Students kick garbage

The Mongolian Red Cross and Red Crescent Society arranged for four university students to visit the city garbage dump one day a week. The students spent time with and befriended the child garbage pickers and participated in the Red Cross' efforts to improve the children's' circumstances.

²² Equal Step.

Targeting parents helps children

An NGO working in Nalaikh District of Ulaan Baatar²³ helped parents of children engaged in artisanal coalmining to obtain employment in the expanding local economy. This relieved the children of the necessity to work.

²³ The Women's Council of Ulaan Baatar.

ANNEXES
Annex 1
ILO / IPEC Independent Mid-term Evaluation



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

Final Version:
Basis for
Contract

**Terms of Reference
For
Independent Mid-term Evaluation
National Programme for the Prevention and Elimination of Child
Labour in Mongolia Phase II
June –September 2004
(June 21-July 2 2004 In-country Mission)**

ILO Project code:	MON/02/P50/USA
Country:	Mongolia
Duration:	30 months
Starting date:	September 2002
Ending dates:	February 2005
Programme location:	Mongolia
Programme language:	English
Executing agency:	ILO-IPEC
Financing agency:	US-DOL
Donor contribution:	US\$ 999,906

I. BACKGROUND AND JUSTIFICATION

Background to Project

The current project is the second phase of the ILO/IPEC Country Programme in Mongolia that was funded by US-DOL from November 1999 to October 2001 which was later extended at no cost to July 2002. The second phase builds on the successes of the first phase and takes on board the lessons learnt and good practices carried out. The overall strategies of the second phase reinforces first phase activities as well giving assistance to the Mongolian Government in implementing Convention 182, which was ratified in October 2000.

The second phase builds upon phase one accomplishments in:

- Advocacy and awareness raising, particularly the worst forms of child labour
- Capacity building on implementing partners and reinforcement of the legal framework, building on the ratification of Convention 182
- Data collection and research, particularly on the worst forms of child labour and
- Direct action, to withdraw existing child labourers and prevent children at risk of becoming child labourers.
- Implementation of child labour monitoring and tracking system by implementing agencies

Direct action is being undertaken in six major sectors:

- Small-scale coal mining sector
- Gold Mining
- Scavenging
- Children involved or at risk of prostitution
- Children working in urban informal sector or at risk of working in sector
- Children in herding and rural domestic services

Development Objective: To contribute to the progressive elimination and prevention of child labour in Mongolia.

Immediate Objective 1: Society at large and key sectors in particular aware of children's rights and the negative consequences of child labour.

Immediate Objective 2: Key institutions (including local governments and communities) capable and coordinated to ensure child labour law enforcement and to implement policies and programmes against child labour.

Immediate Objective 3: Children withdrawn and prevented from entering child labour in specific locations.

Current Status of Project: To date 9 capacity building programmes and 9 direct action programmes are being implemented. One more action programmes is in the pipeline and ready for submission to the next National Steering Committee meeting. The project has been undertaking capacity building workshops for different stakeholders and has collaborated with national agencies in these training workshops. Awareness raising activities for increasing the awareness of the child labour problem in Mongolia were also undertaken including information on national and international legislation, IPEC activities in Mongolia and developed plans for disseminating the information through various media mediums notable through radio programmes and spots.

The government's commitment to address child labour issues has been increasing. The government has drafted the National Sub-Programme on Child Labour which will be discussed by the government session in early May this year. The social partners have been further mobilized to take part in awareness raising of their members and in improving their role in the combat against child labour. The Mongolian Employers Federation has undertaken an assessment of employers' awareness and practice on child labour. It has developed the organisation's strategy to combat child labour, has developed awareness raising materials on child labour for their members and provide training. The Confederation of the Mongolian

Trade Unions has undertaken an assessment of the knowledge of the workers and their organisations on child labour and is now developing its strategy against child labour.

The involvement of other government agencies has been increasing. Information and awareness raising materials on mercury hazards were developed by the Directorate of the Medical Services under the Ministry of Health in consultation with other concerned governmental and non-governmental organisations. The Crime Prevention Division of the General Police Department prepared a TOR of the assessment on the awareness, practice and attitude of juvenile police officers on child sexual exploitation issues and has undertaken the study and is currently preparing the report.

Background to the Mid-term Evaluation

The mid-term evaluation as stipulated in the project document is to take place at the most appropriate time in consultation with the stakeholders. The mid-term evaluation was originally scheduled to take place in December 2003 however due to the late start of action programmes (in September 2003) a decision to postpone the mid-term evaluation was taken following agreement from stakeholders in the original consultation process. The consultation process was re-launched in early 2004 to seek inputs to the mid-term evaluation.

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

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

The mid-term evaluation report will serve as a basis for the final evaluation for this project. The methodology of the final evaluation will be a combination of desk review, updating the information from the mid-term evaluation and stakeholder workshop carried out by the same consultant as that identified and recruited for the present evaluation exercise.

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

II. SCOPE AND PURPOSE

Scope

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

Purpose

The evaluation should emphasize assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It should assess effect, impact and progress of the work done during the implementation of Phase II of IPEC's Country Programme in Mongolia, using particularly data collected on the indicators of achievement. It

will look to assess how phase II is built upon the achievements of the first phase and how the strategy was conceived bearing in mind the recent past experiences of phase I. The evaluation should make recommendations for an exit strategy and sustainability. This should be validated by and commitment sought from key stakeholders during the stakeholder workshop.

The evaluation should evaluate effectiveness, relevance, efficiency and elements of sustainability of the programme activities being promoted.

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

In addition the evaluation should serve to document potential good practices, lessons learned and models of interventions that were developed in the life cycle of this project. It should serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.

III. ASPECTS TO BE ADDRESSED

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

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

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

Validity of design

- An assessment of the design of the project and its relative appropriateness in the Mongolian context, including recommendations for any future interventions
- Please assess how recommendations/results of Phase I final evaluation were incorporated into Phase II project design. How has Phase II project benefited from the evaluation findings and recommendations of Phase I?
- Analyse the internal logic of the programme (logical framework, links between inputs, activities, outputs and objectives), quality and usefulness of the selected indicators and means of verifications for programme monitoring and evaluation, including relevant breakdowns by sex, age, etc.
- Analyse the external logic of the programme, external factors and assumptions, links with other interventions, synergies and economies of scale created, etc. Were the critical assumptions realistic in the project design?
- Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources?

- Were the beneficiaries clearly identified in the project document and as a consequence of the baseline studies (sub-groups, age, socio-economic status etc?)
- Assess the design of the action programmes and assess the community participation during the formulation phase

Relevance of the strategy

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

Process of Implementation of the programme

- Is the project adhering to the timeline presented in the workplan?
- Assess the programme set-up; relationships between project management and implementing agencies and (coordination, communication, lines of responsibility, etc.) and with the government ministries. In particular the communication between regional office, headquarters and the donor.
- Assess the ability of the identified partner organisations (especially implementing agencies); quality of the human resources, learning capacity, awareness of gender issues and child labour conventions, etc.
- Assess IPEC's working relationship with the aforementioned agencies.
- Which are the mechanisms in place for programme monitoring? Please assess the quality and use of work plans and monitoring plans; respect of calendars, etc.
- Review and assessment of the relative efficiency of the start-up phase of the project, including the gathering of baseline information, recruitment of staff, establishment of child labor committees, and training of stakeholders.
- Assess IPEC's capacity to implement project components in Mongolia.
- Assess the project's progress in addressing child labour in the projected target sectors as outlined in the project document.
- Assess the degree to which programme activities were implemented on schedule and within budget.
- Assess the relative level of stakeholder support and commitment to the programme.
- Assess the capacity of the partner organisations (especially implementing agencies); quality of the human resources, learning capacity, awareness of gender issues and child labour conventions, etc before IPEC intervention and after.
- Does the programme provide adequate support to its implementing agencies and partners? In turn does the district authorities aid in facilitating programme implementation?

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

- Assess the appropriateness of the original project indicators. In addition, please assess the appropriateness and efficiency of the related means of verification. In particular, how effective and useful are the indicators and means of measurement related to change in attitudes?
- Assess the degree to which project staff, implementing organizations and other stakeholders have a clear and common understanding of definitions used by IPEC for identifying a child as prevented or withdrawn from child labour.
- Assess the level of government commitment to and support for the project.
- Please assess the strategies and progress of the individual action programmes. How have the action programmes supported the objectives of the country programme?
- Is the planned duration of Action Programmes adequate to allow project's to have an impact?
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive?
- Assess the efficiency of the programme, i.e. compare the allocated resources with the results obtained (recruitment of staff, gathering of baseline information, training of stakeholders, etc.)
- Assess the work carried out in Mongolia towards meeting the objectives of the country programme and provide an assessment of the effectiveness, relevance, efficiency and sustainability of programme activities.
- Assess the Strategic Programme Framework (SPIF) developed and assess whether the partners and implementing agencies have demonstrated a solid understanding of the SPIF?
- Identify the major results/accomplishments of the project. What are the major weaknesses and how can they be addressed?
- Examine to what extent the project is removing children altogether from work and to what extent the project is assisting children and adolescents by assisting that they are working under safer conditions and for fewer hours?
- Are data on indicators being measured periodically and effectively to measure impact over time?
- Were specific models of intervention developed? Are there possibilities for replication? Under which circumstances?
- Assess the effectiveness of the programme, i.e. the degree of the achievement of the objectives and the effects of the programme on the boys and girl, men and women, of the target group
- Assess the public and government's response the project.
- Determine the desired effects of the project on the policy environment and the capacity of relevant institutions (at local or national level) dealing with child labour issues especially regarding public perception of child labour following awareness raising activities.
- Were there any internal and/or external factors that have (positively or negatively) influenced the achievement of the objectives?
- After project implementation had begun, were periodic analysis of the workplans and activities undertaken and changed appropriately?

Sustainability

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

Special Concerns to be Addressed

In addition to the general concerns, the evaluation should critically explore the following issue:

- Whether the country is ready for a Time-Bound Programme or subsequent phases of the project should be considered

IV. EXPECTED OUTPUTS OF THE EVALUATION

The following are the expected outputs:

- Desk review of relevant project documents and files
- In- country mission for extensive field visits and focus group discussions with stakeholders
- **Stakeholder workshop** facilitated by evaluator based on the developed process
- A **first draft report** within 3 work days of completing the in-country mission
- A final **Evaluation Report**, based on consolidated comments from stakeholders to the first draft (2 work days) including any recommendations for the project and lessons learnt.

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

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

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

the project evaluated. 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 with Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. Use of the data for publication and other presentations can only be made with the agreement of ILO-IPEC.

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

The final report will be disseminated to key stakeholders in Mongolia as per ILO/IPEC established procedures by project management. Key stakeholders in ILO Bangkok office and ILO HQ and the donor will receive the report for dissemination by IPEC-DED.

V. PROPOSED METHODOLOGY

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

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

The following methodology is proposed:

1. Briefing of the consultant
2. Desk review with background information and consultations
3. Field visit to selected sites,
4. Stakeholders' Workshop:

A stakeholders' workshop will be carried out covering several key areas of working with multiple partners. This is to allow those involved in the Programme to express their views.

5. Draft evaluation report
6. Stakeholder comments to draft report
7. Finalize evaluation report

Composition of the Evaluation Team:

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

A national consultant will be hired for regional as well as linguistic expertise for the duration of the field visits.

The National Programme Manager will provide support to the evaluation and be present as required by the consultant.

The following are the tasks of project management:

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

The NPM will:

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

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

The evaluation consultant will carry out the evaluation in consultation with DED.

Sources of information and Consultations

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

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

- Project / Programme documents
- Progress reports, CPMR documents
- Studies and other reports
- Reports and material from other organisations on programme/project
- Country Programme Evaluations and other evaluations relating to programmes and project
- Consultations and interviews with technical staff and relevant Desk Officers for countries
- Site visits
- Participatory exercises, stakeholder consultations including with target children and parents
- Secondary official and non-official records, studies, reports
- Project / Programme monitoring system
- Child Labour Monitoring Systems
- Mission reports
- Web-site reports
- Materials produced by the programme such as cartoons, posters, leaflets
- News clips, press cuttings

Final Report Submission

For independent evaluations, the following procedure is used:

- The evaluation team 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 internal evaluator by date agreed between DED and evaluator as soon as comments are received from stakeholders.
- The final report is submitted to the IPEC DED at the latest by July 2004, who will then officially forward it to stakeholders, including donor, within two months of the completion of the fieldwork.

VI. RESOURCES AND MANAGEMENT

Resources

The required resources are:

- Fees for an international consultant for 17 working days
- Fees for a national consultant up to 10 days
- Travel and DSA for up to 12 days in Mongolia.
- Workshop expenditures (facilities, DSA to participants etc.)
- Translation, Printing and other expenditures

A complete budget is available separately.

Management

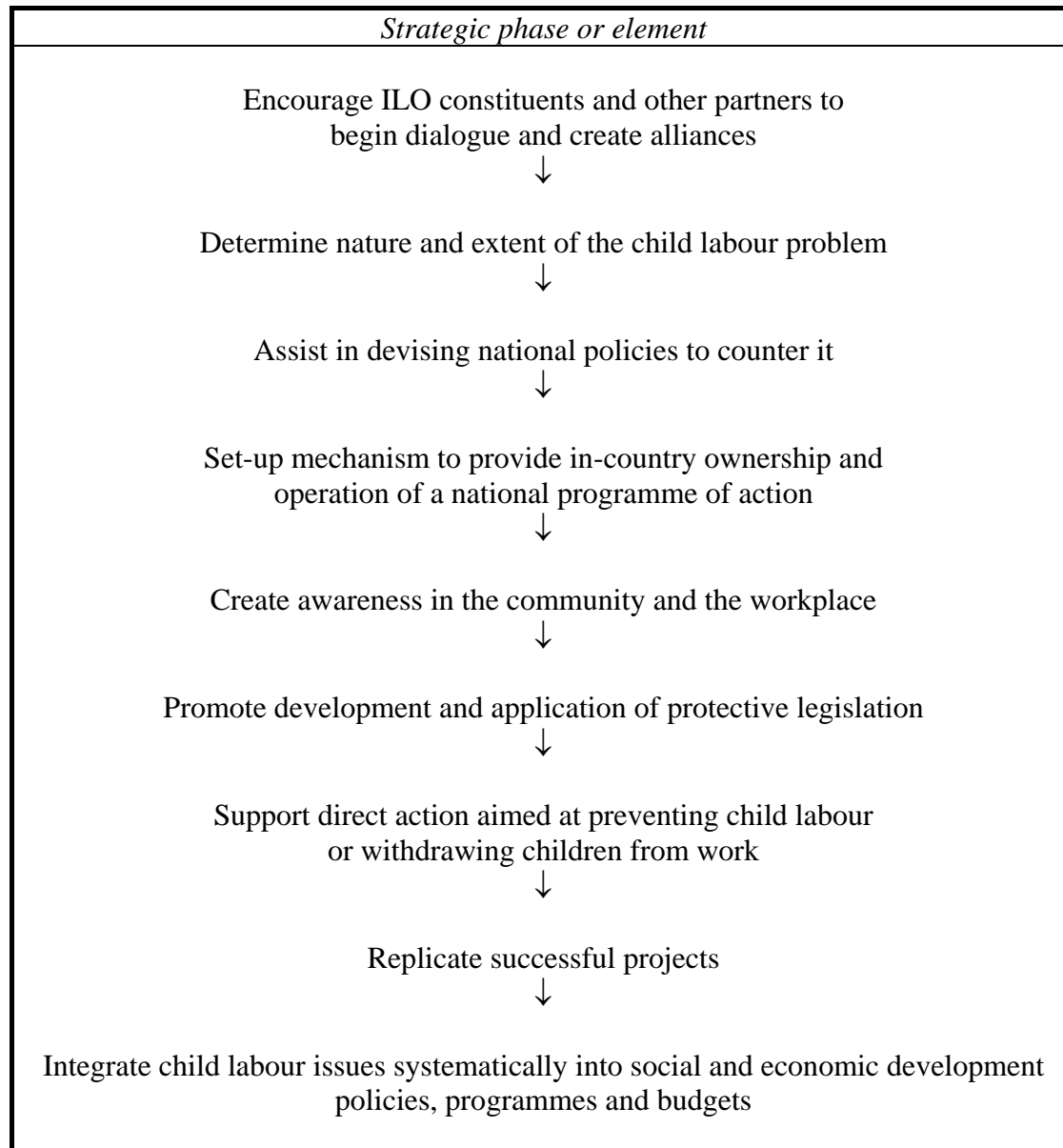
The evaluation consultant will report to IPEC DED on technical and methodological matters.

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

ILO/IPEC

COUNTRY PROGRAMME APPROACH

Phased, multi-sectoral Strategy



Annex 2

*List of persons met*²⁴

National Programme for the Prevention and Elimination
of Child Labour in Mongolia Phase II
Mid-Term Evaluation, June – July 2004

PERSONS MET AND WORKSHOP PARTICIPANTS

The following is a list of the persons who participated in interviews and discussions with the evaluation team. The names of persons participating in the Workshop, 1 July, appear in bold type with an asterix (*)

1. **D.Otgonbayar, officer of Social Development Department, Uvurkhangai aimag***
2. **G.Khorloo, Methodologist at NFEC, Ulziit sum, Uvurkhangai aimag**
3. **G. Tendjav, DOS, Secondary school, Ulziit sum,**
4. **D.Tserendolgor, Assistant trainer, Ulziit sum**
5. **B.Tsetsegsuren, Assistant trainer, Ulziit sum**
6. **Mr.Dariimaa, Teacher of Music, Ulziit sum**
7. **Gachmaa, Sum Governor, Ulziit sum**
8. **Ms.Odbayar, Methodologist at ECD, Uvurkhangai aimag**
9. **Ms.Sanchir, Director of CDC, Uvurkhangai aimag**
10. **Ms.Narantuya, Primary school manager, Soyombo school complex, Arvaikheer city**
11. **M.Tuya, Primary school teacher, Soyombo school complex, Arvaikheer city**
12. **S.Enkhjargal, Methodologist in ECD, Arviakheer city**
13. **Ms.Purevjargal, Mothodologist in NFE, Arvaikheer city**
14. **M.Chimedbavuu, Primary school teacher, Secondary school No 1, Arvaikheer city**
15. **Ms.Munkhtsetseg, DOS at primary school, Secondary school No 1, Arvaikheer city**
16. **N.Ayush, Head of Labour Department, MoSWL***
17. **Ch.Erdenechimeg, officer at Labour department, MoSWL***
18. **Ye.Batchuluun, Director, NCNFEDE, MoECS***
19. **D.Narmandakh, Vice President of CMTU***
20. **Mr.Amarsanaa, officer of CMTU***
21. **Mr.Erdene, project officer, CMTU**
22. **M.Chimeddorj, President, MEFTU***
23. **B.Javzankhuu, Senoir officer of NDC***
24. **Ts.Ariuntungalag, Head of ESC***
25. **Ts.Battuya, Executive director, ESC***
26. **M.Yesunmunkh, CEO and President, MYDC**
27. **D.Enkhtuya, Senoir officer, MYDC***
28. **S.Tsolmon, officer, MRC**
29. **D.Otgon, Head of Administration, MRC**
30. **Erdbayar, officer, MRC**
31. **Narmandakh, NFE trainer, MRC**
32. **Kh.Ganbaatar, Ececutive director, MONEF***
33. **S.Baatar, advising trainer, MONEF**

²⁴ Not yet available: to be supplied by the Interpreter /Translator member of the evaluation team.

34. U.Amarbayasgalan, officer, MONEF
35. G.Dashbaljir, ccounant, MONEF
36. G.Davaakhuu, Head of FDC*
37. B.Gereltsetseg, officer of FDC*
38. Otgontsetseg, officer MYDC
39. Batchimeg, officer, mcrc
40. Mr.Zagdragchaa, officer of Community Relationship Department of the Police*
41. Dagvadorj, head of Community Relationship Department of the Police*
42. G.Boldbaatar, Chief of Community Relationship Department of the Police*
43. Duragmaa, lecturer at MS University
44. Davaakhuu, vice chairperson of Community Relationship Department of the Police
45. Ch.Tuul, officer, MEFTU
46. P.Altantsetseg, Head of WCUB*
47. D.Erdenetsetseg, Chairperson of DSD of Nalaikh District Governor's Office*
48. D.Tserendejid, officer, WCUB
49. N.Bayarkhuu, officer, Nalaikh District Governor's Office
50. L.Damdinsuren, Governor of Nalaikh Duureg
51. O.Khongorzul, officer, NDC*
52. Ch.Amarbayasgalan, officer, MONEF
53. B.Jargal, volunteer, MVA*
54. L.Ishkhand, officer, MVA
55. Ms.Gereltuya, officer Department for Youth and Children of Ulaanbaatar*
56. D.Gantumur, Chairperson of DSD of Bayanzurkh duureg*
57. N.Baatar-Ochir, Director of CDC, Uvurkhangai aimag
58. S.Baigalmaa, Executive director of MVA*
59. N.Mongolmaa, Programme manager, IPEC national programme*
60. R.Oyunbileg, Programme assistance, IPEC national programme*
61. B.Boldbaatar, Local consultant*
62. Malin Hanson, project coordinator, IPEC*

Annex 3

National Programme for the Prevention and Elimination
of Child Labour in Mongolia Phase II

SUMMARY OF POLICY DEVELOPMENTS²⁵

	Documents	Status
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²⁵ Prepared by the National Programme Manager as a contribution to the Mid-Term Evaluation

Legislation	Law on the Protection of Child Rights	Amended in 2003, a number of provisions
	Labour law	Amended by one clause in relation to employment of minors
	Criminal Code	Amended in 2002
	Law on banning prostitution and pornography	Not yet. Proposals are submitted from the IA to the MoJH
	Law on artisanal mining	Reference to prohibition of children under 18 years, but not yet approved
Policy documents	National Plan of Actions on Development and Protection of Children, December 2002	Actions on child labour, education, protection, etc.
	Social Security Sector Development Master Plan	Reference to specific programme on child labour
	State Policy on Population Development	Reference to the elimination of the worst forms of child labour
	National Sub-programme to Combat the Worst Forms of Child Labour	Drafted and submitted to Cabinet
Employers' and Workers' Organizations	MONEF Strategy to combat the worst forms of child labour	Approved by MONEF Board, February 2004
	CMTU Strategies for the prevention and elimination of the worst forms of child labour	Developed and discussed by sectoral and territorial trade union organizations, May 2004
Other documents	National Human Rights High Commission	2003 Annual Report dedicated to the issue of children, included the situation on child labour and referring to a number of studies supported by IPEC

Annex 4

National Programme for the Prevention and Elimination of Child Labour in Mongolia Phase II

PROGRESS TOWARDS REACHING THE OUTPUTS IN ACTION PROGRAMMES

Objectives and anticipated outputs		Progress	Explanations/remarks
1. CMTU. “Strengthening the role and capacity of the Trade Unions in the combat against worst forms of child labour” Start: 05.11.2003 Completion: 28.02.2003 Last progress report covered the period 5 November 2003 to 5 March 2004 Duration: 16 months Duration at date: 7 months General remarks:			
Objective 1. By the end of this Action Programme the awareness, needs and opportunities of the trade unionists for the combat against child labour will have been assessed.	Output 1.1 Training on techniques of social research is organised for the researchers of the Training and Research Centre and Labour Institute	Achieved	Training material purchased and training undertaken in Dec. 2003
	Output 1.2 Assessment of the awareness, needs and opportunities of the trade unions is undertaken.	Achieved	Assessment undertaken. Involved 500 people in Darkhan Uul Uvs aimag and 9 districts of UB
Objective 2. By the end of this Action Programme the understanding and role of trade union members on combat against child labour will have been improved.	Output 2.1 Workshop to discuss the Trade Unions strategies on the elimination of child labour is organised.	Achieved in May 2004.	Draft strategies are to be approved by the General Conference of the CMTU.
	Output 2.2 Meeting is organised to discuss public labour inspection on child labour monitoring	Organised in June 2004.	
	Output 2.3 Trade Unions strategies are approved	Not yet	Will be approved in August, by the General Council meeting of the CMTU held annually.

	Output 2.4 Training are organised among representatives of the selected sectoral trade union organisations	Not yet started	
	Output 2.5 Training are organized for representatives of the territorial trade union organisations	One training organized in June 2004 in Orkhon aimag (This is one out of planned 5 regional trainings)	Involving Darkhan Uul, Orkhon and Selenge, Huvsgul, Bulgan aimags' territorial trade union federations. 25 people for 3 days.
Objective 3. By the end of this Action Programme strategies developed for trade unions work against child labour will have been disseminated to the general public.	Output 3.1 Awareness raising posters are printed.	One poster is printed and one poster is being developed.	One poster concerns the mobilization of trade unions for the elimination of the worst forms of child labour. The other will concern the monitoring of the trade unions of the protection of working minors.
	Output 3.2 Trade Unions strategies on child labour are printed	Not yet	
	Output 3.3. Photo exhibition on child labour and working children is developed.	Achieved.	CMTU has collaborated with Fujifilm to produce the photos of working children, Fujifilm co-sponsored the travel and development of the products.
	Output 3.4 TV and radio programmes on trade unions efforts against child labour are developed and broadcast	1 radio programme was developed in March 2004.	More radio programmes are to be developed in cooperation with FM104.5. TV programme is expected by the end of the project.
	Output 3.5 Final evaluation meeting is organised		Will be achieved in the planned period

2. FDC. Increasing the role of pre-school education for the prevention and elimination of child labour Start: 28.03.2004 Completion: 28.02.2005 No progress report is yet available Duration: 11 months Duration at date: 3 months			
Objective 1 Opportunity of the very young working children and siblings of the working children at the risk of child labour to enroll in education will have been increased in the selected district of Ulaanbaatar.	Output-1.1 Pre-school education is provided to 40 target children.	Started. Targeting 40 children of pre-school age who were at risk of child labour and also working in markets.	
	Output-1.2 Children received pre-school education are enrolled in elementary school.		Shall start in September.
Objective 2. The role of pre-school education institution for the prevention and elimination of child labour will have been piloted.	Output-2.1 Pre-school training curriculum is adjusted for shorter duration of pre-school education to prepare children for further schooling.	In progress	
	Output-2.2 Training programme and education materials on child labour for pre-school teachers and children are developed.	In progress	
	Output-2.3 Training of pre-school teachers is organized on child labour and on how to organize education classes on child labour with the developed materials.	Achieved on 14 April.	8 teachers of the kindergarten, including director of studies.
	Output 2.4 Training on child labour is organized among the target children, the other children of the pre-school and their parents	Achieved in April 2004.	40 parents.

	Output-2.5 Meeting is organized to identify pre-school teachers role for the prevention of child labour		Will be achieved as planned.
	Output- 2.6 Evaluation of the project impact is undertaken with the involvement of teachers and parents.		Will be achieved as planned
	Output- 2.7 Experience sharing workshop of directors of other pre-schools in the district is organized.		Will be achieved as planned
3. ESC. Rehabilitation and socialisation of working children at marketplaces and improving awareness of marketplace public on the problem of child labour Start: 10 October 2003 Completion: 28 February 2005 Last progress reporting cover the period 10.10.2003-10.06.2004 Duration: 17 months Duration at date: 8 months General remarks: Good, detailed and timely reporting and strong in finding solutions to upcoming problems			
Objective 1: Increase awareness of the working children, parents, school teachers, social workers and marketplaces' employees on child labour.	Output 1.1 Awareness raising materials on consequences of child labour are developed.	Achieved.	
	Output 1.2 Awareness raising training on child rights and child labour is organised for employees of the relevant marketplaces.	Achieved.	Based on the progress made child labour monitoring systems at targeted markets will be set up
	Output 1.3 Awareness raising training on consequences of child labour are organised for working children and their parents.	Achieved. 8 trainings have been undertaken for children (87) and parents (62). Activities for this output will continue to the end of the year.	The training resulted in raised awareness but not directly in decrease number of working children. Family problem noticeable (violence and alcohol abuse). Most children from single headed households. Referral started.

	Output 1.4 Awareness raising training is organised for school teachers and social workers at the selected marketplaces.	Has not yet started.	Activities for this output are planned to start in end of August
	Output 1.5 Awareness raising activity is organised for the marketplace community.	Started and continuing. 3 AR activities: including developing and distributing AR material; project presentation; frequently asked question session; and AR campaign in the markets.	Difficult to involve all traders as they don't want to leave their working place to participate in the activities. Activities will continue to the end of the AP
Objective 2: Remove young children from child labour and provide the education and training opportunities to the older working children.	Output 2.1 NFE training is provided to 120 children.	72.5 % achieved (87children are being provided with NFE training)	Some children can be reintegrated while others were not ready and instead go to District Enlightenment Centre to continue NFE class.
	Output 2.2 Skills training are provided to 60 children	81.7% achieved (48 children provided training)	44 children have received certificate from courses offered by training institutions under the Employment Promotion Fund. 13 children have jobs.
	Output 2.3 Training on health education and other liveskills are provided to the target children	Started and ongoing as the types of training are many.	Every fortnight health and life skills training organized to prevent hazardous work and protect health. Survey show very poor nutrition.
	Output 2.4 Training on basic skills for starting business are organised for the parents of the targeted children.	Started	Training organized for 18 people from each of the 3 markets for 7 days. 30 families now grow vegetables.
	Output 2.5 Support for increased income is provided to families of the targeted children.	Support provided but intended impact not reached yet	Some poor families used the fund and profit for medicine, school items and food for their children

	Output 2.6 Socialisation and recreational activities are organised among the targeted children.	Started and ongoing	Organized on regular basis. Plan for activities developed together with the children.
Objective 3: Initiate the social work function at the selected marketplaces in Ulaanbaatar	Output 3.1 Tasks of the social work function at the marketplace are developed.		Will be achieved as planned
	Output 3.2 Meeting on project self-evaluation is organised.		Will be achieved as planned
4. MONEF. Increasing the role and involvement of employers in the combat against worst forms of child labour Start: 01.05.2003 Completion: 31.12.2004 Last progress report covered the period 31 Dec. 2003 – 30 Apr 2004 Duration: 20 months Duration at date: 13 months General remarks:			
Objective 1. The awareness of employers on child labour issues will have been increased.	Output 1.1 Report is produced on the awareness and practice of employers with regard to child labour.	Achieved.	Assessment targeted 140 employers, 85 children covering 6 aimags and 10 sectors. Main conclusion is that young employers lack awareness on CL.
	Output 1.2 Employers' consultative meeting is organised to determine employers' strategy for the combat with child labour.	Organized in February 2004.	Employers' strategy is approved.
	Output 1.3 Employers' training manual is produced.	Achieved. Employers' handbook is printed.	Training curriculum is worked out for employers' training on CL issued MONEF is planning to review the programme for improvement in the near future.
	Output 1.4 A poster and developed and printed.	Achieved.	
	Output 1.5 Training are organised among employers.	Achieved.	550 employers, different sectors.

	Output 1.6 A short video for employers' training is produced.	Achieved.	30 minutes video explaining national legislation, employers role for combating WFCL and protecting working minors.
Objective 2. The efforts of employers in selected sectors will have been increased for addressing the child labour issue	Output 2.1 Reports are produced on activities of employers after the training	Not started	
	Output 2.2 Pilot Taskgroup activity is organised to support selected employers in addressing their child labour problems.	Taskforce is formed, but support has not started yet.	
	Output 2.3 A meeting is organised to improve national legislation and rules for increasing employers' role in the combat against child labour.		Will be achieved as planned
5. NFEDEC. Improving the quality and delivery of NFE training for the prevention of child labour Start: 01.12.2003 Completion: 30.01.2005 Last progress report cover the period 1 Dec. 2003 to 1 April 2004 Duration: 14 months Duration at date: 6 months			
Objective 1. Improve the commitment and capacity of the educational organisations to organise NFE training using basic education equivalent programme.	Output 1.1 Meeting of concerned organisations to discuss the strategies of the BEEC implementation	Achieved.	Involved representatives from the Ministry of Education, Culture and Science and Ministry of Social Welfare and Labour.
	Output 1.2 Basic Education Equivalent Programme textbooks and audio tools are printed and copied.	Achieved. 8100 copies of 7 textbooks pack are printed (Mongolian, English, Mathematics, Drawing, Russian, Nature and Social Science.	Currently textbooks are being translated into Kazakh language and will be printed in few copies to meet Kazakh children needs.

	Output 1.3 Training of NFE methodologists of Aimag and Districts is organized.	Achieved in April.	Involved all aimags and Ulaanbaatar districts' methodologists.
	Output 1.4 Launching of BEEC textbooks nationwide is organised.	Achieved in June, on occasion of the WD against CL.	
	Output 1.5 Training of NFE instructors of Soums and Districts' Enlightenment Centres is organised.	One out of 5 training are organized in late June targeting NFE methodologists of Ulaanbaatar.	More training are planned to be organized during July-August.
	Output 1.6 NFE training are provided to school dropout children by suing BEEC and textbooks (funding not provided by IPEC)	Not started yet	
	Output 1.7 Evaluation of the NFE training using BEEC is implemented.		Will be achieved as planned
6. Huvsgul. . Providing educational and training opportunities for school dropout herding children Start: 11.04.2003 Completion: 30.01.2004 Last progress report cover the period of Duration: 10 months Duration at date: 12 months			
Objective 1. The capacity and commitment of Huvsgul aimag for addressing the	Output 1.1 Training of selected NFE teachers is organized.	Achieved	29 teachers are trained in NFE methodology. Training is organized by the National Non-formal Education Centre.

issue of increasing educational opportunities for school dropout herding children will have been strengthened	Output 1.2 Meeting of selected soum governors and school principles is organized on child labour and effective organisation of education and training to herding children	Achieved in April 2003.	Involved governors and school principles in the selected 9 soums.
	Output 1.3 A consultation of all soum governors and schools in Huvsgul aimag is organized to re-define educational goals for herding children.	Achieved in February 2004.	NPM participated in the conference which involved Aimag governor, people's representatives' hural's' chairperson, and representatives of other local departments. Workplan to sustain project achievements is drafted and discussed by the participants and approved by the Governor.
Objective 2. Awareness of herding parents on child labour and education value will have been increased.	Output 2.1 Radio programmes developed and broadcast.	Achieved	Radio programmes were developed and broadcast.
	Output 2.2 Awareness raising meetings organised among parents of the herding children, regular school teachers.	Achieved	Parents and school teachers are provided with awareness on the project, child labour and concerns raised in relation to mainstreaming children into regular school.
Objective 3. Herding children are provided with educational and training opportunities and mainstreamed into regular school.	Output 3.1 NFE training textbooks are re-printed in 650 copies.	Achieved	
	Output 3.2 NFE training is organized for 800 school dropout herding children.	Achieved	Project targeted 796 children, of whom 385 were mainstreamed into regular school. Of the total children 466 were boys.

	Output 3.3 Skill training are organized to older children from poor families	Achieved	318 children were provided with skills training and some children were transferred to longer duration skills training course in the aimag centre.
7. Mongolian Radio. Participation of Mongolian National Radio in improvement of the public understanding on child labour and on the need to address the problem Start: 10.07.2003 Completion: 10.07.2004 Last progress report cover the period 10 July 2003 to 10 March 2004 Duration: 12 months Duration at date: 11 months			
Objective 1. Journalists of the MNR will have been sensitized on the child labour problem.	Output 1.1 Training and planning meeting is organised for radio journalists from relevant sections of the MNR	Achieved. 2 days training involving 10 radio journalists including those from Tuv and Uvurkhangai aimags.	Findings of the pre-project questionnaire was discussed, discussions on child labour has been held and themes of radio programmes were identified.
Objective 2. Public understanding and awareness on the worst forms of child labour will have been increased.	Output 2.1 Radio spots (8 types) for improving public awareness on WFCL and the need to address them are developed.	Achieved	Developed 8 radio spots related to education, health aspects of child labour and consequences of the worst forms of child labour.
	Output 2.2 Radio programmes on child labour are developed and transmitted.	Achieved	9 radio programmes broadcasted as planned.
	Output 2.3 Pre- and post questionnaire on public awareness is implemented.	Pre-questionnaire was developed and report was discussed at the training..	postponed

8. MoSWL. Capacity building of the Government officials in the implementation of the child labour prevention and elimination policies

Start: 01.08.2003

Completion: 31.12.2004

Last progress report cover the period

Duration: 17 months

Duration at date: 10 months

General remarks: Majority of the outputs are on hold because of the pending approval of the SUB-programme on WFCL by cabinet.

Objective 1. By the end of the action programme, the capacity of the government institutions to implement and coordinate child labour policies will have been increased.	Output 1.1 National policy on child labour is printed in 1500 copies.	Not achieved yet	The national sub-programme is awaiting cabinet approval.
	Output 1.2 Compilation of the national legislation related to child labour is printed in 1500 copies.	In progress	
	Output 1.3 Regional training are organised targeting local level government officials in various areas.		Subject to approval of the subprogramme by cabinet
	Output 1.4 Study of the educational and training needs of the working children and their parents is undertaken	Achieved.	Involved 150 children in Ulaanbaatar and 1 aimag.
	Output 1.5 Coordination meetings are organised with Relevant Ministries.		
	Output 1.6 Training of Poverty alleviation loan fund secretaries is organised		
Objective 2. By the end of the action programme, the capacity of labour inspectors for legislation	Output 2.1 Tripartite workshop is organised to define the national policy on labour inspection and child labour enforcement strategies.		

enforcement will have been improved	Output 2.2. ILO handbook on child labour for labour inspectors is translated and printed.	Translation is in progress.	
	Output 2.3 Training of safety and health inspectors on child labour enforcement strategies is organised.		
Objective 3. By the end of the action programme, the understanding of local media representatives on child labour issues will have been increased.	Output 3.1 Training of local media representatives is organised.		
9. Uvurkhangai . Preventing child labour by enhancing educational opportunities for the school drop out children Start: 08.10.2003 Completion: 01.09.2004 Last progress report cover the period 8 Nov. 2003 to 17 March 2004 Duration: 11 months Duration at date: 8 months			
Objective 1. Strengthen the capacity and commitment of Uvurkhangai aimag for addressing the issue of increasing educational opportunities for school dropout children	Output 1.1 Training of selected NFE teachers is organized.	Achieved	Conducted 28-29 October 2003 involving teachers from 9 soums covered by the project
	Output 1.2 Workshop of selected soum governors, school principles, social workers, NFE methodologists and local media representatives is organized.	Achieved	Conducted 30 October 2003
	Output 1.3 Consultation is organized to identify lessons and good practices from the first phase of the training in 6 soums.	Achieved	

	Output 1.4 Workshop is organized for project self-evaluation, identification of good practices and lessons and developing further strategies.		Will be achieved as planned
	Output 1.5 Booklet of good practices, lessons learnt and local strategies is printed.		Will be achieved as planned
Increase the community awareness on child labour and the value of education	Output 2.1 Radio programmes (3 times) are developed and broadcast.	Achieved	Radio programmes developed and broadcasted on: the workshop and training; IPEC and the project; and NFE and child labour in the soum
	Output 2.2 Awareness raising flyer on child labour and education value is developed and printed.	Achieved	Explaining child labour and child work concepts.
	Output 2.3 Awareness raising meetings are organized among regular school teachers and students.	Achieved	However, still some concern was raised in relation to the teachers' performance assessment regulation currently applied which likely to continue to prevent teachers to avoid working with mainstreamed children with full esteem
	Output 2.4 Awareness raising meetings are organized among the parents of the targeted children.	Achieved	During Nov. 2003 and June 2004
Objective 3. Provide school dropout children in the selected soums with educational	Output 3.1 NFE training textbooks are re-printed in 800 copies.	650 textbooks were printed.	Due to lack of funds, the # of textbooks had to be reduced. 150 textbooks used by children during November-February training.

opportunities for their re-integration into formal schooling.	Output 3.2 NFE training is organized for 800 school dropout herding children.	795 children are provided with NFE training (470 boys).	Of these children, 80 percent were working children and the rest at the risk. 55.3 percent were illiterate children.
	Output 3.3 Targeted children are examined by soum doctors and given primary health care and appropriate medical treatment if necessary.	Achieved	Children needed treatment were provided so after the health examination. Also children who did not have health insurance record book was provided so.
	Output 3.4 Children are mainstreamed into regular school.	274 children are mainstreamed into regular school as of March 2004. No of children mainstreamed into regular school from the NFE training during April-June is to be provided by the IA upon the completion of the training.	
10. MVA. Awareness raising of the local community and removal of children from hazardous work in gold extraction and processing Start: 26.09.2003 Completion: 26.02.2005 Last progress report cover the period 16 Decd 2003 to 15 April 2004 Duration: 17 months Duration at date: 9 months General remarks:			
Objective 1: Improve awareness and capacity of the local organisations on addressing child labour issues	Output 1.1 Training of project Taskforce members and local government service personnel is organised.	Achieved	In Nov. 2003 for 4 days involving 10 people from each of the 4 soums
	Output 1.2 Training of soum health personnel on mercury hazards and health prevention and monitoring is organised	Achieved	In November. 1 day. Organized in cooperation with the Directorate of Health Services of the Ministry of Health.

	Output 1.3 Training of local volunteers is organised.	Achieved in February 2004.	80 volunteers involved.
	Output 1.4 Mid-term experience sharing workshop is organised.		Will be achieved as planned
	Output 1.5 Final self-evaluation and documentation workshop is organised in each soum		Will be achieved as planned
	Output 1.6 Project evaluation, documentation and local sustainable actions workshop is organised in Ulaanbaatar		Will be achieved as planned
Objective 2: Improve awareness of children, parents, teachers and local communities on the problem of child labour and harmful consequences of hazards related to the gold mining	Output 2.1 Awareness raising poster and flyers on the hazards of child labour in gold mining are developed and printed.	Achieved	Poster is published in 500 copies
	Output 2.2 Awareness raising materials on hazardous effects of mercury are printed.	Achieved. The materials were developed by the Directorate of Health Services under the Ministry of Health.	AR materials for adults and children developed and printed in 3000 and 6000 copies respectively.
	Output 2.3 Awareness raising and Child Recreational Centre will be set-up.	Set-up in all 4 project soums.	Very functional operation providing various activities: meetings with children, parents, and school teachers and students, local community members.

	Output 2.4 Awareness raising activities on child labour are organised among targeted children, their parents, school children and miners.	Started and in progress. So far 700 people were provided information on CL and mercury hazards through the centre established under Output 2.3. More people were reached by radio and TV programmes and information on meetings of soum communities,	AR activities include radio and TV programmes. Training among parents and children, local miners, school children etc. Impact of the AR activities has a positive impact on removing children from handling mercury. Local miners in Bornuur, for example now prefer to amalgamate gold in concentrated centre (milling and amalgamation)
	Output 2.5 Training of school teachers on hazards of child labour in gold mining is organised.	Achieved	Achieved in February 2004, 90 teachers participated.
	Output 2.6 Assessment of the level of the awareness of local communities is implemented (2 times in each soum).	In Jargalant soum, awareness level assessment was undertaken among 210 people.	
Objective 3 : Improve information on children working in gold mining and children at risk of hazardous work through setting up child labour monitoring system	Output 3.1 Training on child labour monitoring is organised.	Organised in June 2004 by IPEC field management where 3 people from each project soum participated.	After the CL Monitoring training, the local taskforces worked on the information collection and monitoring details.
	Output 3.2 Data on working children and children at the risk of child labour are collected in each soum	Achieved.	
	Output 3.3 Regular monitoring is organised on child labour	In progress.	Each member of the project taskforce is in charge of certain households and children targeted by the project and regularly visit families. Also project taskforce members visit mine sites.

Objective 4: Remove working children from the hazardous work in gold extraction and gold processing	Output 4.1 NFE training is organised for the target children	38 children are attending NFE training offered by the soum Enlightenment Centres (cost is not covered by the project)	Initial target 40 children.
	Output 4.2 Support is provided to school attending working children from poor families	A few children, mainly young aged children are mainstreamed into regular school and supported by school items and uniform.	
	Output 4.3 Socialisation and recreational activities are organised for the targeted children.	Started and in progress.	
	Output 4.4 Business skills training is organised for the targeted families	Achieved. 13-22 March, 2004	“Start Your Business” training (ILO training module) was organized for 3 days in cooperation with MONEF. Targeted 140 people of 102 families.
	Output 4.5 Skills training are organised among targeted children	Preparation is in progress.	Types of skills training needed for children and parents are determined in consultation with the beneficiaries after the business skills training.
	Output 4.6 Skills training of parents are organised.	Started and in progress.	Employment diversity in the soums are limited.

11. MYDC: Removal, rehabilitation and prevention of the young girls from sexual exploitation

Start: 28.03.2003

Completion: 28.02.2005

Last progress report cover the period 28 November 2003 to 28 March 2004

Duration: 23 months

Duration at date: 15 months

Objective 1. The capacity and involvement of the governmental organisations in addressing the problem of children in prostitution will have been increased	Output 1.1 Training for district officials and social workers (140 persons) is organized in order to increase their involvement in measures for protecting children in prostitution	Achieved. So far 180 social workers and police officers of 4 districts of Ulaanbaatar are trained.	More training are planned in other districts of Ulaanbaatar. The number of targets will therefore exceed the planned number of trainees.
	Output 1.2 Training of project workers and teachers of the government shelter on improving their basic counseling skills is organized.	Achieved.	
	Output 1.3 Meeting of the police officers to improve their attitude to the protection of children is organized.	Achieved the targets in relation to those districts covered by the project so far.	More training is planned in relation to other districts to be targeted.
	Output 1.4 Training of project volunteers is organized.	Achieved.	
	Output 1.5 Meetings for establishing the network of concerned organizations for the protection of children involved in or at the risk of sexual exploitation are conducted.	Achieved.	National network is established for ECPAT International.

Objective 2. Girls involved or at the risk of prostitution will have been removed and prevented from the worst form of child labour	Output 2.1. NFE training and literacy training are provided to 150 children (It is CORRECT).	30 % achieved (31+ 14 children)	Some girls could not attend because of economy, family or other personal problem
	Output 2.2 Skills training are provided to 100 children (It is CORRECT).	20 children provided training	
	Output 2.3. Street children are provided with shelter.	25 children stay in shelter	Many difficulties with regard to the shelter as the girls did not like them
	Output 2.4 Girls' Development (Drop-in) Centre is set-up	Achieved and in progress in Chingeltei district.	
	Output 2.5 Child labour, health education and child right training are organized among the targeted children and their parents	125 children are provided with reproductive health lessons and other training: child rights, child labour etc	
	Output 2.6 Health treatment and psychological counseling services are provided to the 80 girls involved in prostitution.	Provided to 125 children	Medial check ups and treatment + counseling for 125 girls.
	Output 2.7 Lifeskills training are provided to the targeted girls.	In progress.	4 times a month. This also for mothers of the girls.
	Output 2.8 Vegetable growing skills training are provided to the families of the targeted children	Achieved.	
Objective 3. Public awareness on the situation and consequences of children in	Output 3.1 Promotional activity among selected small hotels to increase their involvement against child sexual exploitation is tested.	First meeting is organized in February 2004.	Involved 14 people. Received positive response from participants/hotels and identified types of cooperation.

prostitution will have been improved	Output 3.2 TV Awareness raising programmes are prepared for improving public awareness on child sexual exploitation problem.	TV programme is developed.	But not broadcast yet.
	Output 3.3 Awareness raising materials to be used for project activities are printed.	Achieved. 4 types of booklets developed.	Used for training of social workers, policemen.
Objective 4. The system of tracking project beneficiaries will have been strengthened	Output 4.1 Workshop is organized for social workers and police officers of the relevant districts on the issue of tracking the status of project beneficiaries.	IN progress. Needs more elaboration of the work has been undertaken such as involvement of social workers and policemen.	But module to develop personal change and development developed
	Output 4.2 Database is established on the status of the project beneficiarias	In progress (125 girls)	
12. Police: Increasing the capacity of the juvenile police officers in the combat against the worst form of child labour Start: 01.07.2003 Completion: 31.08.2004 Last progress report cover the period 01 August 2003 to 26 Jan 2004 (not yet completed) Duration: 14 months Duration at date: 11 months General remarks: Project duration will be extended with no additional cost.			
Objective 1. Understanding and capacity of the police officers in combating the worst form of child labour and	Output 1.1 Assessment of the current practice of the police officers in handling cases of child prostitution and sexual exploitation of children is undertaken.	Data collection and analyses is completed.	Report is being finalized.

protecting child labourers will have been increased.	Output 1.2 Proposals on improving relevant legislation are developed.	Achieved.	Proposals in relation to necessary amendments into the Law against Prostitution and Pornography are drafted in based on proposals from prosecutors, districts judges and NGOs and submitted to the Ministry of Justice and Home Affairs.
	Output 1.3 Meeting of stakeholder organisations is organised to discuss the strategies and clarify institutional responsibilities for the removal and rehabilitation of children.	Delayed.	
	Output 1.4 Training material for police officers is developed.		TOR of the manual is being drafted.
	Output 1.5 Training of the police officers are organised (6 times)	Not started.	
	Output 1.6 Project evaluation meeting is organised.		
13. WCUB. Providing education alternatives and rehabilitation to working children and children at the risk of hazardous work in Nalaikh coalmines Start: 01.04. 2003 Completion: 28.02.2005 Last progress report cover the period 30 Nov 2003 to 31 March 2004 (not completed) Duration: 23 months Duration at date: 14 months General remarks:			
Objective 1 The capacity and involvement of the district officials to address the child labour problem will	Output 1.1 Training workshop is organised for relevant district officials to increase their capacity for effective tackling of child labour problem in the district.	Achieved. Organised 3 times	98 people participated.

have been increased	Output 1.2 Meetings are organised among NGOs active in the district.	Achieved.	Involved organisations such as Red Cross, World Vision etc... 29 people.
Objective 2 Awareness of the targeted children, their parents and local communities on worst forms of child labour will have been increased.	Output 2.1 Awareness raising campaign is conducted at district schools.	Achieved.	
	Output 2.2 Local teachers' conference is organized.	Achieved.	Organised in cooperation with Teachers' Trade Union (MEFTU)
	Output 2.3 Local media and press releases are developed to improve the awareness of the local communities on hazardous child labour	Achieved.	AR boards are placed in schools, khoroo offices. Regular activities (radio, TV, meetings) during mining season.
	Output 2.4 Awareness raising flyer is printed to explain the hazards and consequences of child labour in coalmines	Partly achieved.	More materials will be developed for the next mining season.
	Output 2.5 Awareness raising meetings are conducted among informal miners	Achieved to certain extent as the number of miners is large.	Will be continued during next mining season.
	Output 2.6 Awareness raising activities are organised targeting the residents of selected khorooos	Achieved.	
Objective - 3 Working children and children at the risk of getting involved in hazardous work will have been removed and prevented.	Output 3.1 NFE training is organised for 120 working children and children at the risk of child labour.	Achieved.	120 children are being provided with NFE training and 52 of them mainstreamed into secondary schools
	Output 3.2 40 older children are provided with skills training	Achieved	10 children studied in Vocational Training Center, 30 children attended vocational training courses at NFE centers
	Output 3.3 Training are organised for parents to improve their skills for income generation		

	Output 3.4 Health education and child rights training are organised for the targeted children and their families	Achieved.	
	Output 3.5 Socialisation activities are organised among the targeted children	Started and in progress.	Various activities including interest group (drama, singing, dancing groups organized by District Cultural Centre)
Objective - 4 Child labour monitoring system will have been strengthened and project beneficiaries' tracking system will have been established	Output 4.1 Training on project monitoring and tracking system is organised among key players.	Achieved in Nov 2003.	20 people.
	Output 4.2 Meetings are organised to review the monitoring group and the tracking system reports	Governor Office meeting reviewed the report of monitoring team.	
	Output 4.3 Child labour monitoring and tracking information system is put in place	Achieved.	Needs improvement particularly on the aspect of services provided after identification of children through monitoring of mine sites.
14. MCRC. Preventing child labour by improving and facilitating access to non-formal education for children who has dropped out of school in Ulaanbaatar Start: 01.09.2003 Completion: 31.12.2004 Last progress report cover the period 17 Jan 2003 to 17 May 2004 (not completed) Duration: 16 months Duration at date: 8 months			
Objective 1: Prevent child labour through providing educational opportunity to children who have dropped out of school and are at risk of child labour, especially	Output 1.1 NFE training is organised for 400 children.	60% achieved (240 children of which 20 have been reintegrated to formal school as of last progress report)	More children are mainstreamed, will be provided by next progress report, which is underway.
	Output 1.2 Awareness raising materials for children and parents are developed.	Achieved	

the worst forms of child labour in Ulaanbaatar	Output 1.3 Training of NFE teachers on child labour and child rights issues is organized.	Achieved	10 teachers in 10 schools.
	Output 1.4 Training on child labour, child rights and health education are organised among targeted children and their parents	Achieved	(5 trainings)
	Output 1.5 Socialisation and recreational activities are organised among the targeted children	Achieved for targeted 240 children	Will be organized for new target children.
	Output 1.6 Training of school principles, teachers and social workers is organised.	Achieved	
	Output 1.7 Contest of child friendly environment is organised among the targeted schools.	-	Postponed
	Output 1.8 Children are mainstreamed into regular schools or NFE classes of Enlightenment centres.	On going	129 children mainstreamed into secondary schools , 32 children into NFE classes at Duureg Enlightenment Centers Less
	Output 1.9 Handbook for school social workers on child labour is developed.		Postponed
Objective 2: Prevent child labour through awareness raising	Output 2.1 A study is conducted on educational needs of the children from migrant families	Not achieved yet.	TOR is being developed. Progress is slow.

among governmental authorities and organisations as well as NGOs on the need of facilitation access to education in particular for poor and disadvantage children, such as children who are migrants.	Output 2.2 Meeting of key stakeholders in the area of education and social issues of the city is organised to discuss access of disadvantaged children to education		Dependent from previous output.
	Output 2.3 Watch group on education of children in Ulaanbaatar is established		Dependent from previous output.
	Output 2.4 Policy workshop is organised with relevant stakeholders on innovative approaches and good practice to be reflected in formal schooling system and NFE training and their linkage	-	Will be achieved in planned period.
15. MEFTU: Improving the role and involvement of teachers in the prevention of child labour Start: 15.02.2004 Completion: 26.02.2005 Last progress report cover the period 15 Feb 2003 to 26 June 2004 (not completed) Duration: 12.5 months Duration at date: 4 months General remarks:			
Objective 1: Actions of the teachers and schools against child labour will have been increased.	Output 1.1 Meeting is organised to discuss the strategies of the schools and teachers for the combat against child labour.	Achieved in May 2004. .	Meeting of the Representative Khural of Teachers' and Scientific Organizations (55 people) discussed the strategies and the Executive Council issued the decree.
	Output 1.2 A handbook for teachers on child labour is developed and printed.	In progress.	

	Output 1.3 A poster for teachers and schools is designed and printed	Achieved.	2500 copies printed.
	Output 1.4 Training of trainers is organized.		Postponed to August 2004.
	Output 1.5 Training of MEFTU branches leaders in aimags is organized.		Will be achieved in planned period.
	Output 1.6 Training of teachers in aimags are organised trained trainers.		Will be achieved in planned period.
	Output 1.7 Radio movement is organized to mobilize teachers and schools	Not started.	Postponed.
	Output 1.8 A newspaper issue on child labour is printed and distributed.	Achieved in June 2004.	
Objective 2: The government policy for improved enrolment will have been positively influenced.	Output 2.1 Meetings are organised involving officials of the Ministry of Education, Science and Culture	Not achieved yet.	Postponed because of the absence of the Ministry officials in charge of teachers' performance appraisal issue (attending 3 months training overseas) and also state examination period started.
	Output 2.2 A sectoral agreement is concluded to address education issues.	Not achieved yet,	Ministry of Education is not active on concluding agreement.
	Output 2.3 Project evaluation meeting is organised.		Will be achieved in planned period.

16. NDC. Increasing the capacity of government child protection and welfare officials in addressing child labour problems and rehabilitation of working children

Start: 01.10.2003

Completion: 31.01.2005

Last progress report cover the period 31 Jan 2004 to 31 May 2004 (not completed)

Duration: 16 months

Duration at date: 8 months

General remarks:

Objective 1. Improve the capacity of the government officials in charge of children 's issues in implementing actions to address the problem of child labour	Output 1.1 NDC staff workshop is organized to discuss the content and draft of the handbook	Achieved.	
	Output 1.2 Handbook on child labour for government officials in the area of children is developed and printed	In progress.	
	Output 1.3. Training workshop for directors of Aimag and City Centres for Children is organised	Not achieved in planned period	Postponed
	Output 1.4. Training of local officials in the area od children's welfare and protection are organised		Postponed
	Output 1.5 Project evaluation workshop is organised		Will be achieved in the palnned period.
Objective 2. Integrate child labour issues into social work curriculum at high education institutions	Output 2.1. Workshop to discuss the content of the curriculum is organised	Achieved.	
	Output 2.2 Social work curriculum on child labour is drafted, piloted and approved	In progress.	

Objective 3. Increase awareness of the working children, parents, and marketplaces” employees ion child labour	Output 3.1 “Information center” for working children is set up at Narantuul marketplace	Achieved.	
	Output 3.2. Awareness raising training on consequences of child labour is organized for working children	Started and in progress.	
	Output 3.3 Training for employees of the marketplace on child rights and child labour issues is organised	Achieved in April 2004.	19 people: tax collectors, inspectors and policemen.
	Output 3.4. Training of district NFE teachers and NFE methodologists on child labour is organised	Achieved.	16 people from 6 districts’ Enlightenment Centres.
	Output 3.5. Workshop is organized to discuss awareness raising strategy at the marketplace	Not achieved yet	Will be achieved in the planned period
	Output 3.6 Awareness raising materials are developed for working children, parents and marketplace community	Not achieved yet	Will be achieved in the planned period
	Output 3.7. Awareness raising activity is organized at the marketplace	Not achieved yet	Will be achieved in the planned period
Objective 4. Remove young children from child labour and provide education and training	Output 4.1 Training and meeting of concerned districts’ Governor office officials is organised	Achieved in January 2004.	24 people: employment offices, education officials, local government representatives of duuregs.

opportunities to the older working children	Output 4.2 .NFE training is provided to 120 children	Started in progress	102 children examined and NFE class started to act with 15 children .
	Output 4.3. Skills training are provided to 30 children	Started in progress	6 children completed vocational school and got employed
	Output 4.4. Socialization and recreation activities are organized among the targeted children	Started and in progress.	65-70 children get services on daily base, all together 248 children have registered.
	Output 4.5 Families of the working children are assisted with skills training by Employment Office	Not achieved yet	Will be achieved in the planned period
17. MRC. Removing children from scavenging and preventing children at the risk of hazardous work Start: 12.02.2003 Completion: 12.02.2005 Last progress report cover the period 13 October 2003 to 12 February 2004 Duration: 24 months Duration at date: 16 months			
Objective 1. At the end of the project, the capacity of the local authorities to address the child labour problem will have been increased	Output 1.1 Training of district and horoo officials on issues of addressing the child labor problem are organized	Achieved	
	Output 1.2 A test of the impact of in-kind direct support on the removal of children will be undertaken.		Will be achieved in planned period.
Objective 2. At the end of the project, the awareness of working children	Output 2.1 Health study of the children and adults working at the dumpsite is conducted	Achieved	In addition to the study, 4 health check ups and medical treatment were undertaken for target children

their parents and local communities on the consequences of child labour will be increased	Output 2.2 Meetings of district health workers, family practitioners, MRC volunteers and community leaders on conducting awareness raising among the local community is organized.	Achieved.	
	Output 2.3 Campaign on increasing the awareness of the local community, including adult scavengers on hazards scavenging is organized	Started and ongoing process.	Campaign included audio message and flyers, stickers to garbage trucks, passenger microbuses transporting passengers to the direction close to dumpsite, water wells etc
	Output 2.4 Training on consequences of child labour, hazards scavenging are organized for working children and their parents.	Achieved	Training organized twice a month for children and once a month for parents
	Output 2.5 Awareness raising brochure for Mongolian Red Cross volunteers is developed and printed.	In progress	Progress is slow.
	Output 2.6 Training of the leaders of Mongolian Red Cross branches in aimags and districts on child labour is organized.	-	Postponed because the AR brochure is not finalized yet.
Objective 3. At the end of the project, children working at the dumpsite and those at the risk of hazardous work will have been removed and prevented and provided with	Output 3.1 Non formal education and training is organized for the targeted children	Achieved. .	84 children are provided. 45 children are mainstreamed into regular school.
	Output 3.2 Skill training is provided to targeted children	Started and in progress.	13 Children are attending.

educational and training opportunities	Output 3.3 Training on health education to targeted children parents are provided	Started. Ongoing on different health subjects.	For children and parents. Training involve health personnel from District health centres and family practitioners.
	Output 3.4 Training on vegetable growing is organized among targeted families.	Organized 2 times.	
	Output 3.5 Educational and socialization opportunities are provided to the targeted children.	Started and ongoing process.	Undertaken twice a month
Objective 4. At the end of the project, child labour monitoring and tracking system will have been introduced	Output 4.1 Training on project monitoring and tracking system is organized among key players.		Postponed to be undertaken after IPEC training in June.
	Output 4.2 Regular meetings are organized by key players in child labour monitoring and tracking to improve and sustain the system		

Annex 5

National Programme for the Prevention and Elimination of Child Labour in Mongolia Phase II

TRAININGS DELIVERED TO JUNE 2004

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
	ILO /OPEC National Programme Office	Development, implementation and monitoring of action programmes to combat child labour	5 days	December 2002	40	Implementing Agencies Training delivered by National Programme Manager
		Introductory training to child labour monitoring, i.e. at the worksite and regarding access to services	1 day	March 2003	20	Implementing Agencies Training delivered by IPEC Bangkok
		Understanding working children and parents: the participatory approach and basic skills for counseling	2 days	July 2003	30-35	Implementing Agencies Training delivered by Psychology Department of National Pedagogical University and National AIDS Foundation
		Social work: case management. How to organize effective training	2 days	March 2004	30-35	Implementing Agencies Training delivered by Social Work Department of the National Pedagogical University

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Implementing a Child Labour Monitoring System	2 days	June 2004	43	Implementing Agencies Training delivered by National Programme Manager
1	FDC	Increasing the role of pre school education institutions for eliminating child labour	1/2 day	14.04.2004	8	Chief of Social Development Department, Officers of Duureg Governor' Office, in charge of secondary and pre-school education, khoroo governors and social workers, a director of a kindergarten
		Increasing role of pre school education institutions for eliminating child labour	1/2 day	26.04.2004	13	Educators and support staff on Kindergarten # 3
		Increasing role of pre school education institutions for eliminating child labour	1/2 day	05.05.2004	40	Parents of target children

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
2	NDC	Participation of government officials in combat against child labour	1 day	14.01.2004	24	Officers of Duureg Governor's Office in charge of education, health, employment and social welfare issues
		Methodology to increase awareness and change of parents' attitude	1 day	26.02.2004	16	Teachers of Non Formal Education Centres
		Meeting on how to mobilize action against child labour at duureg level	3 hours	08.03.2004	11	Chairs of local children's organisation
		Child rights and child labour	1 day	02.04.2004	19	Tax collectors and labour inspectors of Narantuul Market
3	CMTU	Increasing capacity of researchers on child labour issues	3 day	10-12.12.2003	10	Researchers
		Strategy development workshop	2 days	29-30 April 2004	40	Aimag and branch representatives
		Right to work, Trade union and labour laws	1 day	18 June 2004	69	Workers of the Break Factory
		Child labour monitoring workshop	1 day	3 June 2004	40	Chairman of Aimag and Duureg branches of Trade Union

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Trade Union and child labour	3 days	15-17 June	25	Representatives of Trade Unions in Darhan, Selenge, Orhon Hubsgul
4	MYDC	Souvenir making training			30	Target girls
		Sewing training			30	Target girls
		Kitting training			25	Target girls
		“Child to child reproductive health” Training of Trainers			10	Target girls
		Reproductive health	1 day	29.08.2003	18	parents
		Training on sewing	1 day	04.10.2003	10	Mothers, who sell bags in the market
		Improving the understanding on HIV/AIDS	1 day	11.10.2003	18	Project staff
		“Against bad habits”	1 day	18.10.2003	17	parents
		“How to overcome traumatic stress”	1 day	25.10.2003	15	Parents
		“Woman and family violation”	1 day	01.11.2003	15	Parents
		Cooking delicious meals	5 times	29.11.2003	53	Parents and children of 15 families

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Providing targeted girls with educational service is the main activity to remove them from prostitution and rehabilitate them	1 day	18.09.2003	10	Teachers of district enlightenment centre
		Skills training is the main activity to remove the targeted girls from prostitution	1 day	25.09.2003	10	Teachers of vocational training center
		Project strategies	1 day	06.10.2003		Project staff
		Cooperating to prevent underage girls from prostitution	1 day	10.10.2003	35	Social workers of Bayanzurkh district and staff of Family Development Center, which is a NGO
		Establishing a network of organizations against the sexual exploitation of children	1 day	23.10.2003	20	Representatives of GOs, NGOs, IGOs
		“Being aware, caring them”	1 day	13.11.2003	31	Social workers and doctors of Sukhbaatar district
		Monitoring changes and progress of the targeted girls and their families		16.11.2003	30	Project team and related officials

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Understanding the condition of girls in sexual exploitation, developing the cooperation to protect, to prevent them from prostitution	1 day	28.11.2003	35	Police officers
		Awareness raising and capacity building training on sexual exploitation of children and the activities against it	1 day	February 2004	80	Social workers, doctors and officials of Bayanzurkh Governor's Office
		Literacy training	3 months	Nov 2003 - March 2004	14	Target girls
		NFE classes	3 months	Nov 2003 - March 2004	31	Target girls
		Vocational training	3 months	Nov 2003 - March 2004	25	Target girls
		Awareness raising training on worst forms of child labour	1 day	06.12.2003	12	Family members
		Human rights	1 day	20.12.2003	25	parents
		Self confidence	1 day	10.01.2004	10	parents
		Responsibilities in family and living together	1 day	17.01.2004	27	17 parents and 10 girls

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		How to get civil documents and the importance of civil documents	1 day	24.01.2004		Target children
		Communicating with child who is in trauma or stress	1 day	31.01.2004	12	parents
		Decision making	1 day	07.02.2004	15	parents
		Influence of family environment to child's development	1 day	14.02.2004	20	Target girls
		Finding job place with help of District's Employment Office	1 day	21.02.2004	20	parents
		Personal character and communication	1 day	28.02.2004	15	girls
		Against the tobacco	1 day	06.03.2004	25	10 girls and 15 parents
		Awareness raising training on HIV/AIDS	1 day	27.03.2004	27	12 girls and 15 parents
		Awareness raising meeting	1 day	27.02.2004	15	Chief managers of hotels located in Bayanzurkh district
		Awareness raising meeting	1 day	28.03.2004	12	Taxi drivers
		Awareness raising training	1 day	05.02.2004	40	Employees of Khan –uul district

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Awareness raising training	1 day	26.03.2004	40	Employees of Bayagol district
5	MRC	NFE training		12.02.2003	116	children
		Project strategies and awareness building on child labour	Once in a month	June 2003 to March 2004		Project staff and khoroo and district social workers
		Awareness raising training for parents	Once in a month	June 2003 to March 2004		Parents of target children
		Vegetable growing skills training	3 days	25-28.05.2003	50	Parents of target children
		Training on hygiene	Once in a month	June 2003 to March 2004	73	Target children
		Training on consequences of child labour and hazards scavenging	Once in a month	June 2003 to March 2004	38	Parents
		Vocational skills training	3 months	June-Sept 2003	14	Target children
6	MVA	Capacity building training	4 days	27-30.11.2003	40 people	Members of local taskforces
		Awareness raising on gold mining and understanding on mercury	1 day	29.11.2003	16	doctors
		Awareness raising on gold mining and understanding on mercury				parents

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Importance of facilitating target families in project coordination	2 days	13-14.05.2004	40	Project team
		“CRC and Laws in Mongolia”, “Child labour risks in gold mining and mercury’s negative consequences and its’ prevention	2 days	14-15.02.2004	170	80 volunteers, 90 teachers
		“CRC and Laws in Mongolia”, “Child labour risks in gold mining and mercury’s negative consequences and its’ prevention	1 day	11-14.02.2004	90	Community members, the training was held by teachers
		“Mercury and its’ negative consequences ”	1 day	February 2004	64	Doctors and health workers
		“Mercury and its’ negative consequences and child labour”	1 hour	February 2004	297	Students of secondary schools
		“CRC, child labour and ways to avoid from hard labour” “ILO convention 138”	1 hour	March 2004	150	Students of secondary schools

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Training of trainers on “CRC, child labour and ways to avoid from hard labour” “ILO convention 138”	7 days	13-22.03.2004	9	Students of secondary schools
		Risks, which could happen at gold mining	1 day	February 2004	30	25 project target, 5 NFE classes,
		Start your business	3 days	April 2004	140	Representatives of 102 target families in 4 soums
7	ESC	Violence against children	1 day	16.02.2004	43	Parents
		Who is eligible for state social welfare scheme	1 day	05.03.2004	38	
		Citizen’s right to health and social welfare services	1 day	18.03.2004	26	
		Health services for disadvantaged population	1 day	18.04.2004	32	
		World Day Against Child Labour-Domestic labour	1 day	07.06.2004	22	
		International and national laws on child labour its’ implementation	1 day	12.03.2004	10	Employees of Khangai, Bars and Kharkhorin markets

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Consequences of child labour and prevention of the negative consequences	1 day	23.04.2004	11	Target children
		World Day Against Child Labour- what tells us the result of study on Domestic labour	1 day	04.06.2004	15	
		What is a violence	1 day	18.02.2004	75	
		How to choose the profession	1 day	05.03.2004	35	
		Reproductive health	1 day	19.03.2004	78	
		Reproductive health of girls	1 day	08.04.2004	32	
		The negative impact of tobacco and alcohol use	1 day	23.04.2004	79	
		What is the child participation organization?	1 day	07.05.2004	30	
		World Day Against Child Labour- Domestic labour	1 day	07.06.2004	70	
		Mouth hygiene	1 day	14.06.2004	60	
8	WCUB	Skills to reserve vegetables	1 day	15.09.2003	20	parents
		Increasing local capacity in combating child labour	1 day	10.06.2003	43	Khoroo duureg officials

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		Prevention from sexually transmitted diseases	1 day	26.09.2003	15	Parents of target children
		Cooperative combat against child labour	1 day	17.10.2003	29	Representatives of khoroo and duureg governor's office, teachers and doctors, and social workers
		Increasing teacher's understanding on child labour	1 day	04.11.2003	30	teachers
		Cooperative combat against child labour	1 day	06.11.2003	36	Representatives of khoroo and duureg governor's office, teachers and doctors, and social workers
		Increasing kazak community's understanding on child labour	1 day	18.02.2004	30	Leaders of kazak tribes (groups)
9	MCRC	NFE training		Sept 2003-May 2004	250	Target children
		Awareness raising training on child rights and child labour		Sept 2003-May 2004	158	Parents
		Awareness raising training on child rights and child labour		Sept 2003-May 2004	230	children

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
10	NFEDEC	Training of NFE methodologists of Aimag and district	3 days	26-28 April 2004	30	Non formal Education methodologists of aimag and district
		Training for NFE teachers	3 days	29 June – 01 July 2004	75	Non Formal Education teachers
11	MEFTU					
12	GOOUA	Capacity building training	2 days	28-29 Oct.2003	10	NFE teachers
		Awareness raising	1 day	30.10.2003		Soum governor and school directors
		Awareness raising for starting the project	3 day	7.12. 2003 12.11.2003		Project team
		Awareness raising	1 day	9.114.2003 10.02.2004		Parents and children
		NFE training		During the project life	795	Target children
13	GOOHA	NFE training			806	Target children in 7 soums
		Project strategy training	1 day		13	Government officials
14	Mongolian Radio	Awareness raising training for project team	2 days	24-25 July 2003	10	Radio journalists including from TV and Uvurkhangai aimag
15	SESNUM	Child labour	2 days	15-16.12.2003	15	researchers
		Training for designing programmes on child labour issues and improving the monitoring capacity of its	5 days	18-22.12.2003	34	Representatives from 16 GO and NGO agencies from 3 aimags

	Organization	Subject of the Training	Duration	Dates	Number of participants	Participants
		implementation				
16	MONEF	4 awareness raising training for employers	2 days	20.08.2003 - 29.02.2004	123	Employers in Ulaanbaatar, Erdenet, Dornogobi
		19 training were organized in different places to increase awareness of employers on child labour	2 days each	20.08.2003 - 29.02.2004	550	employers

Annex 6
National Programme for the
Prevention and Elimination of Child Labour in Mongolia Phase II

ILO / IPEC Independent Mid-term Evaluation

Notes from Workshop with Implementing Agencies

1 July 2004²⁶

1. 80-90% of the child labor occurs in family level /aipek strategy, direction/
2. pay attention to children working in mining /take into account certain criteria in issuing licence and permission/
3. How to integrate IPEC programs with state policy IPEC experience – state institutions
4. To implement separate project for girls engaged in prostitution - 18
5. To undertake and implement measures preventing children from school drop out - 22

2 Group

1. To develop and advance legal environment - 14
2. To enhance state mechanism of policy implementation - 16
3. To reflect in sector policy and planning of economic activity /agriculture, industry, mining retail, requirements for best herder of the year/ - 15
4. Increase participation of NGO's in problem identification researches and surveys - 10
5. To set forth numbers of children in appraisal of organizations engaged in development of a child /Children's Palace, Summer camps etc./ - 13

Baatar-Ochir /Khuvsgul aimak/

1. to undertake protection measures for the children who ride racing horses
2. Implement Pre-school and literacy programs for children of remotely located indigenous people like 'tsaatan'
3. Assessing and revealing of au pairs or home workers

Group 1

1. increase family income, decrease WFOCL-13
2. to change teacher attitude and increase children participation in ...program - 13
3. increase public awareness and deliver information and publicity work in various different ways /for decision makers, during election!/ - 24

2 Group

1. to strengthen and ensure sustainability of the capacity set at national level - 19
2. national scale information database network /website/ -20
3. to determine through agreeing process on WFOCL and work out a list of WFOCL. And to implement a sub-program to eliminate them /time bound, thematic etc./ - 15
4. to train skilled and specialized trainers /certificate/ - 6
5. To create a tripartite structure on elimination of WFOCL within social partnership framework at national and local levels - 17
1. to form an association or pressure group for parties involved in program and develop action program for it - 22

²⁶ Transcribed from flip charts from the workshops.

2. to enhance coordination of people working in program – information sharing at both central and local levels
 3. to implement sustainable actions directed at eliminating WFOCL
 4. to trigger a broader nationwide discussion on WFOCL and traditional forms of child labor through talk shows and regular thematic paper discussions involving all relevant parties
-

I group

1. Outcome and results of actions carried out within project framework
2. ways to improve ..
 - activities in educational catch up programs
 - social inclusion of children, increasing children's self initiatives and participation /Naliakh city 'Mandak' association/
 - Awareness and attitude among parents are being improved
 - Prevention measures for children from working are being implemented intensively
 - awareness and attitude: Awareness and attitude of local government decision makers are being improved and increased.
 - Attitude of police officers is being improved and their methodology and approach are being improved
 - The approach to deal with girls engaged in prostitution is being improved /registration and data collection, work skills and knowledge etc./
 - There is a tendency for decreasing in number of crimes committed by working children /livestock theft, theft etc./
 - Began to pay more attention in matters as increasing of a family income and life skills capacity to be self sustainable or self-sufficient
 - Collaborating with other donor organizations

1 group

- Public awareness and understanding improved only at areas and locations where the project is being implemented - to conduct for more broader public
- Improved understanding on the needs of collaboration between public and NG organizations and subsequent improved openness and willingness in cooperating - to sustain
- New approach and methodology work basics have been set up or capacitated /selection of scope to cover and organizations to involve are done properly/
- Monitoring over project work is conducted in good way /- to aggregate and direct work towards nationwide child labor assessment – increase info sharing between projects and their coordination – to pay attention to equal distribution of progress reports/

TO IMPROVE:

- to lobby with aggregated efforts and policy /at all levels with participation of all/
- to deliver professional skills and link with poverty reduction programs /to implement evenly, something wrong therefore at implementation stage it does not work, to seek answers for why?/

2/a/

legal environment:

- law on children rights
- labor code
- national program on improving of child development and protection
- Health Protection ... Law on to fight Pornography and Prostitution
- Strategic document on social security
- Policy framework to be pursued by Employers Association

- Directions of Trade Union
- To have national program approved by the Government

To develop and enhance:

- in Education Law
- In Law on Vocational Training
- In Law on Promotion of Employment
- Labor Code
- Law on Administrative Units
- Law on Local territories and units

At POLICY level:

- Regulations on non-formal education
- To bring changes in TORs of people working at grassroot level
- To make amendments in Government resolution No. 138 and Regulation by City Governor's Office

2 –b:

Involment of Government Organisations:

1. to assess National Department For Children – a government implementing agency
2. aimak, district, soum participation is weak
3. all levels citizen's khurals /meetings or parliament/ /meeting of local citizens/
4. to advance and enhance the role of State professional inspection authority
5. The level of participation of all ministries except MSWL is not sufficient
6. The activities and participation of NstatisticalOffice
7. To make activities reaching more wider scope
/education. Employment, poverty, health, social welfare/
8. to aggregate policy management /pay attention to structure/
9. To define WFOCL considering national specifics
10. To integrate with other projects and programs
11. To strengthen capacity of central and local government organizations
12. To deliver some state social services through NGO's

2 – d:

- new forms and trends in child labor
- there is no nationwide research database /selected situational analysis researches and surveys are conducted/
- there is a need for assessment surveys to be conducted /sexual exploitation, home slavery/
- to assess new child labor objects and forms and undertake preventative measures /who? NGO/
- Coordination of efforts of International Organizations involved in child labor
- Partnership and info sharing among international organizations
- /government, employers and trade unions/: collaborated together through tripartite partnership on creation of a policy environment in elimination of child labor /result: joined Convention No. 138 in 2002/
- each party in tripartite partnership have developed/drafted their policy documents
- objectives are set forth for employers and trade unions
- works on increasing awareness of employers and trade unions have intensified /from women's association, trade unions/
- Reflected in key assignments of teachers, school social workers, and district social workers / further needs to be included in performance contracts/

2 – f:

- capacity of local Trade unions and employers is weak
- capacity of local labor inspectors/office is weak /to assign an inspector to deal with/

- organizations implementing projects and programs have started to collaborate, further there is a need for intensifying aggregated efforts to influence policy
 - to open up mechanisms for NGO's to perform some of the public services /NGO's should lobby themselves and further capacitate themselves/
 - IPEC info sharing network/coordination is weak
- 3rd group:
- capacity of people working on project has increased
 - seminars and trainings have been delivered and quality of training materials were good
 - to organize more training for people implementing projects
 - to assess awareness and knowledge of decision makers
 - further increase public awareness and attitude, broadcast TV and Radio programs
 - to promote public servants rather with bonuses but not with administrative measures
 - to organize a conference on experience sharing
 - to change secondary school teachers attitude and knowledge
1. Results and outcome of activities implemented within project framework
 - Results of direct actions towards children, assessment of ways to improve /child assessment/
 - Assessments on each project
 2. Assessment of policy, legal and economic environments
 - Underlying reasons for wfocl in mongolia, in respect to internal and external environment
 - Assessment of government organizations
 - Principles of social partnership
 - What role has been taken in eliminating of wfocl? Recommendations on further improving of the role ?
 3. Whether capacity of people working on projects improved. What to be done further?.
 4. Other issues.