



International Programme on the Elimination of Child Labour (IPEC)



International  
Labour  
Office

## ***IPEC Evaluation***

# **Support to the Proposed National Sub-programme to Eliminate the Worst Forms of Child Labour: Time-Bound Measures - Mongolia**

**MON/05/P50/USA**

**P.270.13.335.050**

**An independent expended final evaluation by a team of external consultants**

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**This document has not been professionally edited.**

## NOTE ON THE EVALUATION PROCESS AND REPORT

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

The evaluation was carried out by a team of external consultants<sup>1</sup>. The field mission took place in APRIL-MAY 2010. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

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

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## ACRONYMS AND ABBREVIATIONS

ABIIM	Area-based integrated intervention model
ADC	Adolescents Development Centre
AP	Action programme
APSO	Action programme summary outline
CLM	Child labour monitoring
CMTU	Confederation of Mongolian Trade Unions
CSEC	Commercial Sexual Exploitation of Children
DED	ILO/IPEC Design, Evaluation and Documentation section
ECPAT	End Child Prostitution, Child Pornography, and Trafficking
ESC	Equal Step Centre
FGD	Focus Group Discussion
GO	Governor's Office
ILO	International Labour Organization
IPEC	International Programme for Elimination of Child Labour
MTE	Mid-term evaluation
MCTU	Mongolian Confederation of Trade Unions
MONEF	Mongolia Employers' Federation
MoSWL	Ministry of Social welfare and Labour
NAC	National Authority for Children
NCC	National Children's Council
NFE	Non- Formal Education
NGO	Non-Governmental Organization
NHRC	National Human Rights Commission
NNFDEC	National Non-Formal and Distance Education Centre
NPDPC	National Programme of the Development and Protection of Children
NPSSM	National Programme for Developing Small Scale Mining
NSC-CL	National Steering Committee on Child Labour
NSO	National Statistical Office
NSP- WFCL	National Sub Programme on Elimination of the Worst Forms of Child Labour
RCC UB	Red Cross Committee of Ulaanbaatar
SPF	Strategic planning framework
TBP	Time Bound Programme
TGIAS	Target group impact assessment study
ToRs	Terms of reference
TPR	Technical Progress Report
UB	Ulaan Baatar (the capital of Mongolia)
UCDCY	Ulaan-Baatar City Department for Children and Youth
UCW	Understanding children's work
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
WDACL	World Day Against Child Labour
WFCL	Worst Forms of Child Labour
WFCL Project	"Support to the Proposed National Sub-Programme to Eliminate the Worst Forms of Child Labour: Time Bound Measures"

## GLOSSARY

Aimag	Province
Bagh	Administrative unit below soum
Dzud	A combination of a poor summer for grass growth and a harsh winter
Ger	Traditional felt dwelling
Khoroo	Administrative unit below district of Ulaanbaatar
MNT	Mongolian currency
Soum	Administrative unit below aimag

## **EXECUTIVE SUMMARY**

### **Project introduction**

The ‘Support to the Proposed National Sub-Programme to Eliminate the Worst Forms of Child Labour: Time Bound Measures’ project, described in this report as the ‘WFCL Project’, is funded by the United States Department of Labor (USDOL) with a budget of US\$ 2,900,000. The project is for 56 months from October 2005 to May 2010 and is implemented by the ILO’s International Programme for the Elimination of Child Labour (IPEC). The project follows on from two earlier phases of support by USDOL and IPEC.

The WFCL Project was developed to address the gaps identified in the proposed National Sub-programme to Eliminate the Worst Form of Child Labour (NSP-WFCL) that was developed through the national strategic planning workshop in 2005. However, the NSP-WFCL was never approved by the government. Instead, many of the actions proposed in the draft NSP-WFCL were included in the phase II action plan (2005-2007) of the (National Programme of the Development and Protection of Children) NPDPC.

The project has two objectives related to strengthening the enabling environment for national action against WFCL in Mongolia and one objective relating to the development of an area-based intervention model to directly assist children at risk or engaged in the worst forms of child labour (WFCL). The project works in five provinces and selected areas of Ulaan Baatar (UB).

### **The evaluation**

The evaluation is an ‘expanded independent final evaluation’ which combines a quantitative ‘target group impact assessment study’ (TGIAS) to supplement the more qualitative assessment from interviews with key stakeholders and partners. The scope of the evaluation includes all the project activities to date including action programmes. The evaluation looks at the project as a whole and addresses issues of initial project design, implementation, achievements, sustainability and recommendations for future projects. It was carried out by two independent consultants.

### **Project design**

The project design was based on the experience of the preceding two IPEC-implemented country programmes for the elimination of WFCL and on the outcomes of a strategic planning framework that was developed through a national strategic planning workshop in 2005. An effective process of consultation was used. The needs assessment was based on the information available at the time which suggested that the main concentrations of WFCL were in rural areas. The project was never adequately prepared for the scale of WFCL in UB city.

The project objectives are realistic, clear and there is a logical link between inputs, activities, output and objectives. The action programmes (APs) designed for project implementation is well coordinated with the immediate objectives.

The project design was based on the assumption that the NSP-WFCL would be approved by the government. There appears to have been little effect from this on project implementation but there are currently questions on how the action against WFCL will be continued and whether such a sub-programme is now needed.

### **Project implementation**

The project has been implemented efficiently, with a strong emphasis on using an empowering approach to AP development with the local government partners in the provinces and one UB district.



The process of developing APs allowed provincial government to identify priorities, develop policy statements and take responsibility for the outcomes of the project locally. There was also a strong emphasis on promoting collaboration between departments and organisations.

Beneficiary children are well monitored by the implementing partners and there is a reasonably good understanding of the definitions relating to the withdrawal and prevention of children from WFCL. In the overall reporting of the project on the direct impact on children, there is an assumption that the provision of certain services is equated with a change in the child labour status of the beneficiary child without this being confirmed through regular monitoring of their work status. The number of children reported as 'withdrawn' and 'prevented' by the project are the numbers that are targeted for that purpose and are involved in project interventions that aim to achieve that. A more realistic figure has recently been collected by the project from the partners but this information is not yet complete.

Collaboration and coordination with the government is very good, with many of the APs being implemented by government offices. The contribution from these government partners has been large, with staff salaries and the provision of education coming out of their normal budget.

Due to the significant local government contribution to the elimination of WFCL in the provinces, the project costs per child are similar to costs in other Asian countries despite the low density of the population.

## **Achievement of immediate objectives**

### *Objective 1. Policy development and capacity building*

The NSP-WFCL objectives, which this project was designed to support, were incorporated in the action plan of the NPDPC. With the NPDPC expiring in 2010, and with its WFCL objectives appearing dormant recently, there is concern that there is a lack of focus and impetus to achieve the expected policy objectives. Some significant ones have been achieved, like the review of the list of hazardous occupations, but the revision of the Labour Law is still in process. There is also an ongoing lack of clarity on which institution is responsible for coordinating action against child labour.

The project has contributed to revisions in the regulations covering horse racing and child jockeys. The issue of WFCL and its elimination has been successfully incorporated into many policy and implementation documents.

The WFCL project has supported a significant increase in the knowledge base on child labour through the 2006/07 National Child Labour Survey, child labour monitoring (CLM) at the local provincial and district level within the project area and through studies on specific issues. Discussions are ongoing between the MoSWL and the NSO on the development of a system for regular national level child labour surveys.

There has been rapid and clear progress on policy development within the five provinces and the one UB district where the project has been directly involved. In most of these institutions there has been a clear local policy commitment, a multi-department task force cooperating in practice, a significant increase in local knowledge on the incidence of child labour, and effective interventions to withdraw and prevent children from WFCL. The institutionalisation of action against WFCL has also been developed in the next level of local government. The same impact has not been achieved in UB (except in Nalaikh district) where both the implementation process and the context are different.

The project has carried out systematic and extensive training of officials involved in project implementation and in the wider context of child labour elimination. The technical knowledge on child labour issues of government staff in many departments and at all levels (ministries, local governments and implementing agencies) has improved significantly. There has also been an effective strategy of cascading of the capacity building training.

### *Objective 2. Awareness raising and mobilisation*

The project has been very successful in raising awareness on the child labour issues and in promoting wide scale social mobilization to address it effectively. The main strategies have been supporting the National Authority on Children (NAC) in the development of the National Advocacy Strategy against WFCL, national awareness raising campaigns usually focussed around the WDACL and the development of education material for university and secondary school students. The advocacy strategy has facilitated the participation of many different stakeholders in action against WFCL.

A large variety of awareness raising methods has been used and this has resulted in bringing about significant changes in public opinion and in practices in the use of child labour. This has included changes in the culturally sensitive areas of child jockeys and children herding livestock.

### *Objective 3. Area-based intervention against WFCL*

The area-based integrated intervention model (ABIIM) has been developed in a participatory way and applied very successfully in the provinces and in Nalaikh district. The use of this model has contributed strongly to the achievements in local institutional development noted earlier. Experience sharing amongst implementing partners has continued to improve the model and it is currently being documented for wider dissemination. This model has potential for use in other countries where there is an effective and committed local governance system.

CLM has been applied effectively in the provinces and in Nalaikh and provides reliable information on the numbers of children in WFCL. It appears as if the numbers in these areas have decreased significantly during the project period. Challenges remain in applying CLM in most parts of UB, and the numbers and the change in numbers of children in WFCL in UB cannot yet be identified confidently.

The project technical progress reports (TPRs), based on the numbers of children receiving certain services, show that the target number for the withdrawal of children has been almost exactly achieved (98%) and the target for prevention exceeded (113%). Monitoring by the partners, based on current information which is not quite complete, suggests that the success rate of these services in achieving the desired outcome is in the region of 87%.

The most important conclusions from the TGIAS on the impact of the project on the child beneficiaries are:

#### *Changes in work status of children to be prevented from WFCL*

- 6% of this group entered WFCL (the project failed to 'prevent')
- Overall this intervention has been successful, especially in the aimags and amongst girls in UB.

#### *Changes in work status of children to be withdrawn from WFCL*

- 28% of this group remained in WFCL after their involvement in the project
- The withdrawal of girls was more successful than of boys
- The withdrawal of children from WFCL in the aimags (19% still in WFCL after the project intervention) was much more successful than in UB (46% still in WFCL)
- There has been an ongoing decrease in WFCL since the children's completion of their involvement in both the aimags (9% still in WFCL now) and in UB (38% still in WFCL now)
- The ongoing decrease in children in WFCL since the end of the project intervention has been especially strong amongst girls and this has been much greater in the aimags (19% to 2%) than in UB (35% to 23%)

- Under 15 year olds are now involved almost exclusively in the informal sector with a large reduction in involvement in mining
- 15-17 year olds are now mainly involved in the informal sector and in mining, and have almost completely stopped their involvement in herding and being at risk of commercial sexual exploitation. No conclusions can be drawn on movement from one sector of child labour to another.
- Overall this intervention was reasonably effective in the aimags and only partially effective in UB. There has been a strong ongoing reduction in the proportion of children in WFCL even after the end of the direct intervention, especially among girls in the aimags.

#### *Changes in education status*

- Attendance in education of the project beneficiaries in UB has increased from 37% prior to the intervention, to 68% after the intervention and to 83% now. Girls attendance has remained considerably higher at all times
- Attendance in education of the project beneficiaries in the aimags has increased from 47% prior to the intervention, to 90% after the intervention and to 98% now.

#### **Sustainability of project impacts**

The sustainability of the project's direct impacts is expected to be high in those areas where the ABIIM has been implemented effectively; - in most of the project aimags and in Nalaikh district. The main threat to this is the challenge to the livelihoods of many families. Sustainability of the impacts is much more fragile in the remaining project areas, mainly in UB city.

The future of the national enabling environment against WFCL is currently at a critical point with the following current issues:

- The Labour Law is to be revised in 2010
- The NPDPC expires in 2010
- There is dual jurisdiction on child labour issues within the government with a resultant lack of clear leadership and responsibility on these issues
- A decision has not yet been made on how the government will adopt the models and practices of the WFCL for further application
- The agreement between the MoSWL and the NSO on conducting child labour surveys needs to be concluded and provision for funding made

#### **Recommendations**

The most important of the recommendations made are:

##### *Recommendations for ILO/IPEC in Mongolia:*

- The data from the TGIAS and from the FGDs contains a lot of information that would be useful for future programme planning. This information should be reviewed with that objective in mind and important points summarised.
- A system needs to be developed to supplement the CLM system to collect CLM information in remote areas with a high numbers of in-country migrants

*Recommendations for ILO/IPEC:*

- ILO/IPEC should ensure that the information collected at the time of beneficiary intake is clear on whether the child is in some form of education or not.
- Project beneficiary monitoring systems need to ensure that beneficiary children's work status is monitored to identify changes in 'child labour' status, and that this information is accurately reported in the projects periodic report.

*Recommendations for the Government of Mongolia:*

A number of issues that have been identified during this evaluation are presented here for consideration by the Government of Mongolia:

- Clarify which institution is responsible for policy and programme development and implementation of programmes for the elimination of WFCL
- Carry out an evaluation of the achievements of objective 13 under the NPCPD and in consultation with stakeholders determine the most effective programming modality for WFCL elimination work from 2011 onwards.
- Carry out a consultation process amongst experienced organisations to identify how an acceptable and accurate estimate of the scale of child labour in UB can be determined and such study be carried out.
- Carry out a consultation process amongst stakeholders on how the ABIIM model should be adapted and applied to the situation in UB
- Review the information available on the number of children involved in WFCL in UB and develop a realistic strategy based on this assessment.
- As part of the awareness strategy, motivational messages should be developed targeted specifically for boys that are built around traditional beliefs on the role of men which would increase responsibility and provide motivation to maximise the opportunities that education provides
- A decision should be made as soon as possible on the specification of safety equipment to be worn by child jockeys

# **1. DESCRIPTION OF THE PROJECT**

## **1.1 Context of the project**

### 1.1.1 National action: the NPDPC and the NSP-WFCL

1. Mongolia has taken concrete steps to demonstrate its commitment to eliminating the worst forms of child labour. The country has ratified all 8 International Labour Organisation (ILO) core conventions, including ILO Conventions No. 138 (in 2002) and No. 182 (in 2001). In 1999, the Labour Code established a minimum age for employment at 16 and a list of Worst Forms of Child Labour (WFCL) forbidden for minors was officially adopted. The country has also ratified the UN Convention on the Rights of the Child; and Optional Protocol to the Convention on the Rights of the Child, on the sale of children, commercial sexual exploitation of children and child pornography.
2. In 2002 the National Programme of Action for the Development and Protection of Children (NPDPC) (2002-2010) was approved and objective 13 of that programme is to intensify activities to eliminate WFCL. In 2005 the Ministry of Social Welfare and Labour (MoSWL) submitted a four-year draft National Sub-programme to Eliminate the Worst Form of Child Labour to the Government (NSP-WFCL). The NSP-WFCL was a proposed sub-programme of the NPDPC and was expected, once approved by the government, to serve as the key policy framework for addressing WFCL in Mongolia. In June 2005, the proposed NSP-WFCL was used as the basis for the development of a country strategic programme framework for the elimination of WFCL. It was then also used as the basis for the development of this project of support.
3. However, the NSP-WFCL was never approved by the government. Instead, many of the actions proposed in the draft NSP-WFCL were included in the phase II action plan (2005-2007) of the NPDPC.
4. The National Authority for Children (NAC) is responsible for the implementation of the NPDPC. The NPDPC states that the MoSWL shall participate in programme implementation concerning the elimination of the WFCL. In the proposed NSP-WFCL, the MoSWL was the main agency responsible for the implementation of the NSP-WFCL. The MoSWL is the responsible Government agency for developing social dialogue and collaboration with employers and workers.

### 1.1.2 ILO/IPEC activities on child labour in Mongolia

5. The International Labour Organisation's (ILO) International Programme for the Elimination of Child Labour (IPEC) has been operating in Mongolia since 2000 with support from the United States Department of Labor (USDOL). USDOL provided funding for two phases of a country programme until 2005. Through the work of the country programme, policies have been developed, research has contributed to the development of the knowledge base, networks have been established and valuable experience gained. Government agencies, employers' and workers' organizations, NGOs, local governments, and communities were involved in the targeted interventions and capacity building activities. The second phase was evaluated in June 2005 and the findings contributed to the development of the country strategic programme framework and to the design of this project.

## **1.2 Scope and status of the WFCL Project**

6. The 'Support to the Proposed National Sub-Programme to Eliminate the Worst Forms of Child Labour: Time Bound Measures' project, described in this report as the 'WFCL Project', is funded by the United States Department of Labor with a budget of US\$ 2,900,000. The project is for 56 months from October 2005 to May 2010. It is executed by the ILO's International Programme for the Elimination of Child Labour.

7. The WFCL Project was developed to address the gaps identified in the proposed NSP-WFCL that was developed through the national strategic planning workshop in 2005.
8. The original project end date was December 2009 and a no-cost extension until 31 May 2010 was agreed in order to allow the project to achieve its objectives to a greater degree. An independent mid-term evaluation was carried out during November 2007.

#### 1.2.1 Project objectives and operational area

##### *Project objectives*

9. The project has three immediate objectives organised under two strategic objectives as follows.
10. **Strategic Objective A:** Strengthening the enabling environment (policy, legislative, knowledge development, capacity building) for national action against WFCL in Mongolia.
11. **Immediate Objective 1:** By the end of the project, coordinated policy responses will have been put in place and national, *aimag* and local level capacities will have been rendered capable of planning, implementing, coordinating, and evaluating the NSP-WFCL.
12. **Immediate Objective 2:** By the end of the project, government, employers and workers organizations, non-government organisations (NGOs), civil society, general public, media, parents and children at all levels in Mongolia will have become aware of the negative consequences of the WFCL and will have been mobilized to take coordinated time bound measures on WFCL.
13. **Strategic Objective B:** Development of an area based intervention model at the local level targeting boys and girls at risk or engaged in WFCL for prevention, withdrawal and rehabilitation (direct action) that could be replicated in different areas and/or at a larger scale.
14. **Immediate Objective 3:** By the end of the project, an integrated, and sustainable area-based intervention model to combat the worst forms of child labour in Mongolia in selected areas will have been implemented and documented.
15. Under objective 3 direct support in priority sectors aims to remove children from the worst forms of child labour and prevent other children from entering such work. A total of 6,000 children (revised to 7,646 in the project extension) were targeted for withdrawal and prevention from WFCL through the provision of educational and non-educational services. Of this total, 2,700 (revised to 3,926) were to be withdrawn from WFCL and 3,300 (revised to 3,720) were to be prevented from being engaged in child labour.

##### *Project operational area*

16. The following priority work sectors and locations were targeted:

Table 1: Location and work sectors targeted

<b>Location</b>	<b>Mining</b>	<b>CSEC</b>	<b>Dumpsite</b>	<b>Market place</b>	<b>Herding</b>	<b>CDW</b>
Ulaan Baatar	X	X	X	X		X
Uvurkhangai	X	X		X	X	X
Tuv	X	X			X	X
Bayankhongor	X	X		X	X	X
Dornogobi	X	X		X	X	X
Dornod	X	X		X	X	X

### 1.2.2 Project implementation partners

17. The project has been implemented through action programmes with the MoSWL and the National Statistics Office (NSO) at the national level and with Governors' offices in Ulaan Baatar and the five provinces, and with a number of NGOs in Ulaan Baatar. In addition service contracts have been made with a number of organisations for research, for the development of materials and for capacity building activities.

## **2. OBJECTIVES, PROCESS AND METHODOLOGY OF THE EVALUATION**

### **2.1 Objectives of the evaluation**

18. The evaluation was managed by the IPEC Design, Evaluation and Documentation section (DED). In line with ILO/IPEC policies and procedures, and as proposed in Chapter 6.2: 'Planning, Monitoring and Evaluation' of the project document, the project should undertake a final evaluation at the end of the project and that the evaluation would include follow-up impact studies as a limited repeat study of the baseline: i.e. an expanded evaluation.
19. In ILO/IPEC, evaluations of its projects are carried out to enhance organisational learning and to demonstrate achievement. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders; project management, IPEC HQ, national level stakeholders including implementing agencies and the donor.
20. This evaluation is based on the terms of reference (ToRs) produced by ILO/IPEC for the independent expanded evaluation. The ToRs are based on the outcome of the participatory consultative process on the nature and specific purpose of the evaluation and are in annex 1.
21. The scope of the evaluation includes all project activities to date including action programmes. The evaluation looks at the project as a whole and address issues of initial project design, implementation, lessons learned, replicability and recommendations for future projects.
22. The evaluation emphasizes the assessment of key aspects of the programme, such as strategy, implementation and achievement of objectives. It assesses the effect of the work carried out during the implementation phase, using data collected by the project and by the 'target group impact assessment study' (TGIAS) on the indicators of achievement. It also evaluates the relevance, effectiveness, and elements of sustainability of the programme activities carried out.
23. The main points concerning the purpose of the evaluation are given in the box below.

#### **Purpose of the evaluation (taken from the ToRs)**

1. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in any future ILO/IPEC interventions in the broader terms of action against child labour in the context of the Time Bound Programme process.
2. In addition, the evaluation will serve to document potential good practices, lessons learned, models of interventions and life histories of the beneficiary children in this cycle of the project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.
3. The evaluation will also involve a review of the role of the IPEC project in promoting the development of a NSP as an overall TBP framework in Mongolia to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach is being promoted, its relevance, how it has contributed to mobilizing action on child labour, what is involved in the process of designing a TBP process type of approach and what the

IPEC project has done for the process. The focus however will be on the IPEC project's role within the development of a NSP as a TBP framework.

4. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.
5. The evaluation will provide recommendations to the Government on taking forward and developing/finalizing the National TBP (contents of NSP, possible modus operandi etc) and it will make recommendations to the project as to how its proposed exit strategy supports the longer term consolidation of the National TBP.

#### *Suggested specific aspects to address*

24. In addition, the ToRs contain some specific points that the stakeholders wanted reviewed. The 'suggested aspects' are listed in annex 1 of the evaluation ToRs. An evaluation matrix is in annex 4 identifying where each aspect has been reported on under the appropriate sections of the evaluation report.

## **2.2 Overall process of the evaluation**

25. The evaluation was carried out by independent consultants who were independent of any organization directly related to the WFCL Project.
26. The evaluation followed the following outline process:
  - Development of TGIAS design with national research organisation (completed 15-19 March 2010) followed by the implementation of the study
  - Review of project documents and reports, written outputs and other documentation by the evaluation consultants
  - Consultations, interviews and field visits with key stakeholders in Mongolia (20<sup>th</sup> April – 7<sup>th</sup> May)
  - Stakeholders' workshop (6<sup>th</sup> May 2010)
  - Preparation of draft report and circulation to key stakeholders (19<sup>th</sup> May 2010)
  - Preparation of the final evaluation report considering the comments from the key stakeholders (June 2010)

## **2.3 Methodology**

#### *Target group impact assessment study (TGIAS)*

27. The TGIAS was carried out as the first stage of the evaluation. The objectives of the TGIAS are to document the direct impact on children of participating in the WFCL project. The study was carried out by ME Consulting.
28. The main tool is direct interviews with child beneficiaries. A 6 percent sample was used (approximately 500 children out of a beneficiary population of 8,056). Respondents were children who had received at least one service provided by the WFCL project and were randomly selected from across all the geographical regions and from all sectors of WFCL. Details on the methodology and sampling strategy for the TGIAS were developed as an initial step in the evaluation and are detailed in the 'evaluation instrument' provided to DED. The sample number from each of the direct action partners is shown in the table below.



29. Table 2: Sample selection for the TGIAS

	<b>Project implemented organization</b>	<b>Number of beneficiary children</b>	<b>Sample</b>
1	ADS NGO (Ulaanbaatar)	636	48
2	ESC NGO (Ulaanbaatar)	913	33
3	FDC NGO (Ulaanbaatar)	500	32
4	GCSD NGO (Ulaanbaatar)	24	2
5	“Khugliin Khelkhee” NGO (Ulaanbaatar)	27	10
6	MCRC NGO (Ulaanbaatar)	561	7
7	Nalaikh district GO	403	28
8	“Ov tegsh hugjil” NGO (Ulaanbaatar)	31	2
9	UBDC NGO (Ulaanbaatar)	516	36
10	UBRC NGO (Ulaanbaatar)	643	15
11	Bayankhongor <i>aimag</i> 's GO	1,160	67
12	Dornod <i>aimag</i> 's GO	738	46
13	Dornogobi <i>aimag</i> 's GO	589	35
14	Uvurkhangai <i>aimag</i> 's GO	980	63
15	Tuv <i>aimag</i> 's GO	334	20
	<b>Total</b>	<b>8,056</b>	<b>444</b>

30. Details on outcome and response rates are provided in the Technical Report submitted by ME Consulting. The Technical Report also contains the child questionnaire and the FGD checklist. Output tables were submitted and revised during the period of the main evaluation.

31. The criteria used by the TGIAS to decide if a child was involved in child labour was based on the Labour Law. If any of the following situations existed in the child's work, they were entered in the 'hazardous child labour category'.

- If the occupation or work conditions were in the 'list of jobs and occupations prohibited for the minors to be employed' 2009
- If the child works 36 hours or above per week
- If the child works between 22:00 to 06:00

32. The same criteria were used for all children up to 17 years.

33. The beneficiary interviews were supplemented by focus group discussions (FGDs) with parents of beneficiary children and with local community representatives. A total of 25 FGDs were organized.

34. The findings from the quantitative impact assessment study and the qualitative FGDs have been incorporated in this report where relevant. A separate report on the TGIAS findings was not prepared as part of the evaluation but the Technical Report, the data and some output tables are in the project office.

#### *Desk review*

35. Before the evaluation field visit, the consultants carried out a desk review of appropriate material, including the project documents, progress reports, action programme documents, evaluation reports, minutes of management and advisory committees, as well as relevant materials from secondary sources. A list of the documents reviewed is in annex 3.

### *Field visits*

36. The desk review was followed by consultations with stakeholders in Ulaan Baatar and by field visits to project locations. The project is implemented in Ulan Bator and in five *aimags*. The number of direct beneficiaries in each location is shown in the table below.
37. Table 3: Locations visited by MTE and proposed for final evaluation

<b>City/aimag</b>	<b>Number of children</b>	<b>Visited during MTE</b>	<b>Proposed to visit by final evaluation</b>
Ulaan Baatar	4,255	X	X
Tuv	334		
Uvurkhangai	980	X	X
Dornod	738		
Bayankhongor	460	X	
Dornogobi	589		X
Total	8,056		

38. The *aimags* are geographically dispersed with round trip travel times of 2 to 3 days. The two *aimags* that are most accessible were both visited by the MTE and the 2nd largest (in terms of child participants) would involve 3 days travel. Although in principle it would be good to visit different *aimags* from the MTE, for logistical reasons visits were made to Uvurkhangai (visited by the MTE) which has a lot of beneficiaries and a well established programme and to Dornogobi which has experienced a slower pace of project development.
39. During these visits representatives from the main stakeholder groups were interviewed. A list of people and groups consulted during the course of the evaluation are in annex 2.
40. There was a one day stakeholder workshop in Ulaan Baatar on 6<sup>th</sup> May with IPEC staff and key partners including representatives of the donor, in order to present, verify and discuss preliminary findings.

### *Limitations to the methodology*

41. The evaluation team were unable to visit all of the project implementation areas due to the time available and the distances involved. The evaluation findings are therefore based on observations of a sample of the project. As far as possible observations and findings have been related to project reports so that representative conclusions can be made.
42. Information collected during the field visits may not be representative of the project as a whole. Meetings were scheduled in advance, and it was necessary for the project to develop this programme prior to the commencement of the field visits. The evaluator did review the programme and some changes were made.

## **3. PRESENTATION OF MAIN FINDINGS**

### **3.1 Project design and relevance**

#### 3.1.1 The process of project design

43. The project development was closely linked with the preparation of the proposed NSP-WFCL. The second phase of the IPEC Country Programme was evaluated in June 2005 and the findings contributed significantly to the development of the country strategic planning framework (SPF) that was developed through the national strategic planning workshop in 2005. The SPF and other outputs

from the workshop were used as the basis for the development of the proposed NSP-WFCL. The WFCL Project was then developed to address the gaps identified in the proposed NSP-WFCL.

44. The two phases of the country programme had successfully developed recognition in the country for the need to eliminate WFCL. In addition, partnerships had been developed at the national level with relevant ministries, the NAC and the National Human Rights Commission (NHRC). In addition implementation partnerships had been developed with the governors of Uvurkhangai *aimag* and Nalaikh district and with a number of NGOs active in child rights.
45. The project design was based on existing relationships and on a good understanding of the institutional arrangements, roles, capacity and commitment of a wide range of stakeholders. It was also based on a very good understanding of the potential and constraints of existing programmes related to the elimination of child labour and was closely linked to the SPF.

### 3.1.2 Needs' assessment and relevance

46. The project was developed through a national level participatory consultation process and this ensured that the project was seen as relevant by the main stakeholders. The fact that the proposed NSP-WFCL that this project was designed to support was never approved by the government will be discussed in the section on implementation.
47. The project clearly filled an existing gap in services and was based on a good understanding of the socio-economic, cultural and political situation. There was a good understanding of the policy and legal environment.
48. The project document acknowledged that the knowledge base on WFCL in Mongolia was limited. Available qualitative and quantitative information was analysed. Rural areas, with 90% of the economically active children, were identified as the main areas with child labour, and child employment was expected to be low in Ulaan Baatar with the child labour survey identifying 1% of child employment there despite 34% of the country's population living there. Although the needs assessment suggested that child labour levels in Ulaan Baatar were likely to be underestimated in the data available at the time, the project was never adequately prepared for the scale of child labour in the capital.

### 3.1.3 Project formulation and logical structure

49. The project objectives are clear and there is a logical link between inputs, activities, output and objectives. The objectives are also realistic. Indicators of achievement of the objectives are limited in number and some are very general making it difficult for the project to adequately present the achievements that have been made.
50. The action programmes designed for project implementation are well coordinated with the immediate objectives and cover the geographical spread of the project and both the enabling environment and the direct action objectives.
51. ILO/IPEC had existing working relationships with the national level stakeholders and many of the implementing partners were organisations with some capacity to address child labour issues due to their previous experience with IPEC of direct action. These relationships and existing capacity contributed to the realistic expectation that the project could achieve its objectives.

### 3.1.4 Assumptions on external factors

52. The project document included a detailed and realistic analysis of assumptions. Most of these have been maintained. Two which may have affected the overall impact of the project are addressed below:

### *Adoption of the NSP-WFCL*

53. Despite good indications in favour of this assumption, this never happened. Its effect on the project is unclear. The mid-term evaluation commented that there had been little effect, since the proposed actions were taken up by the NPDPC action plan. As the NPDPC expires in 2010, this question is currently being strongly debated by stakeholders and will be discussed further in section 3.3.1.

### *Sudden deterioration in economic conditions*

54. It is clear that there has been little improvement in livelihoods of the majority of the population over the period of the project. The percentage of the population under the poverty line in 2009 has only dropped by 1% to 35% since 2002. In addition social welfare payments in the form of cash transfers for children attending school have all been stopped since January 2010. There have been two specific incidents during the life of the project that have had a direct negative impact on the livelihoods of families; first during the world economic crisis of 2008 and recently in the 2009/10 *dzud*.

### *Global economic crisis*

55. There is no quantitative information on the impact of the global economic crisis. Its effect appears strongest in Ulaan Baatar with virtually all construction work stopping until recently. An Asian Development Bank study showed that affordability of education was reduced and there was a strong sense that significant numbers of children quit school to work. However this is not borne out by the findings on education attendance in the TGIAS which are presented in section 3.3.3.4. In rural areas the effect was less strong. Incomes were reduced due to a drop in the prices of some animal products. Numbers of miners were reported to have increased at informal mining sites.

### *Dzud*

56. The 2009/10 *dzud* (a combination of a poor summer for grass growth and a harsh winter) has had a very severe impact in certain parts of the country. In Uvurkhangai, one of the project target provinces, it is reported by the Governor that 33% of all livestock has died, with 1,500 families losing everything and 6,700 families losing more than half their livestock. The government is taking action to assist these families to recover their livelihood base, but there is an expectation that there will be a significant increase in the number of unemployed and in the number of families moving to work in the informal mining sector and to urban areas. The 1999/2000 *dzud* resulted in an increase in child labour in the mines and an increase in school dropout. Although some families are reported to have already arrived at the mining sites, there has not yet been a significant movement. The project is monitoring the situation in vulnerable locations.

### *Other external threats*

57. An important external threat to project success that was not identified is the high turnover of partner staff, in particular the *soum*, school and *khoroo* social workers. This has occurred in part due to changes in political party leadership at the *aimag/soum* and district/*khoroo* levels. For example after the 2008 elections only 2 out of 14 members of the Dornogobi child labour task force continued in their role. In Ulaan Baatar over 50% of *khoroo* social workers have changed since the 2008 elections. Another reason given for the turnover is rising professional requirements for these positions. There are important negative consequences on institutional capacity building from this situation.

### 3.1.5 Sustainability

58. The strategy for sustainability was well thought through in the project document and since then a sustainability matrix has been prepared for the project. The key to the strategy was the funding and implementation by the government of the NSP-WFCL. How this will work out in the absence of the WFCL-focused national programme and the uncertainty of the follow-up to the NPDPC after it expires in 2010 is discussed in section 3.3.1.1.

## 3.2 Implementation of the project

### 3.2.1 Progress of implementation

#### *Time line of key events*

59. A summary of key points in the project's life is as follows:

2005 September	- Project approved by the donor
2005 November	- MOU for the implementation of the project signed with MoSWL
2006 January	- 2 Programme Officers recruited - Introduction of the project to key people from social partners, <i>aimags</i> and Ulaan Baatar (UB) districts
2006 February to April	- Area-based model drafted with tripartite consultation - Consultation and development of strategic framework with each <i>aimag</i> and with UB
2006 April	- Training given on action programme (AP) design, implementation and M&E - Provinces/UB developed <i>aimag/capital city</i> sub-programmes for the elimination of WFCL - Provinces/UB developed APSOs
2006 October	- First AP started.
2007 July	- UB city AP on coordination started
2007 November	- Mid-term evaluation

#### *Preparatory outputs*

60. From the timeline it can be seen that the project start-up was carried out quickly. The time taken before the first AP was approved may appear long but some important consultation and capacity building was carried out which has contributed significantly to the ownership and commitment of the local government implementing partners. The project emphasized processes that would develop the capacity of the partners and would promote sustainability. The process of developing APs allowed *aimags* to identify priorities gave freedom to create ideas and served as a platform for the emergence of new models of effective intervention practices. The following steps were followed:

- The 'Area-based integrated interventions model' (ABIIM) was drafted, discussed with the tripartite partners and this served as an important tool for the partners;
- Time was spent with each of the potential local government partners researching and analysing WFCL in their area;
- Partners were then facilitated to identify strategic frameworks for each area;
- And these then led to the development of provincial/Nalaikh sub-programmes for elimination of WFCL. These sub-programmes were endorsed by the relevant local government and have become part of the local policy;
- Only after this analysis and the development of the local policies on the elimination of WFCL were completed, did work seriously start on preparing APs. The APs were developed to assist the local government to implement their policy commitment in their local sub-programme to eliminate WFCL.

61. The process was not completely followed in UB with direct action APs commencing prior to the AP for the coordination role of the Governor's Office of UB city. The direct action APs in UB started

between October 2006 and Feb 2007 and the AP to support UB city in its coordination role only started in July 2007.

62. A key principle throughout these preparatory activities was the promotion of horizontal collaboration in problem and solution identification, planning and implementation, within the context of a predominantly vertical governance structure.

#### *Mid-term evaluation*

63. A mid-term evaluation (MTE) was carried out in November 2007 by an independent consultant. This evaluation strongly endorsed the direction of the project and acknowledged that the project had made significant progress towards achieving its objectives. Recommendations were made to the National Steering Committee (NSC) on child labour and to the ILO/IPEC project management.
64. The project, as a member of the NSC, has been able to promote some of these recommendations, but has not been in a position to directly implement them. The role of the NSC has not developed as much as envisaged by the MTE.
65. Implementation of the MTE recommendations to the project management have been regularly reviewed in the technical progress reports (TPRs). Follow-up actions have been taken in response to all of the recommendations. An issue that is outstanding is the reporting of achievements in terms of withdrawal of children from child labour. This issue is discussed further in section 3.2.3.

#### *National Steering Committee on child labour*

66. The NSC is based on tripartite representation and has been extended with representation of other stakeholders who have a role in contributing to the elimination of WFCL in the country. The NSC has been providing strategic support to the implementation of the project by making efforts to mainstream child labour concerns and objectives into policies and programmes of other sectors and by identifying concrete roles to be contributed by different sectors.
67. Although intended as a NSC on child labour, its role has been more of a project steering committee for the WFCL project. It has been able to fulfil this role effectively, but if there are no more ILO/IPEC projects, then its continuation as an effective body is unlikely. The NSC does not have authority as an institution, nor does it have its own source of financing, and this is clearly a critical constraint contributing to the lack of a separate national programme for the elimination of WFCL.

### 3.2.2 Implementing partners and the role of Action Programmes

#### *Selection of implementing partners*

68. Selection of involved agencies has been relevant and appropriate for carrying out the project activities. The selection of local government as partners in the *aimags* and in one district of UB led to the development of responsibility and ownership and this has been central to the project strategy in these areas. The process followed, which was described in section 3.2.1, enabled each *aimag*/district to identify needs and develop plans appropriate to its own needs.
69. The selection of partners in most of UB has followed a different strategy. NGOs that are experienced in providing services to children, many of which had been involved in the earlier IPEC Country Programmes, were selected. Some of the NGOs were selected due to their ability to provide specialised services such as legal support to child victims and interventions for children involved in CSEC.
70. Two of the selected NGOs are reported to have completed their activities successfully but have since not yet been able to submit a final report or to provide assistance to the TGIAS to locate the children that participated in their programme.

71. Among the 5 *aimags* selected for partnership, 3 have been very successful, 1 of them started quite late and was hampered by a large turnover of staff following the 2008 election, and commitment has not developed successfully in the last one. The style of governance in the two *aimags* not performing so well was more directives and it was difficult to develop the necessary level of cooperation and ownership in them.
72. Other organisations were selected through service contracts to carry out studies, implement capacity building workshops etc.

#### *Capacity of implementing partners*

73. The capacity of the implementing partners to develop effective action against child labour, particularly the local government partners, has developed substantially. This is reviewed in more detail as one of the achievements under objective 1.
74. Where implementing partners have been the responsible local government entity, there has been strong synergy between the goals of developing partner's capacity to address child labour, developing relevant interventions based on specific local needs and resources, and developing the knowledge and skills of local government to take responsibility for the elimination of WFCL in their jurisdiction.

### 3.2.3 Project monitoring and reporting

#### *Beneficiary identification and baseline information*

75. The project prepared clear criteria for the selection of project beneficiaries and to identify whether they were to be 'prevented' or 'withdrawn' from child labour. All of the partners were aware of these criteria and referred to them when discussing the work status of children both at the beginning of the implementation and at the moment. There has been, and still is, some confusion by some partners on how to classify children who are at school at the same time as being in child labour. Some partners have identified that they should be 'prevented from dropping out of school and entering full time child labour', instead of identifying them as 'to be withdrawn from child labour'.
76. At the time of entry into the project interventions 12 fields of information are collected on each child and kept on the project 'master list'. This information is sometimes described as the 'baseline information', but is more of an intake survey. Later, a possible 20 further fields of information can be entered, recording the services provided to the children and to their families, and the changes in the children. The information on the 'master list' is collected by all direct action partners and collated by the project. Each partner also collects additional information on each child as detailed in the next section.
77. The initial categorisation of children in the 'prevented' and 'withdrawn' category was used in the TGIAS as a proxy for 'not in child labour' and 'in child labour' at the time when the child entered the project. This is based on the assumption that a correct classification was made at the time, on the basis of the criteria supplied by the project, by the trained staff of the implementing partner.
78. The TGIAS did ask 'recall' questions to the children about their child labour status when they were initially enrolled in the project and it is interesting to note that there is a large difference between the recall response and the information from the 'master list' as shown in the table below.
79. Table 4: Child labour status of children to be withdrawn (all aged children)

Source of information	Percentage of children in WFCL			
	Male	Female	Total	No of respondents
Master list (project baseline)	100%	100%	100%	223
When first involved in project (recall)	66%	62%	64%	223

The full data table is in annex 7.1

80. Table 5: Child labour status of children to be prevented (all aged children)

Source of information	Percentage of children in WFCL			
	Male	Female	Total	No of respondents
Master list (project baseline)	0%	0%	0%	221
When first involved in project (recall)	18%	16%	17%	221

The full data table is in annex 7.2

81. The TGIAS has used the master list information as the source of information on the children's child labour status at the beginning of the intervention, as the analysis by trained professional staff is assumed to be more reliable than the recall memory of the children. However the confusion noted on the meaning of prevented/withdrawn in the first part of this section questions this assumption.
82. No other information from the beneficiary baseline was used in the TGIAS. Information on the children's education status at the time of commencement was a little ambiguous (information collected on whether the child was literate and if s/he was a school dropout) and could not be used for the impact study. This is an important impact indicator and ILO/IPEC should ensure that the information collected at the time of beneficiary intake, is clear on whether the child is in some form of education or not.

*Beneficiary monitoring, child tracking and the database*

83. Implementing partners keep separate records on each child beneficiary in the form of a 'case record' or 'service record book' and this is usually a physical record. The exact information collected varies to some degree between partners. As a minimum, work and education status is recorded at the beginning and project interventions are recorded every 6 months. Work and education status should be recorded again at the end of each child's intervention. Some partners updated the record on a 3-monthly basis. Currently all of the partners visited have good records of their beneficiaries. Some of the partners were able to provide specific information on improvements in the working condition of those children still working, for example working hours reduced and improvements in health. Examples of the monitoring data provided to the evaluation team are given below.

84. Table 6: Beneficiary monitoring data from Dornogobi aimag

	To withdraw	To prevent	Still working	% of target still working
Target number	286	303		
Number achieved objective (withdrawn or prevented)	226	303	60	21%

85. Table 7: Beneficiary monitoring data from Uvurkhangai aimag

	To withdraw	To prevent	Still working	Not found	Total
Target number	641	339			980
Number achieved objective (withdrawn or prevented)	541	302	113	24	980

86. Information that is sent to the project on a 6-monthly basis is, after the initial intake information, on the services provided to the children and their families. At this stage, the provision of certain services is equated with a change in the child labour status of the beneficiary. For example, if a child who is identified to be in child labour is enrolled in NFE or in a school, then they will be reported by the project as 'withdrawn', whatever their work status. The number of children reported as 'withdrawn' and 'prevented' by the project are the numbers that are targeted for that purpose and are involved in project interventions that aim to achieve that.



87. Many of the partners do in fact keep records of the work status of their participants and are able to state how many of the children targeted for ‘withdrawal’ are still in child labour, what kind of work they are doing, and the reduction in their working hours. The quality of the information presented by many of the partners on their beneficiaries was very good. The project is collating the information from the partners’ records. Annex 5 provides the most recent project data on this. The right hand column on the total number of children withdrawn and prevented is based on the partners monitoring records.
88. The project has also requested each partner to carry out a complete tracking survey of their beneficiaries but this information is not yet available.
89. The project has been aware of this weakness in its reporting, and it was identified as an important issue in the mid-term evaluation. The reason for it not being addressed satisfactorily is probably related to the large delays in developing a proposed electronic DBMR system. It was expected that implementing partners would be able to use this system and that the information could be collated by the project. Alternative systems were kept in place for the basic reporting, but the reporting of the actual child labour status of children targeted for withdrawal was based basically on the enrolment in project interventions.
90. This electronic DBMR system has now been completed and training provided to the partners on its use. It is too late in the project for it to be of use for reporting on this project, but the partners can use it for their on-going work. Partners’ responses to it were positive.
91. The development of the electronic DBMR system started in 2006. Delays occurred due to:
- An ambitious objective of developing a system that includes needs assessment, case management, reporting and analysis
  - Difficulties in developing the methodological guidelines on what constitutes child labour and WFCL
  - Difficulties with two contractors (the first contract had to be cancelled) who were technically stretched and also had other commitments
  - The workload of the project staff.

#### *Project reporting*

92. The project has reported 6-monthly technical reports to a high standard throughout the project period. The only difficulty has been with the reporting of the impact on direct beneficiaries as discussed in the preceding paragraphs.

### 3.2.4 Collaboration and coordination

#### *Collaboration and coordination with the Government*

93. The WFCL project has been implemented in line with Government priorities and needs. The project cooperates closely with the MoSWL and with the NAC. Many of the APs are implemented by government offices. The contribution from these government partners has been large, with staff salaries and the provision of education for children and their parents coming out of the regular government budget.
94. Cooperation and a team approach is one of the main principles underlying the activities under objective 1. The success of this is most clearly seen in the *aimag* APs, where implementation task forces and child protection committees have active participation of staff from different departments. The ‘Area-based integrated intervention model’ (ABIIM) has been the catalyst for this cooperation.

95. The WFCL project has contributed greatly to the enhancement of the overall Government capacity to tackle this issue at all levels. Currently there is an active debate on the importance of replicating and sustaining the project achievements and the good practices developed.

*Mainstreaming child labour issues in the wider development context*

96. The WFCL project has successfully mainstreamed child labour related issues into ongoing efforts undertaken by the Government in areas such as education, employment promotion, poverty reduction and data collection. Concrete actions such as improved NFE funding, provision of needs-tailored life skill trainings and piloted career counselling experiences, increased understanding on the need for provision of family based livelihood supports at central and implementing levels, and importance of conducting child labour surveys to inform policies and strategic planning have strengthened and widened overall capacity of institutions to formulate policies and determination of strategies to eliminate WFCL by 2016 in the country.
97. The national education master plan targets to drastically reduce the school drop out rate by improving access to quality education and enhance provision of tailored educational services to school children outside of mainstream schools through the non-formal education system. Education is clearly an effective strategy for prevention and withdrawal of children from labour in both rural and urban settings. With the strong support of the project, the Ministry of Education has made the important decision to finance non-formal (NFE) centres on a per student variable cost basis, thus ensuring sustainability of its operations. Additionally, the project has provided needed support in terms of capacitating the National NFE Centre (NFE situational analysis) and its affiliations at selected project *aimags* by training trainers and developing training modules to improve the quality of equivalency programs.
98. In respect to addressing poverty at family level, the MoSWL has planned to develop the pilot sub-programme for supporting employment of child labourers' parents to be funded by the Employment Promotion Fund for the period of 2008-2012.

*Collaboration and coordination with other organisations*

99. The most significant joint activity that the WFCL project has had with the main international organisations has been the study on 'Understanding children's work and youth employment outcomes in Mongolia', in cooperation with UNICEF and the World Bank. Coordination is maintained with the Asian Development Bank which is particularly active in the education sector and in social safety nets.
100. There are no other multi-lateral organisations directly involved with the elimination of child labour. Among the NGOs, World Vision is very involved in child protection and is active in almost all areas of the country. Although there is no formal link, World Vision have contributed to capacity development and the reduction of child labour in some of the project-supported *aimags*.
101. Tripartite cooperation and dialogue is strong at the national and at the *aimag* levels and this effective collaboration between the constituents is providing a significant support to policy and implementation initiatives against child labour. Detailed discussions have taken place on the changes needed to the labour law in relation to child labour in preparation for the expected revision of this law. Tripartite agreements are made at the *aimag* level and these now include specific activities for the elimination of WFCL.
102. Many of the WFCL implementing partners have been able to access funds from other donors to carry out additional activities or to continue activities after the end of the project support. These donors include World Vision, Mercy Corps, ADRA, The American Bar Association, Asia Foundation, Xac Bank, Good Seeds

103. There are two NGO networks that are related to child labour issues. The ‘National Network against WFCL’ which was formed in 2008 with the encouragement of the WFCL project. There are now over 30 members of this network and they are focussing on capacity building among their members. The other is ECPAT Mongolia that works in the area of commercial sexual exploitation of children (CSEC).

### 3.2.5 Other management issues

#### *Effectiveness of the project*

104. Cost effectiveness in child labour elimination project is a complex issue and should only be attempted when there is sufficient time to look at all the variables in detail. Each project and each action programme has a range of objectives including policy interventions, awareness raising, capacity building and the provision of a variety of services to direct beneficiaries. Provision of services in rural Mongolia is a particular challenge due to the very low population density and this is expected to result in a higher than average cost per beneficiary.
105. An important issue to look at is the balance of funding provision between the responsible national agency and the donor. In the WFCL project some significant activities have been funded by the national government which, in many child labour elimination projects, are often funded by the donor. The most important of these is the provision of education services (NFE and vocational training) and the salaries of implementing staff. The APs with the five *aimags* and with Nalaikh district in the WFCL project have integrated the provision of services from the government budget.
106. In order to get a very broad idea of relative costs of eliminating WFCL in different countries a very simple comparison chart has been developed based on projects that the evaluator is familiar with. The figures are taken from existing records and no additional research has been undertaken. The contexts and objectives of each of the compared APs are different. The purpose is to get an indication of how the Mongolia WFCL project compares with others. The results are in the table below.
107. Table 8: Comparison of per head costs of some WFCL elimination APs

<b>Project</b>	<b>Action Programme</b>	<b>Value in US\$</b>	<b>Number of beneficiary children</b>	<b>Donor cost per beneficiary child</b>	<b>Range in costs in each AP</b>
WFCL Mongolia	5 provincial and 1 district APs	360,652	3,450	\$ 105	\$ 87 to 116
Urban Informal Economy, Bangladesh	Dhaka City Corporation	2,735,516	14,700	\$ 186	\$186
Nepal TBP	3 APs by CDS, Paolo Friere and REEC	158,078	2,439	\$ 65	\$ 43 to 145

108. All that can be deduced from this is that the high level of participation and commitment by the local government in Mongolia has reduced the average cost per child (to the donor) to something that is within the range of other projects despite the relatively low numbers and low density of child labourers.

#### *Management style*

109. The project has practiced a management style with the implementing partners that supports capacity development and learning. This has certainly contributed to the effectiveness of the partnerships and to the sustainability of the actions through empowerment and ownership.

110. Experience sharing workshops have been held with implementing partners on an annual basis. The same model has been used in at least one *aimag* where they held a sharing workshop inviting participants from all the *soums* to share their experiences and good practices.

#### *Constraints*

111. The main internal constraint that the project has faced has been the high staff turnover in the Programme Officer responsible for UB APs. There have been 3 different staff involved. In addition, one of the vacancy periods lasted 6 months with the responsibilities taken on by the National Project Manager. This has clearly had negative effects on the smooth running of this part of the project.

### **3.3 Achievement and results**

112. Achievements are reviewed here in terms of fulfilment of the project's three immediate objectives. The indicators of achievement from the logical framework, supplemented by other indicators as needed, are used. This section does not attempt to report on every activity that the project has carried out, or on each of the 14 outputs, although these are frequently referred to.

#### 3.3.1 Immediate Objective 1: Policy and capacity building

113. By the end of the project, coordinated policy responses will have been put in place and national, *aimag* and local level capacities will have been rendered capable of planning, implementing, coordinating, and evaluating the NSP-WFCL.
114. The achievement of this objective is reviewed under three subheadings; national policy and legislation, knowledge generation, and institutionalisation and capacity building.

##### 3.3.1.1 National policy and legislation

#### *NSP-WFCL and the NPDPC*

115. Section 1.1.1 on the context of the project has explained that the NSP-WFCL was never approved by the government. Instead the proposed activities in the NSP were incorporated in the NPDPC phase II action plan (2005-2007). The MTE did not notice this as a big constraint. However, this issue is currently receiving more attention for a number of reasons:
- The NPDPC expires in 2010
  - The NPDPC has appeared dormant in recent years; for example there was no public consultation for the preparation for the action plan for the 3rd phase (2008-2010) and this plan has not been accessible to interested parties
  - It had been suggested at the mid-term of the NPDPC that objective 13 strategies on the elimination of WFCL be reviewed as they were very generalised and with percentage targets without a baseline, but no adjustment was made
  - There has been no transparent system for monitoring and reporting on the implementation of the 2002-10 NPDPC and the process for evaluating and renewing it is not yet known.
116. It appears as if the child labour focus has, at least temporarily, been lost to some degree within the current NPDPC. There is a debate among stakeholders whether the elimination of WFCL is best achieved through a separate national programme (or sub-programme) on the elimination of WFCL or through focussing attention on mainstreaming WFCL elimination into existing schemes related to child protection, education and poverty eradication. This was discussed at the evaluation stakeholders' workshop where the following points were made:

117. Advantages of having a stand-alone national (sub)programme:

- A solid legislative basis
- Enable more opportunities for fund raising
- It will facilitate the establishment of information database
- Government is responsible for implementation of national level programmes
- Monitoring and evaluation can be carried out more effectively.

118. Disadvantages of having a stand-alone national (sub)programme:

- It has a tendency to be seen as the work of one organization or ministry
- There is weak cooperation between ministries and public authorities
- The workload of a ministerial officer in charge is usually too big
- The legal environment established by Child Rights Law, Child Development Fund and National Child Protection and Development Programme is not well integrated
- Financing is problematic
- Child labour issues should be integrated under the central goal of child development policy.

119. Unfortunately the NAC and the MoSWL were not well represented at the time of this discussion due to other commitments.

120. Linked to this issue is the unclear situation concerning which institution is responsible for child labour issues within the government. There are many government agencies involved in children's issues and there is a need for one institution to have clear jurisdiction for child labour. It is not clear between MoSWL and NAC. Currently children's issues are placed under the portfolio of two institutions: Deputy Prime Minister (with the NAC) and the MoSWL. The NAC was been given responsibility for the NPCPD but this plan is said to be still under the MoSWL (which was previously the parental ministry of the NAC). This situation poses a challenge for ensuring effective leadership and policy formulation and coordination.

121. The NAC is recognised at the central children's organisation and it is responsible for the coordination of a number of national programmes and has staff experienced in children's issues. The MoSWL is responsible for labour issues and is in a better position to coordinate action for improved livelihoods of families, and social support programmes and for ensuring social dialogue and partnership with employers' and workers' organisations.

#### *Policy and legislation and ILO conventions 182 and 138*

122. The identification of hazardous work has been reviewed and revised in 2008 by the MoSWL. The formally approved 'list of jobs and occupations prohibited for the minors to be employed' has been produced in five languages and circulated widely.

123. A comprehensive review of the existing labour law, including a study on issues that relate to CSEC has been carried out and a number of issues identified. The current minimum age for work is 15 (14 with parental consent). There are no regulations for light work, nor is there a clear provision on children engaged in work in family enterprises. The law does not cover the agricultural and the informal sector where the majority of child employment occurs.

124. The current labour law dates from 1999 and its revision is scheduled by the government for 2010. Tripartite discussions have taken place on the amendments required and the Confederation of

Mongolian Trade Unions (CMTU) is prepared to advocate for the changes identified concerning child labour.

125. One specific area where the project, in collaboration with the NAC, CMTU, MONEF and other organisations, has had an impact, concerns child jockeys. The regulations covering the Naadam festival were revised introducing a minimum age for jockeys of 7 years, the need for the horse trainer to provide a contract, insurance and protective equipment, seasonal restrictions and improved control of the racing environment. Significant improvements have been made although the implementation of these regulations is quite weak at the local (*soum* and *khoroo*) levels. Some *aimags* have set their own more stringent rules, for example with a minimum age of 10 years. The prohibition of ‘winter’ racing still allows for racing at the ‘Spring festival’ which often occurs in February in wintry conditions. An agreement on the appropriate standards for protective equipment is outstanding and would facilitate investment in such equipment by trainers who are reluctant to invest in equipment that may not meet the final criteria.

*Mainstreaming child labour issues into other policies and programmes*

126. The project has been very successful in advocating for child labour issues to be incorporated into many policy and implementation documents. The most important ones are:
- Mainstreaming of NFE into formal education services through funding for non-formal equivalent training on a per child basis (2006)
  - 15 year old children having access to skill training under the Employment Promotion Fund
  - NFE students with basic education have easy access now to mainstream vocational education
  - Goal to eliminate CL in mining in the ‘National Programme for Developing Small Scale Mining (NPSSM) (2008-2015), with a goal to eliminate child labour in this sector by 2015
  - Goal to eliminate WFCL in herding included in the ‘State Policy on Herders’ (2009)
  - Education needs of school drop out children included in State Policy on Promotion of Herder Employment (2009)
  - The General Agency for Specialised Inspections adopted guidelines and a reporting format for CL inspections in formal and informal sectors in 2009.
127. The identification of child labour issues in these policies and programmes is a significant achievement. The positive impact of the changed education policies can be seen in changed practices and better resourcing in the field. There was little sign of awareness or action in informal mining areas of the child labour-related goal in the NPSSM. However this did not negatively affect the work that the project was doing in these locations.

3.3.1.2 Knowledge generation

128. The WFCL project has contributed significantly to increasing the understanding of child labour issues in the country. The most significant surveys and studies carried out were:
- The second National Child Labour Survey was conducted in 2006/2007 by the NSO
  - Child labour monitoring at the local aimag and district level within the project area has provided much more reliable data on incidence child labour and can form the basis for future planning
  - Studies on child labour have been conducted in the following areas:
    - Research on ‘Understanding Child Work and Youth Employment’ highlighted the link between CL and youth employment
    - Study by National Human Rights Commission on ‘WFCL in Mongolia’

- Study by Association of Animal Breeders on child employment in herding; ‘Report on occupational safety and health and employment protection of children in herding’
  - Study by National Human Rights Commission on ‘Education and child labour of children of ethnic minorities’ is in progress
  - Study by NSO on to obtain baseline information on the incidence of children in CSEC in Ulaanbaatar is in progress
  - Study on the “*Analysis on the provision of equivalency programme of basic education*” implemented by the National Non-Formal and Distance Education Centre (NNFDEC)
129. Discussions are ongoing between the MoSWL and the NSO on the development of a system for regular national level child labour surveys. It is planned that an MOU will be signed on conducting national child labour surveys attached to the regular LFS at regular intervals of four years. The source of finances for this survey are not yet clear.
130. In addition many methodological guidelines have been developed and others have been translated from some existing ILO and IPEC materials. A complete list of the project outcomes products is in annex 8.
131. A major challenge to future work on eliminating child labour is the lack of reliable information on the numbers of child labourers in UB. Obtaining this information was never one of the project’s objectives, but the work of the project has highlighted this need, and confirmed that the information currently available is not reliable.

### 3.3.1.3 Institutionalisation and capacity building.

#### *Institutionalisation of action against child labour*

132. While policy and legislation developments have been making some progress at the national level, there has been rapid and clear progress within the five *aimags* and the one UB district where the project has been directly involved. The process used to develop action programmes with these partners was described in section 3.2.1. The result has been, in most of the situations, a clear local policy commitment, a multi-department task force cooperating in practice, a significant increase in local knowledge on the incidence of child labour, and effective interventions to withdraw and prevent children from WFCL. Details of how this has worked out in institutions at different levels are given below.
133. Although a similar process was followed in UB, the timing and the context were very different and the same level of effectiveness has not been achieved. The one UB district directly involved with the project, Nalaikh, has very different characteristics to the other UB districts as well. Some of the important differences between the *aimags* and UB are:
- Although the need for UB city to have a coordination role was recognised at the development stage of the project, with key representatives involved in the consultation process, the timing and form of this role were not particularly effective. The AP with the city coordinating body was not established until after the NGO implementing partners were already active
  - Project finances for work in UB went mainly to direct APs implemented by NGOs, and, except in Nalaikh, the districts had very limited funds to support the initial stage of promoting partnerships, consultations and practical action
  - The policy development work was only carried out with the city government and one district. The intention was that one ABIIM at the city level would be developed, and that taskforces for the implementation of the programme would be established in each district. The other 8 districts did not develop ‘sub-programmes for the elimination of WFCL’ and this seems to have led to a resultant lack of ownership, commitment and inter-departmental cooperation
  - The numbers of children in WFCL in UB districts is generally larger than in aimags

- There is a large number of new migrants in UB. One estimate is that there are 30,000 new families each year
- The intervention was not really an ‘area-based’ one in UB. Instead it sought to address specific locations where WFCL is concentrated.

134. As the ABIIM is reviewed and its appropriateness to the UB situation assessed, these important differences and others will need to be considered.

*UB-level institutionalisation*

135. UB city governor’s office endorsed a city sub-programme for the elimination of WFCL with a role to coordinate the different projects. Task forces were established in each district. Child labour elimination activities have been included in the performance contracts between the city and the districts. A self-evaluation carried out by the city government found that although a good policy and structure had been established, implementation at district and *khoro* level was not satisfactory, data on the numbers of children involved was weak and that a high rate of staff turnover hampered implementation and diluted capacity building.

*District-level institutionalisation (within UB city)*

136. With the exception of Nalaikh district, the ownership of project activities at district level is not well developed and districts are now said to be aware of this.

137. ILO/IPEC has been supporting Nalaikh district for some time. Action against child labour has been institutionalised in the following ways:

- The district sub-programme for the elimination of WFCL has been continued into a 2nd phase for 2009-2012
- Elimination of WFCL is in the Governor’s strategy endorsed by the district parliament
- Elimination of WFCL is reflected in the annually revised Socio-economic policy
- Governor’s order number 5 is about working children especially those herding
- There is an MOU between the trade unions and the Governor for 2009/10
- ToRs of social workers and of directors of secondary schools include child labour responsibilities
- Contracts with informal miners “Cooperation Contracts” do not allow children to work in the mine area
- The performance contract between *khoro* and the district government includes the elimination of CL
- Child labour monitoring (CLM) system is working effectively and they appear to have an exact knowledge of the now limited numbers of child labourers in the district

138. The project has been working through implementing partners in the main markets of UB. Institutional change has been established in the market management in the following ways:

- Contracts with stall holders contain a requirement not to employ children
- For each violation of the contract a hole is punched. Three holes lead to cancelling of the contract
- Push cart owners are required not to rent to children below 16 children
- Incidence of CL is included in the survey of criminal activities in the market place



- 2 indicators in market inspectors job descriptions are:
  - to inform child labour violations to related organisation
  - to survey working children and inform the *khoro* social worker.

139. From interviews with a small sample of children it appears that most of them work in the market as independent vendors, selling goods of their own. The regulations introduced do not therefore cover their situation.

#### *Aimags level institutionalisation*

140. In the project *aimags*, a similar level of institutionalisation has developed as in Nalaikh district with multi-representative task forces, *aimag* sub-programmes for the elimination of WFCL, governors' strategies including WFCL objectives, inclusion of WFCL goals in performance contracts with *soum* governors and in the ToRs of social workers, contracts with the Centre for Children, Police, Health, Labour and Education departments on how to work with child labour.
141. Clear data is available on the project beneficiaries and on the numbers of child labourers throughout the *aimag*, including those *soums* that were not directly involved in the project.
142. In one *aimag*, Child Protection Officers, a new post, have been appointed in each *soum* with responsibility for the *soum* Child Protection Team (CPT) including the work on child labour.
143. In some *aimags* the project initiated task forces are being replaced with locally emerging bodies such as child protection teams (as a result of a self-evaluation) and CLM teams.
144. Not all of the *aimags* are at the same level of development and it is understood that three are functioning very effectively, one fairly well, and the last one not effectively.

#### *Soum-level institutionalisation*

145. The performance contract between the *aimag* and the *soum* governors include WFCL objectives and effective multi-disciplinary taskforces have been established in each *soum*.

#### *Capacity building*

146. The project has carried out systematic and extensive training of officials involved in project implementation and in the wider context of child labour elimination. The project reports that a total of 1,105 officials have been trained and these include implementation staff, labour inspectors, police officers, legal, education, employment service and media professionals, trade union and employers representatives. Task force members and social workers met during the evaluation field visits generally showed a good level of understanding of issues related to child labour. The technical knowledge on child labour issues of government staff in many departments and at all levels (ministries, local governments and implementing agencies) has improved significantly. There has also been an effective strategy of cascading of the capacity building training. For example school social workers who received training have provided training to school teachers and *aimag* officials have provided training to their counterparts at the next level of government.
147. Capacity has mainly been developed with central stakeholders and in the project implementation areas although there has been some extension from this. For example, in the *aimags*, staff from all of the *soums*, not just those directly involved in the project have been trained. The training related to the awareness and advocacy strategy (objective 2) has been countrywide.
148. A number of staff of government implementing partners reported that their capacity in project management had also increased through their participation in the project due to the structured planning, implementation and monitoring that was required.

149. Training has also been provided in a number of ILO developed tools, for example SCREAM, ‘Rights, Responsibility and Representation’ (3Rs) and Know About Business (KAB). Trainers and facilitators have been trained and equipped in these three tools in all 21 *aimags* and UB districts and the KAB is likely to continue to be used by the National Non-formal and Distance Education Centre.
150. The largest constraint to the capacity building is the rapid turnover of staff, particularly in government offices. Higher level staff are particularly likely to change if there is a change in the ruling political party at that level.

### 3.3.2 Immediate Objective 2: Awareness raising and mobilisation

151. By the end of the project, government, employers and workers organizations, NGOs, civil society, general public, media, parents and children at all levels in Mongolia will have become aware of the negative consequences of the WFCL and will have been mobilized to take coordinated time bound measures on WFCL.

#### *National Advocacy Strategy against WFCL*

152. The project has been very successful in raising awareness on the child labour issues and in promoting wide scale social mobilization to address it effectively. The main strategies have been the development of the National Advocacy Strategy, national awareness raising campaigns usually focussed around the WDACL and the development of education material for university and secondary school students.
153. Particularly, the project supported the development of the “Advocacy Strategy against WFCL” which has been coordinated by NAC. It has involved broad participation of stakeholders including the MoSWL, the Confederation of Mongolian Trade Unions (CMTU), the Mongolian Employers’ Federation (MONEF), NAC and the Press Institute and incorporates a MOU between NAC, the press institute and 30 media organisations. The strategy was adopted by National Council for Children (NCC) chaired by the Prime Minister. This advocacy strategy consolidates the need and requirement for all society players in the eradication of WFCL and emphasizes the continued and concerted efforts for achieving it. The strategy is appreciated widely as a tool to effectively assist individuals, professional groups and organizations in having a common understanding about the issues and the strategies to tackle WFCL.
154. The advocacy strategy is being implemented in all the provinces and in the UB districts and is the first such national strategy with this objective. A mid-term evaluation is currently being carried out by NAC and comparing 2004 with 2009 and shows:
- State organisations with child labour in their policy documents have increased by 17%
  - Organisations with activities to withdraw children from child labour have increased by 84%
  - WDACL is observed in all provinces
  - NAC representatives are participating in horse race committees
  - Data on child jockeys is kept in each province.

#### *Changes in awareness and attitude*

155. The project, in collaboration with the NHRC and other organisations was successful in raising awareness of the hazards of child jockeys and in bringing about a significant change in public opinion and in practice on this issue.
156. Another culturally sensitive issue that the project has raised awareness on is on the role of children in herding. A number of people in responsible positions acknowledged that they used to consider this

and child jockeys as completely normal but had recently realised that they and society needed to revise their attitudes – and were doing so.

157. Staff from law enforcement agencies has been trained in gender aspects and their attitude, for instance towards girls involved in CSEC has changed drastically from viewing them as child prostitutes to seeing in them victims of child exploitation.
158. Children and parents of (ex) child labourers were mainly well aware of the physical hazards of child labour. At the community level there was quite a varied understanding of what was meant by child labour. There is unanimous agreement that children should not be involved in tasks like working underground. A commonly used expression was that ‘the labour should not exceed the child’s ability’ which focuses on the physical demands of some work. Many community members linked lack of school attendance with their understanding of what constitutes child labour and this probably resulted in a stricter definition of child labour than in the labour law. Awareness raising activities of the project did highlight the ‘right to education’ in the law. One fairly common misconception among adults and children was that children under the age of 18 should not work at all.
159. A large variety of awareness raising methods have been used including child-to-child education/awareness raising, children’s self-governing organisations in schools, training, exhibitions, WDACL (sometimes with a month-long programme of activities), loud-speaker announcements, documentaries on TV, radio messages, drama and many forms of printed media.
160. MONEF, and to some degree, CMTU have also been active in providing training to their members, distributing information and raising awareness on WFCL.
161. Informal mining areas attract large number of families in locations with no services and no facilities to provide services from. The project has supported its partners to provide mobile service centres in the form of a *ger* that can move with the migrant workers who frequently change location. As well as being centres for the distribution of information, these *ger* centres also served as schools to start children in NFE prior to them to transferring to the school in the *soum* centre.

#### *Education on child labour issues*

162. An ILO/IPEC text book (with teachers manual) on child labour for use with university students was translated and has been accepted for use by a number of universities (in collaboration with UNICEF). Child labour is now included in the curriculum for teachers at the National University of Education. Similar curricula and materials have been developed for courses in journalism and law.

#### 3.3.3 Immediate Objective 3: Area-based intervention against WFCL

163. By the end of the project, an integrated, and sustainable area-based intervention model to combat the worst forms of child labour in Mongolia in selected areas will have been implemented and documented

##### 3.3.3.1 ABIIM

164. The ‘area-based integrated intervention model’ to combat WFCL was initially prepared by the project staff. This was discussed and reviewed by MoSWL, MONEF, CMTU and submitted to the National Steering Committee on Child Labour for discussion and approval. The model was then used in consultations with implementing partners as described in section 3.2.1.
165. The model is guided by a number of principles and has seven components or strategies as follows:
  - Policy coordination, implementation and capacity building
  - Public awareness and attitude
  - Knowledge/data base and research

- Child labour monitoring
- Direct actions to withdraw children from WFCL
- Law enforcement
- Social partnership and collaboration

166. The strengths of ABIIM are that it develops a local policy environment that has clear objectives for the elimination of WFCL, it develops strong local ownership for this objective, it facilitates coordination and cooperation between departments and organizations, it develops comprehensive strategies to address child labour issues, and has a continuous consultation process in planning, implementation, monitoring and developing ongoing plans.
167. The model has been the basis of all of the policy development at the local level, the capacity building (except for the central level), much of the awareness raising, and for the direct action with children and their families. It has proven to be very effective in three *aimags* and one district in UB. Effectiveness in one of the remaining two *aimags* has been acceptable. Effectiveness across UB city as a whole has not yet been demonstrated. Some of the differences in the context and in the application of the model between UB and the other project areas were discussed in section 3.3.1.3.
168. The project has facilitated annual experience sharing workshops among the implementing partners and this has enabled further improvements to the model and facilitated the sharing of innovative ideas and practices between the partners.
169. Description of the model, its components and its strengths are a main part of the report on good practices in the WFCL project that is currently under preparation. Presentation of ABIIM will also be a significant part of the dissemination workshop planned for the 25<sup>th</sup> May 2010. The rest of this chapter on objective 3 will review the impact of the application of this model on the incidence of WFCL in the target areas.

### 3.3.3.2 CLM and the incidence of WFCL in project areas

#### *Community-based child labour monitoring*

170. A CLM system has been developed by the project in a systematic way. Based on the ILO/IPEC generic detailed guide, a system appropriate to the Mongolian context has been developed, tested and applied in the five *aimags* and in Nalaikh district. Two alternative ways of collecting the information on child workers is either through volunteers who provide a simple report to the *Bagh* governor when they hear of any incident, or through an annex to the annual household registration questionnaire. Either way, each potential case of WFCL is assessed by the social worker and CLM team at the *soum* or *khoro* using the criteria provided by the project. The CLM team is often the same as the WFCL Task Force.
171. Training on this system has been provided, by the NGO that developed the modified methodology, to the teams in the project target areas and the system is being used in practice. Based on this, the *aimag* Centres for Children have detailed data on the current numbers of child labourers and the sectors that they are working in for each *soum* and they are confident that this information is accurate. The information collected included data on migrant families, both from outside of the *soum* and from outside the *aimag*. For example, from the two provinces visited by the evaluation team, the following data was immediately available:
172. Table 9: Data from CLM in Uvurkhangai and Dornogobi on the current situation. This information was available for each *soum*.

Province	CL number	Gender		Number in education	Sector of work			
		M	F		Agriculture	Mining	Informal	Domestic
Uvurkhangai	573	416	157	194	328	140	54	28
Dornogobi	60			58	18	9	32	1

173. Locations where there is a high incidence of migrant families make it difficult for the CLM system to provide reliable data, especially where this occurs in a remote location, distant from existing settlements – as occurs in the informal mining. The respondents claimed that the system is coping with the current level of migrants in the areas visited but this would not be true if there was a significant increase. The two methods of information collection: volunteer informants from within the community and household registration, do not work in these circumstances.
174. This CLM system is one of the models that has been presented to NSC-WFCL to be reviewed by the MoSWL. It has potential to be replicated in all of the *aimags*. It is probably necessary to carry out further development before trying to disseminate it for use in the UB districts.

*The incidence of WFCL in targeted areas*

175. The section that follows this one looks at the numbers of children prevented and withdrawn from WFCL – the project direct beneficiaries. It is also important to know what has changed in the overall number of children in WFCL in different locations. The project has not monitored this specifically, instead it has established the CLM system that is now considered to be providing reliable information in certain areas.
176. During the AP preparation phase, each partner produced estimates of the numbers of children in WFCL. It is generally accepted now that these estimates were just that. When comparing the ‘before’ and ‘after’ data it is therefore not appropriate to claim that there has been a certain percentage change in the incidence of WFCL. Something that is very encouraging is that even with an improved method of data collection, the numbers have decreased. It is often found when working with child labour, that improving data collection increases the number of children in WFCL identified. The before and after information that is available is presented in the table below:
177. Table 10: Changes in numbers of child labourers from partners reports

Province/district/area	No. at start (2006)	No. at end (2009)	Data reliability (at end)
Uvurkhangaï	1,270	573	CLM - good
Dornogobi	286	60	CLM – good
Bayankhongor	1,708	256	CLM – good
Dornod	270	92	CLM – good
Nalaikh	160	20	CLM - good
Naruntuul market, UB	450	90	Not verified by children’s’ meeting
The rest of UB	?	?	

178. Other information, some of it conflicting that has been collected on these changes are:

*In UB city*

- Surveys have been carried out but there no reliable estimates of the numbers of CL in UB (UB governors office)
- Number of working children decreasing dramatically in UB markets. In one market there is now no child labour. In wood market there were 40 children, now there are 10 (Equal Steps Centre)
- 605 children working in Naruntuul market in 2007, now 90 (UB Centre for Children)
- 90% reduction in number of children working in Naruntuul market (Market Manager)
- The number of children working in the market is increasing, especially in the summer (children from Naruntuul market)
- Children under 10 are working in the market. The largest number are aged 15-17 years and it is mainly girls selling goods (children from Naruntuul market)

- There is an increasing trend in the numbers of children involved in CSEC. From own observation estimate about 1,000 in CSEC (Adolescent Development Centre)

*In aimags*

- A significant decrease in the number of children working in mining sites (from FGDs with community members)
- In 2003 there were 28 children working at night at the station selling food etc, now there are only 2. (Sainshun soum social worker)

3.3.3.3 Number of children withdrawn and prevented from WFCL

179. Section 3.2.3 reported in detail on the process used by the project to monitor project interventions and impact on the direct beneficiaries. For most of the life of the project, and in the regular TPRs, the numbers presented as withdrawn and prevented, are those that have been provided with an intervention that aims to achieve that outcome. The following table is based on data in the March 2010 TPR.

180. Table 11: Children withdrawn and prevented reported in March 2010 TPR

	Revised project target numbers	Reported numbers			Percentage of target
		Male	Female	Total	
Withdrawn	3,926	2,407	1,435	3,842	98%
Prevented	3,720	2,004	2,210	4,214	113%
Total	7,646	4,411	3,645	8,056	105%

181. The project also keeps a record, by each implementation partner of:

- Project target figure
- The number of children actually targeted in the APs with services
- The number of children actually prevented and withdrawn based on the partners monitoring records

182. This information is shown in the table below. The 4<sup>th</sup> row of data has only recently been collected and this gives a more realistic assessment of the project achievements. The full data set, by implementing partner, is in annex 5.

183. Table 12: Project target beneficiaries and the progress to 28.02.2010

	To withdraw		To prevent		Total	
	No.	% of project target	No.	% of project target	No.	%
Project target	3926		3720		7646	
Target as planned in APs	3,113		4,472		7,705	
The number of children actually benefited from APs with services	3,957	127%	4,119	92%	8,076	105%
The number of children actually prevented and withdrawn based on monitoring records	3,348	108%	3,630	81%	6,978	91%
Percentage achievement of children actually targeted (row 4 as a % of row 3)	85%		88%			

Note: information in row 4 from two of the partners (MCRC and UBRC) is not complete and the number of children who have been prevented and withdrawn is almost certainly higher than presented in this table and in annex 5.

184. Annex 6 gives the projects record on interventions and the number of children and families that received these services.

185. The next section will review and analyse the findings on children withdrawn and prevented from the independent ‘Target group impact assessment study’. Note that for each time period (‘when completed involvement in project’ and ‘current situation’) only respondents under the age of 18 at that time have been included in the analysis.

*Child labour status of project beneficiaries to be prevented from WFCL*

186. The provision of services to prevent children from entering WFCL has largely been successful with only 6% of those children being in WFCL at the end of the project intervention. This has slightly increased now to 8%. There is a large and increasing (with time) difference between boys and girls.

187. Table 13: Child labour status of children to be prevented (all aged children)

Source of information	Percentage of children in WFCL			
	Male	Female	Total	No. of respondents
Master list (project baseline)	0%	0%	0%	221
When completed involvement in project	8%	4%	6%	199
Current situation	13%	2%	8%	186

The full data table is in annex 7.2

188. When this analysis is separated by location into UB and the *aimags*, the same pattern emerges but it is clear that the prevention has been considerably more successful in the *aimags* than in UB. The reasons for this will be discussed after reviewing the data for ‘withdrawal’.

189. Table 14: Child labour status of children to be prevented by location (UB and *aimags*)

Source of information	Children in child labour in UB			Children in child labour in the <i>aimags</i>		
	Male	Female	Total	Male	Female	Total
Number of respondents	65	63	128	47	46	93
Master list (project baseline)	0%	0%	0%	0%	0%	0%
When completed involvement in project	12%	4%	8%	2%	5%	3%
Current situation	19%	2%	11%	5%	2%	4%

Note: the number of children in the ‘current’ period is 105 in UB and 81 in the *aimags*. The full data table is in annex 7.3

*Child labour status of project beneficiaries to be withdrawn from WFCL*

190. The project has had success in withdrawing children from WFCL but not to the degree expected with 28% of children in this category still in WFCL at the time that they completed the project intervention. This is roughly in line with the beneficiary monitoring data provided by some partners during the evaluation but is not reflected in the project reports. There is little difference between the genders at that time.

191. It is encouraging that the withdrawal from WFCL appears to have continued after the children’s direct involvement in the project and this is seen very strongly among girls.

192. Table 15: Child labour status of children to be withdrawn (all aged children)

Source of information	Percentage of children in WFCL			
	Male	Female	Total	No. of respondents
Master list (project baseline)	100%	100%	100%	223
When completed involvement in project	31%	25%	28%	199
Current situation	28%	9%	19%	175

The full data table is in annex 7.1

193. Reasons that were given for children stopping WFCL included the following:

- Started to go to school.
- Family members of labour active age were referred to work and there is no need for child to continue working.
- Child himself stopped working because his knowledge about child labour has increased.
- School training materials, textbooks and notebooks are provided so that child does not need to work to buy them.
- Looking after sick family member.

194. When this analysis is separated by location into UB and the *aimags*, the same reducing trend is shown. The average figure between the locations hides a large difference between the success of the project in withdrawing children from WFCL in UB and in the *aimags*. There is also a very large difference between the genders.

195. Table 16: Child labour status of children to be withdrawn in UB and in the *aimags*

Source of information	Children in WFCL in UB			Children in WFCL in the <i>aimags</i>		
	Male	Female	Total	Male	Female	Total
Number of respondents	42	43	85	72	66	138
Master list (project baseline)	100%	100%	100%	100%	100%	100%
When completed involvement in project	54%	35%	46%	18%	19%	19%
Current situation	53%	23%	38%	15%	2%	9%

Note: the number of children in the 'current' period is 61 in UB and 114 in the *aimags*  
The full data table is in annex 7.4

196. The data can also be separated by age group. When the children completed their involvement in the project there were a similar percentage in each age group still in WFCL - about 28%. Their involvement has decreased since this time and there has been an increasing difference between the genders in both age categories.

197. The higher proportion of boys in WFCL is also borne out by the National Non-formal and Distant Education Centre (NNFDEC) who report that 66% of NFE learners are boys as a result of their higher drop out rate from formal school. Traditionally priority is given to girls for education and boys are seen as more helpful for the workforce in the countryside.

198. Table 17: Child labour status of children to be withdrawn by age group

Source of information	Children in WFCL under 15			Children in WFCL aged 15 - 17		
	Male	Female	Total	Male	Female	Total
Number of respondents	65	66	131	49	43	92
Master list (project baseline)	100%	100%	100%	100%	100%	100%
When completed involvement in project	30%	27%	29%	33%	21%	27%
Current situation	23%	11%	17%	30%	9%	20%

Note: the number of children in the 'current' period is 58 for under 15 and 117 for 15 - 17  
The full data table is in annex 7.5

199. When the data on the children is disaggregated by location it reveals that in UB the proportion of children in the 15-17 year range remaining in WFCL was greater, whereas in the *aimags* it is the under 15 years group that remained more in WFCL. In the current situation the UB situation remains



the same but in the *aimags* it has reversed with a steep reduction in the proportion of under 15 year children in WFCL.

200. Table 18: Child labour status of children to be withdrawn by location and by age group

Source of information	Children in WFCL in UB		Children in WFCL in <i>aimags</i>	
	Under 15	15 - 17	Under 15	15-17
Number of respondents	47	38	84	54
Master list (project baseline)	100%	100%	100%	100%
When completed involvement in project	42%	49%	22%	14%
Current situation	35%	39%	6%	10%
Current number of respondents	23	38	35	79

The full data table is in annex 7.6

201. This information was presented to the evaluation stakeholder's workshop and the following reasons were put forward for the much lower success in withdrawing children from WFCL in UB:

- Poverty and unemployment is high in UB
- Living cost is high
- There is a high level of immigration and large numbers of recent migrants
- Limited number of schools and the need for a shift system. This releases more free time to children
- Many opportunities for child labour
- Opportunities to earn cash (in rural areas payment is often in kind) and this can be hidden more easily
- It is not only poor children who like to earn
- Broken families and alcohol problems are high in urban areas
- High tolerance level in urban areas
- Community linkages are weak in urban areas
- The project partners are child rights NGOs, not livelihood improvement ones
- High turnover of khoroo social workers

202. It should be noted that some of the findings of the UCW study, which was looking at children at work and not just project beneficiaries, appear to be in contrast to the above points. In particular it concluded that child employment (not necessarily child labour) 'is overwhelmingly a rural (agricultural sector) problem' and that 'school attendance is higher and employment substantially lower among migrants compared to non-migrants'. It is clearly important that a better understanding is obtained on the reasons why the project has been significantly less successful in withdrawing children from WFCL in UB than in the *aimags*.

#### *Changes in work sector*

203. The TGIAS also provides some interesting data on changes in the sector that children are working in. Due to the reducing number of respondents in each time period, this does not necessarily show a migration from one type of work to another, but it does clearly show the sectors that the project beneficiaries who are still in WFCL are engaged in; for under 15 year olds it is almost exclusively the informal sector and for 15-17 year olds it is the informal sector and mining.

204. Table 20: Changes in work sector

**Children under 15**

Sector	When first involved in project	When completed involvement in project	At present
Number of respondents	111	34	19
Mining	31%	32%	4%
Informal	53%	65%	96%
Herding	16%	3%	0%

**Children 15 to 17**

Sector	When first involved in project	When completed involvement in project	At present
Number of respondents	70	34	29
Mining	24%	15%	34%
Informal	52%	79%	62%
Herding	11%	6%	3%
At risk of CSEC	10%	0%	0%

The full data table is in annex 7.8

*Summary of findings from TGIAS on children withdrawn and prevented from WFCL*

205. The main points that can be concluded from the above presentation are:

*Children to be prevented from WFCL*

- 6% of this group entered WFCL (the project failed to ‘prevent’) (table 13)
- 8% of boys and 4% of girls in this group entered WFCL (table 13)
- 8% of this group in UB (12% of boys and 4% of girls) entered WFCL (table 14)
- 3% of this group in the aimags (2% of boys and 5% of girls) entered WFCL (table 14)
- Since children of this group have finished their involvement in the project there has been a slight overall increase (6% to 8%) in WFCL. (table 13)
- Since children of this group have finished their involvement in the project the percentage of boys in WFCL has increased significantly (8% to 13%) and the percentage of girls in WFCL has halved from 4% to 2%. The same trend is seen in UB and in the aimags (table 13 and 14)

*Children to be withdrawn from WFCL*

- 28% of this group remained in WFCL after their involvement in the project (table 15)
- 31% of boys and 25% of girls remained in WFCL after their involvement in the project (table 15)
- Since children of this group have finished their involvement in the project there has been a decrease in WFCL (from 28% to 19%) and this was mainly as a result of the large decrease in girls in WFCL (25% to 9%)(table 15)
- The withdrawal of children from WFCL in the aimags (19% still in WFCL after the project intervention) was much more successful than in UB (46% still in WFCL) (table 16)
- The ongoing decrease in girls in WFCL since the end of the project intervention has been much greater in the aimags (19% to 2%) than in UB (35% to 23%) (table 16)

- Under 15 year olds are now involved almost exclusively in the informal sector with a large reduction in involvement in mining (table 20)
- 15-17 year olds are now mainly involved in the informal sector and in mining, and have almost completely stopped their involvement in herding and being at risk of CSEC (table 20)

### 3.3.3.4 Education status of project beneficiaries

206. The TGIAS also provided information on the education status of the project beneficiaries. This shows a moderate impact of the project in UB and a very high impact in the *aimags*. The continuing enrolment in education after their involvement in the project is encouraging. In UB there is a significantly larger proportion of girls in education.

207. Table 19: Education status of children (prevented and withdrawn) by location (in UB and in the *aimags*)

Source of information	Children in education in UB			Children in education in the <i>aimags</i>		
	Male	Female	Total	Male	Female	Total
Number of respondents	100	91	191	112	109	221
When first involved in project (recall)	33%	41%	37%	53%	41%	47%
When completed involvement in project	60%	79%	68%	88%	91%	90%
Current situation	75%	93%	83%	97%	99%	98%

Note: the number of children in the 'current' period is 158 in UB and 194 in the *aimags*

Children are deleted from list/sample if:

- a child reached the age 18
- a child finished 8th or 9th grade of school

The full data table is in annex 7.7

### 3.3.3.5 Effect of education and non-education services on project impact

208. The project defines 'educational services' that lead to withdrawal and prevention as;

- enrolment in non-formal education (NFE),
- Provision of skills training
- and direct enrolment in regular school.

209. All other services are 'non-educational'.

210. Based on project reports 66% of children are withdrawn or prevented through educational services (72% of withdrawn children and 60% of prevented children).

211. The TGIAS shows that attending non-formal training was the main education service received, followed by vocational study and a relatively small number who were enrolled directly into school. The percentage figures for the withdrawn and prevented categories show minimal difference in this regard (not shown in the table as they are similar).

212. Table 21: Educational services received by children

Provided by educational service	Gender					
	Male		Female		Total	
	N	%	N	%	N	%
Attended non-formal training	121	58.5%	127	55.2%	248	56.8%
Studied in vocational and industrial training centre	68	32.8%	76	33.0%	144	32.9%
Started to attend formal school	18	8.7%	27	11.8%	45	10.3%
Total	207	100.0%	230	100.0%	437	100.0%

213. Tables 22 and 23 below compare the impact of these two services on those who have been withdrawn (table 22) and those who have been prevented (table 23). It is interesting to note that in the perceptions of the children themselves, based on the recall data of when they were first involved in the project, those in the 'non-education' intervention group, were less involved in WFCL. For those in the withdrawn category, the non-education interventions appear to have had a more lasting impact and for those in the prevented category the reverse is shown. No conclusions can be drawn from this.

214. Table 22: Children in WFCL after receiving 'education' and 'non education' services - withdrawn category

Source of information	Withdrawn by education service			Withdrawn by non-education service		
	Male	Female	Total	Male	Female	Total
Number of respondents	90	81	171	24	28	52
When first involved in project (recall)	70%	70%	70%	50%	39%	44%
When completed involvement in project	32%	29%	30%	29%	13%	20%
Current situation	29%	13%	21%	25%	0%	12%

The full data table is in annex 7.9

215. Table 23: Children in WFCL after receiving 'education' and 'non education' services - prevented category

Source of information	Prevented by education service			Prevented by non-education service		
	Male	Female	Total	Male	Female	Total
Number of respondents	62	79	141	50	30	80
When first involved in project (recall)	26%	18%	21%	8%	13%	10%
When completed involvement in project	9%	6%	7%	6%	0%	4%
Current situation	11%	2%	6%	15%	4%	11%

The full data table is in annex 7.10

### 3.3.3.6 Constraints affecting action against WFCL

#### *Migrant workers and families in rural informal mining areas*

216. Challenges are faced in the area of monitoring the incidence of WFCL and in the provision of services as the sites are often remote from any settlement and if services can be provided there are difficulties over budget provision as many of the migrants come from outside of the *soum* and even the province.

217. Within the project area some services were provided to some of these sites including a limited period of NFE through the mobile service centres. However there were difficulties in transferring NFE students to the *soum* NFE school if they were not registered in the *soum*. A number of children could not be successfully withdrawn for this reason.

#### *Family poverty*

218. The overwhelming reason given for children to be involved in WFCL was because of poverty in the families and the difficulty that adult family members had in getting work. Skills training has been provided to a number of family members but the resulting rate of employment is low.

219. A significant number of families are dependent on welfare payments of various kinds and this has led to high levels of dependency on such support. The need to work with parents and build their capacity to earn was frequently mentioned.

### 3.3.4 Other achievements

220. The IPEC WFCL project has, until the last year, been the only representation of ILO actually in Mongolia. The ILO ‘country office’ is located in Beijing, China. The WFCL project has been effective in raising the ILO profile in Mongolia and enabled ILO to be involved in the following activities:
- Initial dialogue on a ‘Decent Work Country Programme’
  - Entry into discussions on labour issues in mining
  - Work with employers (mainly mining)
  - Led to an ILO programme in labour inspection
221. The benefit of this informal representation of ILO by the IPEC project has had reciprocal benefits as child labour issues, as well as ‘opening the door’ for ILO, have remained the priority in each of these initiatives.
222. The study on ‘Understanding children’s work and youth employment outcomes in Mongolia’ (UCW study) was also used to open up discussion on a wider range of issues than just child labour and made multi-disciplinary recommendations in line with a broader decent work agenda.

### **3.4 Relevance of the project**

223. An analysis of the findings of the 2006/07 National Child Labour Survey in comparison with the 2002/03 one shows a slight increase in economic activity of children. Overall economic conditions in the country have not improved for the poorer segment of society, including most of those without a regular salary. Prices of basic commodities have increased and there has been little change in the income of the poor. The world-wide economic slump of 2007 resulted in an almost complete halt to construction, one of the main employers of unskilled labour.
224. More recently there has been a halt to welfare payments by the government in 2010 and the *dzud* of 2009/10 has damaged or destroyed the livelihood of many herding families. There is an expectation that there will be an intensified migration to urban areas as there was after the 1999/2000 *dzud*.
225. The TGIAS and CLM systems show that although the project has been very successful in preventing and withdrawing child labour from the target *aimags*, child labour has not been addressed so effectively in UB city and there is little reliable data on the scale of the problem there.
226. In addition to the main interventions directly addressing work, education and awareness raising that have been covered in detail in this review, the project and its partners have provided a high number of supporting services for children such as; psychological counselling, health check ups and treatment, and lunches. For families assistance has been provided in: vocational skill training, business training, and direct assistance for very poor households. A full list of the services and the number of services supplied, based on the project records is in annex 6.
227. Feedback on the usefulness of these services from children, parents and social workers and others closely involved with the beneficiaries is very positive.
228. The main sectors of WFCL reported by implementing partners and government representatives corresponded with those that have been addressed by the project. Within each area that had been selected by the project, specific local areas (*soums*, market places) were selected on the basis of the concentration of WFCL in that location and so that all the main sectors could be covered. There was therefore a combination of addressing the most needy areas within the selected regions and of addressing different sectors of WFCL in order to develop effective practices.

### 3.5 Sustainability of project impacts

#### 3.5.1 Sustainability of project direct impacts

229. The project has a clear strategy for sustaining impacts and for sustaining direct action against WFCL within the area-based approach. These are in summary:
- Local policies for the elimination of WFCL developed and approved
  - Integrated teams including government, workers and employers representatives and NGOs taking a shared responsibility for decisions and action
  - Raising the awareness and capacity of these members to address WFCL
  - Responsibilities and targets for WFCL elimination integrated into result-based contracts with heads of agencies and job descriptions
  - Community-based CLM systems operating and providing reliable information
  - An effective beneficiary monitoring system in place
  - Establishment of a learning culture, reviewing experience, constraints and good practices
230. Although not all of the above conditions are fully in place, it is likely that this strategy will be successful where the area-based approach has been largely successful; in four *aimags* and one district. An indicator that supports this argument from the TGIAS is the continuing reduction in the proportion of children in WFCL, some time after they have completed their participation in the project interventions. The main concern of the project partners in these areas, who are also the responsible government officials, are the livelihood challenges faced by the poorest members of the community and the likely need for ongoing welfare support for them. There is a concern that the number of children at risk of child labour is increasing and that government allocated resources will not be sufficient to prevent them from attempting to enter child labour.
231. In the other *aimags* and in the main part of UB city the sustainability of the impacts is much more fragile. Where the above conditions have not been achieved to a significant degree, the sustainability of direct action will be weak.

#### 3.5.2 Replication of models outside the project area

232. In addition to the work that the project has done to support the policy and legislative framework at the national level, the advocacy and awareness raising strategy has been targeted at the whole country, and some of the capacity building has included representatives and resource persons from all of the *aimags* and districts. Considerable work has therefore been done by the project to prepare 'non-target locations' to take effective action against WFCL. The intensity of capacity building has clearly been greater in the target areas and extending effective action against WFCL into other *aimags* and districts will require further specifically targeted capacity building interventions.
233. Within the target *aimags*, only certain *soums* were targeted for direct action. Capacity building was carried out throughout the whole *aimag*. In these *aimags* the CLM system has been implemented in the whole *aimag*, and the task force officials are confident that all the *soums* will be covered by their ongoing work against WFCL. Some *aimag* annual 'Socio-economic development programmes' have included goals of replicating good practices to other *soums*.
234. The project has facilitated annual experience sharing workshops at which good practices are shared and discussed. The most recent workshop in January 2010 used this to initiate a more formal process to identify and describe the effective practices and models. A consultant is doing this currently and the results will be shared at a dissemination workshop at the end of May when representatives for every *aimag* and district will be invited to attend.

### 3.5.3 Sustainability of national initiatives to eliminate WFCL

235. The report on the achievement of objectives 1 and 2 of this project describes the significant achievements that have been made in strengthening the enabling environment for national action against WFCL. Now in 2010, partly as a result of some of the project outputs, and partly due to external factors, the future of the national enabling environment against WFCL is at a critical point. Some of the issues are:
- The Labour Law is to be revised in 2010
  - The Criminal law and Child Rights Law are also scheduled for revision in 2010
  - The NPDPC expires in 2010
  - There is dual jurisdiction on child labour issues within the government with a resultant lack of clear leadership and responsibility on these issues
  - The intervention model and good practices developed by the project, and the policy implications of using them, are to be submitted soon to the Council of the MoSWL. It is expected that this will result in the submission of a specific proposal by the MoSWL to the cabinet with regard to expanding or improving educational, training and social assistance programmes and their funding
  - The agreement between the MoSWL and the NSO on conducting child labour surveys needs to be concluded and provision for funding made
236. The ILO/IPEC office has recently obtained funding so that it can continue in its representational role for the remainder of 2010. Many of the issues identified above are likely to continue into 2011 at least. If clear national responsibilities and a clear national plan of some kind are not developed within 2010, then without the ILO/IPEC representation there is a risk that the next steps to developing a coherent and actionable policy and institutional framework on ending WFCL, and the allocation of necessary financial resources, will not be achieved.

## **4. CONCLUSIONS AND RECOMMENDATIONS**

### **4.1 Summary of the key contributions to the national programme**

237. The project has contributed to strengthening the enabling environment for national action against WFCL and contributed to the ability to take direct action in the following significant ways:
- Supported the review of the approved ‘list of jobs and occupations prohibited for the minors to be employed’
  - Carried out a comprehensive review of the existing criminal and labour law, including a study on issues that relate to CSEC
  - In collaboration with other organisations raised awareness on the risks to child jockeys and supported the development of guidelines
  - Supported the process to mainstream child labour into a number of national policies and programmes
  - Developed the capacity of central, national and regional/local officials to understand and to take action towards the elimination of WFCL
  - Contributed to a significant change in public awareness, opinion and attitudes on WFCL
  - Increased the knowledge base on child labour through supporting the National Child Labour Survey 2006/07 and other studies

- Supported the development of the National Advocacy Strategy against WFCL
- Demonstration of the effectiveness of the ABIIM in the context of the aimags
- Demonstration of the process required in order to maximise the effectiveness of the ABIIM
- Supported the effective institutionalisation of action against WFCL in some aimags and in one district of UB
- Developed an effective system for CLM at the aimag/district level that has provided reliable estimates of the numbers of children in child labour in those locations
- Supported action that has significantly reduced the numbers of children in WFCL in the target aimags and in some areas of UB
- Contributed to the identification of the scale of the challenge to eliminate WFCL in UB

#### 4.2 Summary of the main findings of the TGIAS

238. The quantitative study on the impact of the project on the direct beneficiaries identified the following significant changes:

##### *Changes in work status of children to be prevented from WFCL*

- 6% of this group entered WFCL (the project failed to ‘prevent’) (table 13)
- 8% of boys and 4% of girls in this group entered WFCL (table 13)
- 8% of this group in UB (12% of boys and 4% of girls) entered WFCL (table 14)
- 3% of this group in the aimags (2% of boys and 5% of girls) entered WFCL (table 14)
- Since children of this group have finished their involvement in the project there has been a slight overall increase (6% to 8%) in WFCL. (table 13)
- Since children of this group have finished their involvement in the project the percentage of boys in WFCL has increased significantly (8% to 13%) and the percentage of girls in WFCL has halved from 4% to 2%. The same trend is seen in UB and in the aimags (table 13 and 14)

239. Overall this intervention has been successful, especially in the *aimags* and amongst girls in UB.

##### *Changes in work status of children to be withdrawn from WFCL*

- 28% of this group remained in WFCL after their involvement in the project (table 15)
- 31% of boys and 25% of girls remained in WFCL after their involvement in the project (table 15)
- Since children of this group have finished their involvement in the project there has been a decrease in WFCL (from 28% to 19%) and this was mainly as a result of the large decrease in girls in WFCL (25% to 9%) (table 15)
- The withdrawal of children from WFCL in the aimags (19% still in WFCL after the project intervention) was much more successful than in UB (46% still in WFCL) (table 16)
- There has been an ongoing decrease in WFCL since the children’s completion of their involvement in both the aimags (9% still in WFCL now) and in UB (38% still in WFCL now) (table 16)
- The ongoing decrease in children in WFCL since the end of the project intervention has been especially strong amongst girls and this has been much greater in the aimags (19% to 2%) than in UB (35% to 23%) (table 16)



- Under 15 year olds are now involved almost exclusively in the informal sector with a large reduction in involvement in mining (table 20)
- 15-17 year olds are now mainly involved in the informal sector and in mining, and have almost completely stopped their involvement in herding and being at risk of CSEC (table 20). No conclusions can be drawn on movement from one sector of child labour to another.
- It is not clear whether there is any difference in the effectiveness of ‘education services’ or non-education services’ in the withdrawal and prevention of children from WFCL (tables 22 and 23)

240. Overall this intervention was reasonably effective in the *aimags* and only partially effective in UB. There has been a strong ongoing reduction in the proportion of children in WFCL even after the end of the direct intervention, especially among girls in the *aimags*.

#### *Changes in education status*

- Attendance in education of the project beneficiaries in UB has increased from 37% prior to the intervention, to 68% after the intervention and to 83% now. Girls attendance has remained considerably higher at all times (table 19)
- Attendance in education of the project beneficiaries in the *aimags* has increased from 47% prior to the intervention, to 90% after the intervention and to 98% now. Boys attendance was initially higher but after the project intervention there is now no difference (table 19)

241. Education attendance of the direct beneficiaries, probably as a result of the work of many different initiatives, has steadily increased with almost full attendance in the *aimags*.

### **4.3 Summary of the sustainability of the national initiatives**

242. During the project period the condition of the enabling environment to take action against WFCL has improved considerably. However, a number of the steps required to institutionalise these improvements have not been completed. Some of the current challenges are:

- The Labour Law is to be revised in 2010
- The NPDPC expires in 2010
- There is dual jurisdiction on child labour issues within the government with a resultant lack of clear leadership and responsibility on these issues
- The intervention model and good practices developed by the project, and the policy implications of using them are to be submitted soon to the Council of the MoSWL for a decision on their future application
- The agreement between the MoSWL and the NSO on conducting child labour surveys needs to be concluded and provision for funding made

### **4.4 Recommendations for ILO/IPEC in Mongolia:**

- The data from the TGIAS and from the FGDs contains a lot of information that would be useful for future programme planning. This information should be reviewed for information that will contribute to further work against WFCL and important points summarised. Issues of gender and differences in urban/rural situations are of particular importance.
- A system needs to be developed to supplement the CLM system to collect CLM information in remote areas with a high numbers of in-country migrants

#### 4.5 Recommendations for ILO/IPEC:

- ILO/IPEC should ensure that the information collected at the time of beneficiary intake, is clear on whether the child is in some form of education or not. This would enable a clear statement on the child's 'baseline education' status to be used for impact studies.
- Project beneficiary monitoring systems need to ensure that beneficiary children's work status is monitored to identify changes in 'child labour' status, and that this information is accurately reported in the projects periodic report on the number of children prevented and withdrawn from child labour.

#### 4.6 Recommendations for the Government of Mongolia:

243. A number of issues that have been identified during this evaluation are presented here for consideration by the Government of Mongolia:

- Clarify which institution is responsible for policy and programme development and implementation of programmes for the elimination of WFCL
- Carry out an evaluation of the achievements of objective 13 under the NPCPD and in consultation with stakeholders determine the most effective programming modality for WFCL elimination work from 2011 onwards
- Carry out a consultation process amongst experienced organisations to identify how an acceptable and accurate estimate of the scale of child labour in UB can be determined and such study be carried out
- Carry out a consultation process amongst stakeholders on how the ABIIM model should be adapted and applied to the situation in UB
- Review the information available on the number of children involved in WFCL in UB and develop a realistic strategy based on this assessment. In relation to the WFCL situation in UB the following strategies were suggested by the evaluation stakeholders' workshop:
  - Needs a good assessment of the situation and of the children's needs
  - Increase accountability and sanctions against employers
  - Social workers retention needs to be improved
  - Social workers capacity needs to be improved
  - Utilise the advantages that exist in the urban area:
    - More access to media
    - Better access to services
    - Police have more influence in urban areas
    - Improve coordination between health, police and education authorities
    - Engage the NGOs that are present in each *khoro*. Build their capacity.
- As part of the awareness strategy, motivational messages should be developed targeted specifically for boys that are built around traditional beliefs on the role of men which would increase responsibility and provide motivation to maximise the opportunities that education provides
- A decision should be made as soon as possible on the specification of safety equipment to be worn by child jockeys.

## 5. LESSONS LEARNED AND POTENTIAL GOOD PRACTICES

### 5.1 Lessons Learned

244. The application of the ABIIM in UB city has not been as effective as in the *aimags*. Some lessons in relation to this are:

- The UB Governors Office needs to engage more directly with the districts to empower them in the ABIIM process in addition to the coordination and capacity building role that it had
- The links with the next level of governance, the district – need to be developed more strongly
- In order to increase local government commitment, ownership and inter-department/organisation and cooperation, it is probably necessary to facilitate the ABIIM at each district – as has been done in Nalaikh. This would enable policy development at the district-level in the form of district sub-programmes for the elimination of WFCL
- And in order to support the ABIIM process in each district, funds need to be made available for the important work of promoting partnerships, holding consultations and taking practical action.

245. The ABIIM model may require some degree of openness to a participatory style of governance by those in leadership in order to develop the cooperative structures necessary and to develop collaborative ownership.

### 5.2 Potential good practices

246. The project is following a systematic process in order to identify and record the good practices. The basis of this was presentations by each partner on what they considered were their good practices at an experience sharing workshop. A consultant has reviewed these suggestions and followed up on some of them through field visits and verification. A report is currently under preparation which identified and describes the ABIIM and 24 other good practices.

247. In this section, a few of the most important good practices are identified as follows:

- AP development process. The process used by the project to initiate the development of *aimag* and district action programmes contributed significantly to the success of the ABIIM. This involved facilitating the identification of a strategic framework including problem analysis and solution tree for the elimination of WFCL at the level of intervention (*aimag* or district). The project then supported the government unit to develop a sub-programme or policy statement for the elimination of CL. Only at this stage was the development of the AP started in detail, and it could be developed with the objective of supporting the implementation of the local government's policy.
- The ABIIM has clearly shown itself to be effective. It is important to acknowledge that the process used to introduce and implement it is critical for its success. This is a model that can be used where the main implementing partner is the local government unit at the level of project intervention. Although developed in the Mongolian context, it should also be possible to apply this in other contexts where there is a responsible and reasonably committed system for local governance.
- Implementation through partnerships with local government. Where implementing partners have been the responsible local government entity, there has been strong synergy between the goals of developing partners' capacity to address child labour, developing relevant interventions based on specific local needs and resources, and developing the knowledge and skills of local government to take responsibility for the elimination of WFCL in their jurisdiction. The effectiveness of this model is clearly subject to the quality of local

governance. Where basic pre-conditions can be met then this is an effective way of achieving a number of objectives.

- CLM at the *aimag*/district level. An effective monitoring system has been developed and applied based on the ILO/IPEC generic model.
- Mobile service centre. The mobile service centre, based in a *ger*, has been an effective mechanism to provide services to migrant communities that converge on remote sites, such as artisanal mining sites, for an indefinite period of time. They can be used as a base for information dissemination and extension and as a meeting room for the provision of services to children and to their parents.

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

Final TOR  
Basis for  
Contract

**TERMS OF REFERENCE**

**Independent Expanded Final Evaluation  
(use of target group impact assessment studies)**

**For ILO/IPEC Project:**

**Support to the Proposed National Sub-programme to Eliminate the Worst Forms of Child  
Labour:  
Time-Bound Measures (Mongolia)**

<b>ILO Project Code</b>	MON/05/P50/USA
<b>ILO Project Number</b>	P.270.13.335.050
<b>ILO Iris Code</b>	100233
<b>Country</b>	Mongolia – National level and selected provinces Aimags
<b>Starting Date</b>	30 September 2005
<b>Ending Date</b>	31 May 2010
<b>Project Duration</b>	56 months
<b>Type of Evaluation</b>	Independent Expanded Final Evaluation
<b>Date of Evaluation</b>	March-May 2010
<b>Project Language</b>	English
<b>Executing Agency</b>	ILO-IPEC
<b>Financing Agency</b>	United States Department of Labor US DOL
<b>Donor contribution</b>	USDOL: US \$ 2,900,000

### Background

1. The aim of IPEC is the progressive elimination of child labour, especially its worst forms. The political will and commitment of individual governments to address child labour - in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society- is the basis for IPEC action. IPEC support at the country level is based on a phased, multi-sector strategy. This strategy includes strengthening national capacities to deal with this issue, legislation harmonization, improvement of the knowledge base, raising awareness on the negative consequences of child labour, promoting social mobilization against it, and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child workers from hazardous work and provide them and their families with appropriate alternatives.
2. A **TBP**<sup>2</sup> is essentially a national strategic programme framework of tightly integrated and coordinated policies and initiatives at different levels to eliminate specified WFCL in a given country within a defined period of time. It is a nationally owned initiative that emphasizes the need to address the root causes of child labour, linking action against child labour to the national development effort, with particular emphasis on the economic and social policies to combat poverty and to promote universal basic education. ILO, with the support of many development organizations and the financial and technical contribution of the United States' Department of Labor (USDOL) has elaborated this concept based on previous national and international experience. It has also established innovative technical cooperation modalities to support countries that have ratified C. 182 to implement comprehensive measures against WFCL.<sup>3</sup>
3. The most critical element of a TBP is that it is implemented and led by the country itself. The countries commit to the development of a plan to eradicate or significantly diminish the worst forms of child labour in a defined period. This implies a commitment to mobilize and allocate national human and financial resources to combat the problem. The TBP process in Mongolia is one of approximately 20 programme frameworks of such nature that are being supported by IPEC at the global level.<sup>4</sup>
4. In recent years, Mongolia has taken concrete steps to demonstrate its commitment to eliminating the worst forms of child labour. The country has ratified all eight ILO core conventions, including ILO Conventions No. 138 (in 2002) and No. 182 (in 2001). In 1999, the Labour Code established a minimum age for employment at 16 and a list of Worst Forms of Child Labour (WFCL) forbidden for minors was officially accepted. The country has also ratified the UN Convention on the Rights of the Child; and Optional Protocol to the Convention on the Rights of the Child, on the sale of children, child prostitution and child pornography.
5. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards should guarantee **decent work** for all adults. In this sense the ILO provides technical assistance to its three constituents: government, workers and employers. This tripartite structure is the key characteristic of ILO

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<sup>2</sup> In Mongolia the TBP is referred to as the National Sub-Programme to Eliminate WFCL NSP-WFCL.

<sup>3</sup> More information on the TBP concept can be found in the Time Bound Program Manual for Action Planning (MAP), at <http://www.ilo.org/childlabour>.

<sup>4</sup> The term "national TBP" normally refers to any national programme or plan of action that provides a strategic framework for or plan for the implementation of Convention 182 on the worst forms of child labour. TBP is a generic term for such frameworks and for a concept or proposed general approach which will be used in different ways in different national contexts. In many cases the terminology TBP is not used even though the process and the framework will have many of general characteristics of the approach. ILO/IPEC has formulated the TBP concept and approach based on the work of ILO and partners. ILO/IPEC is providing support to the TBP process as in the different countries through "projects of support", which is seen as one of the many component projects, interventions and development partner support to the TBP process.

cooperation and it is within this framework that the activities developed by the Time-Bound Programme should be analyzed.

6. ILO Decent Work Country Programmes (DWCPs) are being introduced in ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituents partners within a broader UN and International development context. For further information please see <http://www.ilo.org/public/english/decent.htm>
7. The DWCP defines a corporate focus on priorities, operational strategies as well as a resource and implementation plan that complement and supports partner plans for national decent work priorities. As such DWCP are broader frameworks to which the individual ILO project is linked and contributes to. DWCP are beginning gradually introduced in various countries planning and implementing frameworks and For Mongolia, a DWCP is currently in place until 2010: [http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp\\_mongolia.pdf](http://www.ilo.org/intranet/english/bureau/program/dwcp/download/dwcp_mongolia.pdf)

### **Background to the Project of Support to the NSP/TBP in Mongolia**

8. As a follow up to the ratification, the Government of Mongolia developed policies and efforts to meet its obligations. In December 2002, the Government approved the National Programme for the Development and Protection of Children (2002-2010) which provides the overall framework of actions to protect the rights and development of children. The National Programme built on the experience gained by IPEC through implementing two phases of country programmes in Mongolia.
9. The National Sub-Programme has several goals related to education, health, development, participation and protection from exploitation and abuse. In addition, it sets the goal of eliminating the worst forms of child labour, through the implementation of measures such as nation-wide awareness raising and attitude change, training of officials, strengthening law enforcement through improved labour inspection and public monitoring.
10. In order to meet the goal of eliminating WFCL established in the National Programme, the Ministry of Social Welfare and Labour drafted a National Sub-programme on Combating the Worst Forms of Child Labour (NSP-WFCL). The draft NSP-WFCL was submitted to the Cabinet for discussion and adoption. In June 2005, the NSP-WFCL was used as the basis for the development of a detailed national plan of action for the elimination of WFCL within a time-bound format. This was the beginning of the process of further developing the NSP-WFCL.
11. In November, 2005, ILO-IPEC launched a Project of Support (PoS) to build on the experience and to support the NSP-WFCL. During the launching ceremony, an MOU between the ILO and the government of Mongolia on the elimination of child labour was signed. The PoS has two strategic objectives that encompass a range of enabling interventions and direct action.
12. Strategic Objective A is *Strengthening the enabling environment (policy, legislative, knowledge development, capacity building) for national action against WFCL in Mongolia*. This strategic objective has two Immediate Objectives:
  - **Immediate Objective 1:** By the end of the project, coordinated policy responses will have been put in place and national, Aimag and local level capacities will have been rendered capable of planning, implementing, coordinating, and evaluating the NSP-WFCL.
  - **Immediate Objective 2:** By the end of the project, government, employers and workers organizations, NGOs, civil society, general public, media, parents and children at all levels in Mongolia will have become aware of the negative consequences of the WFCL and will have been mobilized to take coordinated time bound measures on WFCL.
13. Strategic Objective B is Development of an area based intervention model at the local level targeting boys and girls at risk or engaged in WFCL for prevention, withdrawal and rehabilitation (direct



action) that could be replicated in different areas and / or at a larger scale. This strategic objective has one Immediate Objective:

- **Immediate Objective 3:** By the end of the project, an integrated, and sustainable area-based intervention model to combat the worst forms of child labour in Mongolia in selected areas will have been implemented and documented

### **Mid-Term Evaluation**

14. In line with ILO/IPEC policies and procedures and as outlined in the project document, a mid-term evaluation was undertaken in November 2007. The mid-term evaluation reviewed what had been done for mobilizing national action on child labour, assessed action programmes and the way in which they fit into the overall strategy, and analyzed the projects' plans for sustainability and exit strategies.
15. The mid-term evaluation found that by successfully building upon the solid experiences of the previous two phases, in the first two years of the implementation the project has made considerable progresses towards achieving the objectives set forth. Besides some very encouraging concrete achievements in areas of policy mainstreaming and knowledge building etc, the project was able to build firm foundations of a sustainable practice of area based integrated, time bound interventions in selected areas.
16. The MTE found that the project had been highly instrumental in establishing a sustainable mechanism for national level policy coordination and in strengthening the capacity and responsibilities of the local governments in combating child labour. Ongoing capacity building efforts at both local and national levels were found to be appropriate to the local needs and some encouraging results were emerging. Solid foundations of developing area based integrated intervention models have been successfully built in selected Aimags, with some emerging good practices in the field. However, development of such model in UB appeared to be more challenging.
17. The MTE noted that in its second year of the implementation, the project has made good progress in relation to its target on preventing and withdrawing children from child labour. However, the internal monitoring and reporting systems need to be improved so that the number of children prevented or withdrawn is objectively defined apart from the number of children targeted for such purpose and have been provided with educational and other types of services.

### **Recent Activities and Outcomes**

18. In May 2009, Parliament adopted the list of legislations to be reviewed and amended during the period up to the year 2012. The list includes Labour Law, Employment Promotion Law, Family Law, Child Protection Law (a new legislation) and Criminal Law. These laws have direct and indirect importance to the prohibition of the WFCL and the regulation of children's employment. Further a State Policy on Herders was adopted by Parliament on 4 June 2009. The policy has paid special attention to child labour by stating in paragraph 3.1.7 "clarify the conditions and criteria for engaging children in herding sector and pursue policy to eliminate the worst forms of child labour."
19. The project has in collaboration with various partners worked on in-depth studies on youth employment (UCW report) herding, commercial sexual exploitation and on the issue of child jockeys. The project has also collaborated recently to push the further development of a national child labour monitoring system (CLMS) and in training the project partners in various subjects. The project has continued in its implementation with 12 action programmes providing educational, training, counselling and services in Ulaanbaatar and 5 selected aimags

## **Background to the Expanded Final Evaluation**

20. ILO/IPEC projects are subject to end of project evaluations as per ILO TC policies and procedures and in agreement with the donor. As a project of support to the TBP approach that has been formulated as a comprehensive framework for the implementation of the provisions of C. 182, the final evaluation of this and other similar projects of support to the TBP processes in other countries is done as an Expanded Final Evaluation. An Expanded Final Evaluation (EFE) combines a target group impact assessment study and final evaluation and is based around a set of core areas of achievement or suggested aspects to be used across all final evaluations for TBP projects of support. Expanded Final Evaluations are essentially evaluations with a number of complementary target group impact assessment studies that allow for more in-depth quantitative and quality assessments of impact of the project in identified areas and in the context of broader and longer-term impact.

## **Standard Framework for final evaluations of TBP projects of support**

21. The design of the EFE was influenced by the initial work on the development of a standard framework for the evaluation of TBP projects of support. While a number of core questions have been identified and elements of the proposed standard evaluation framework have been used here, it is expected that further EFEs will allow for the full development of such an evaluation framework to be used for subsequent TBP projects of support.
22. In addition to serving as a project evaluation, using such a standard framework will allow for a broader, more comprehensive approach that will lead to further development of the national TBP framework, including identifying future action. Using a consistent approach across the ILO/IPEC projects of support will ensure that a number of core questions and aspects will be addressed. It will also provide for a comparative perspective when drawing out lessons learned. As such, it is part of the ongoing review process of the TBP concept in ILO/IPEC and could potentially provide an opportunity for involving other stakeholders and development partners in the evaluation process. It is also possible that the proposed approach could be done as a joint evaluation of either the whole national TBP framework, including the different component projects of support, or for clusters of ILO/IPEC projects of support.
23. Ideally, such a standard evaluation framework would become the basis for broader joint evaluations of several projects of support or components within the national TBP process as implemented by a number of development partners.

## **Impact Assessment in IPEC**

24. Impact assessment is a fundamental pillar in IPEC's evaluation system. Impact assessment methodologies looking at broader and longer term changes are being developed as part of the development of the Time Bound Programme methodology, where the first considerations and discussions on impact assessment have taken place.
25. Work has been done on an Impact Assessment Framework as a source book to guide the work on impact assessment of child labour programmes, both ILO/IPEC and non-ILO/IPEC. An initial focus has been on measuring the direct impact on children and families directly benefiting from ILO/IPEC interventions through developing methodologies for tracer studies<sup>5</sup> and tracking<sup>6</sup> systems.
26. In the context of larger programmes such as time bound programmes, it is proposed to include target group impact assessment studies as a way to follow-up on baseline studies. This is in order to obtain an initial assessment of the changes or impact in the target areas as a result of project activities, in

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<sup>5</sup> **Tracer studies** in IPEC are a one-off study, looking back at the evolution of the situation of a sample of children, giving us a 'before and after' picture.

<sup>6</sup> **Tracking studies** in IPEC are a continuous following of a sample of children targeted in a series of interventions. This is a forward-looking inquiry approach that will assess impacts as they occur in the future.

particular, those directly targeting children and families. The intention is for the results of such “repeat baseline” or follow-up studies to provide valuable input to the assessment of the possible broader and medium-to-longer term changes as part of a final evaluation.

### **Combined Impact Assessment and Final Evaluation (Expanded Final Evaluation)**

27. A combined impact assessment/final study will therefore combine impact assessment attempts to assess short-term project impact by repeating selected parts of the baseline study that was carried out at the start of the project with a final evaluation. The findings from this impact assessment will feed into the final evaluation of the project. Existing tracer methodologies will be used as appropriate. Data pertaining to issues not covered in the baselines studies or seen as useful for the final evaluation, could, as identified by stakeholders, be gathered using supplementary impact assessment tools such as ex-post capacity assessment, focus group discussion and detailed field observation.
28. In ILO/IPEC evaluations of its projects are carried out to enhance organisational learning. As per IPEC procedures, a participatory consultation process on the nature and specific purposes of this evaluation was carried out three months prior to the scheduled date of the evaluation. Inputs were received from key stakeholders: Project management, IPEC HQ, National level stakeholders including implementing agencies and the donor. The present Terms of Reference is based on the outcome of this process and inputs received in the course of the consultative process.

### **Scope and purpose**

29. The expanded final evaluation will cover the IPEC project of support project in Mongolia. It will focus on the ILO-IPEC programme mentioned above, its achievements and its contribution to the overall national efforts to achieve the elimination of WFCL. The evaluation should focus on all the activities that have been implemented since the start of the projects to the moment of the field visits.
30. The scope of the present IPEC evaluation includes all project activities to date including Action Programmes. If relevant for the assessment of the project, any preparatory work for the Project of Support will also be considered. The evaluation should look at the project as a whole, including issues of initial project design, implementation, lessons learnt, replicability and recommendations for future projects and any specific recommendations for use in the project of support to the Mongolia NSP.
31. The contribution of IPEC to the national TBP process normally covers the promotion of an enabling environment, and the role of technical advisor or facilitator of the process of developing and implementing the national TBP strategic programme framework. In order to assess the degree to which this contribution has been made, the evaluation will have to take into account relevant factors and developments in the national process. The focus of the evaluation however will be on the IPEC project in support of the Mongolia NSP-WFCL.
32. The evaluation is expected to emphasize the assessment of key aspects of the programme, such as strategy, implementation, and achievement of objectives. It will assess the effect and impact of the work carried out during the implementation phase, using data collected on the indicators of achievement and the associated impact assessment studies to provide detailed assessment of achieved and potential impact at the upstream, middle and down stream levels of the Project's interventions. It will also evaluate the effectiveness, relevance, and elements of sustainability of the programme activities carried out.

### **Purpose**

33. The evaluation is to be conducted with the purpose of drawing lessons from the experiences gained during the period of implementation. It will show how these lessons can be applied in any future

ILO/IPEC interventions in the broader terms of action against child labour in the context of the Time Bound Programme process.

34. In addition, the evaluation will serve to document potential good practices, lessons learned, models of interventions and life histories of the beneficiary children in this cycle of the project. It will serve as an important information base for key stakeholders and decision makers regarding any policy decisions for future subsequent activities in the country.
35. The evaluation will also involve a review of the role of the IPEC project in promoting the development of a NSP as an overall TBP framework in Mongolia to identify any needed changes in its strategy, structure and mechanisms. The analysis should focus on how the TBP concept and approach is being promoted, its relevance, how it has contributed to mobilizing action on child labour, what is involved in the process of designing a TBP process type of approach and what the IPEC project has done for the process. The focus however will be on the IPEC project's role within the development of a NSP as a TBP framework.
36. Given that the broader TBP approach is relatively young (since 2001), the innovative nature and the element of "learning by doing" of the approach should be taken into account. The TBP concept is intended to evolve as lessons are learned and to adapt to changing circumstances. The identification of specific issues and lessons learned for broader application for the TBP concept, as a whole, would be a particular supplementary feature of this evaluation.
37. The results of the evaluation will be used as part of strategic planning and possible orientation for further phases of the various projects, including models of interventions. The results should also be used by IPEC to design future programmes and allocate resources.
38. The evaluation will provide recommendations to the Government on taking forward and developing/finalizing the National TBP (contents of NSP, possible modus operandi etc) and it will make recommendations to the project as to how its proposed exit strategy supports the longer term consolidation of the National TBP.

<b>Suggested aspect to address</b>
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39. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on "Planning and Managing Project Evaluations," 2006. These concerns are further elaborated the "Preparation of Independent Evaluations of Projects," 1997. For gender concerns see: ILO Guidelines on "Considering Gender in Monitoring and Evaluation of ILO Programmes and Projects," 2007.
40. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, ILO Guidelines, specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and OECD/DAC Evaluation Quality Standards.
41. In line with the results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results. This should be done by addressing key questions related to the evaluation concerns as well as the achievement of the programme's immediate objectives using data from the logical framework indicators.
42. The following suggested aspects to address were identified during the process of formulating the current terms of reference. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section. It is not expected that the evaluation address all of the questions detailed below; however the evaluation must address the general areas of focus. The evaluation instruments, which are to be prepared by the evaluation team, and these will be shared with and reviewed by DED

before field work begins, should indicate if there are other specific aspects to be addressed. Below are the main categories that need to be addressed:

- Design and planning
- Achievements (Implementation and Effectiveness)
- Relevance of the project
- Sustainability

43. The suggested aspects to be addressed within these categories are in ANNEX I.
44. The current list of core aspects and questions to be addressed as part of the Standard Framework for evaluation of TBP Projects of Support provides key suggested questions/aspects to be examined by the evaluation. The focus will be on the contribution of the ILO/IPEC Project of Support to the national TBP framework.
45. Particularly in TBP evaluations, questions of levels of analysis in IPEC evaluations, namely at the project and country levels, should be specifically addressed by evaluations. In the localities in which IPEC projects operate, policy changes can be analyzed by understanding the nature of local political support for projects or programmes, and the specific actions taken by mayors or other community leaders to support, integrate, or replicate activities advocated by the project or programme. In the case of sectoral studies, the evaluator should explicitly document changes in policy or practice that occurred within targeted sectors.
46. These results are also intended to contribute to the understanding of ILO/IPEC contributions at the global level. In projects of support for time bound programmes or other broad-based national projects, effects can include institutional strengthening, the development of sustainable organizations, and partnering networks.

#### **Aspects for Impact Assessment Study (Target group study)**

47. The purpose of the target group impact assessment study is to obtain more detailed information on the direct beneficiary target groups and to give a before-and-after snapshot of the target population at the end of the ILO/IPEC Project of Support. While the results of the target group impact assessment study will be used as data for the final evaluation, the approach will also feed into the larger Impact Assessment Framework of ILO/IPEC since it will test the possibility of conducting repeat baseline studies at the end of the project for the purpose of providing data for an evaluation.
48. For the target group impact assessments, specific aspects should be based on the impact areas that were covered under the baseline studies in the selected sectors. In addition, aspects identified during the consultation process of these TORs and general considerations of the issues and areas of impact identified as part of the ILO/IPEC Impact Assessment Framework should be included. Particular emphasis should be paid to the tracer and tracking methodologies.

#### **Expected outputs of the Evaluation**

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

*By International Team Leader*

- Desk review
- Briefing meeting with local partner for target group impact assessment
- Review of target group impact assessment study design and ongoing support to the study

- Evaluation instrument
- Evaluation field visits including interviews and consultations with key stakeholders in Mongolia
- Preparation and facilitation of national stakeholder evaluation workshops, including workshop programmes and background note
- Debriefing with project staff and key national partners
- Draft report
- Second and final version of report, including any response to consolidated comments
- Notes on the experience of the evaluation and suggestions for the further development of the standard evaluation framework

*By Evaluation Member*

- Desk review
- Background report of relevant information after discussion with evaluation team leader
- Support to international team leader during evaluation phase
- Co-facilitation of national stakeholder evaluation workshops
- Input and support to the preparation of the final evaluation report

50. The final evaluation report should include:

- Executive Summary with key findings, conclusions and recommendations
- Clearly identified findings focussing on impact, including findings from target group study and policy and legislative frameworks impact study, enabling environment and knowledge base mobilization of employers, workers and their organizations and of civil society groups against child labour, and coordination mechanisms
- Clearly identified conclusions and recommendations
- Findings from the target group impact assessment
- Lessons learned
- Potential good practices and effective models of intervention.
- Appropriate Annexes including present TORs
- Standard evaluation instrument matrix

51. It is recommended to structure the final reports along the lines of the elements in the core questions that will be provided and at minimum with the following headings:

- TBP and Project of Support preparatory process
- Process of development and design of
  - National TBP
  - Project of Support
  - Action Programmes
- Implementation Process
- Performance and Achievement
  - Support to National TBP process
  - Enabling environment

- Targeted Interventions
  - Networking and Linkage
  - Evidence of sustainability and mobilisation of resources
52. The total length of the report should be a maximum of 40 pages for the main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated. The report should be sent as one complete document and the file size should not exceed 3 megabytes. Photos, if appropriate to be included, should be inserted using lower resolution to keep overall file size low.
53. All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. The copyright of the evaluation report will rest exclusively with the ILO. Use of the data for publication and other presentations can only be made with the written agreement of ILO-IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
54. The final report will be circulated to key stakeholders (project management, ILO/IPEC, ILO Regional, all participants present at the stakeholder evaluation workshop, donor and others as identified by DED) for their review. Comments from stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the team leader should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.
55. The expected outputs to be delivered by local partner agency for target group impact assessment
- Data collection plan and methodology, including questionnaires and Focus Group Discussion Guidelines
  - Analytical report presenting the data and key analysis
  - Electronic version of the raw data for further analysis
  - Meetings as necessary with team leader and evaluation consultant
  - Presentation of findings of target group impact assessment at Stakeholder Workshop

### **Evaluation methodology**

56. The following is the proposed methodology for the expanded final evaluation. While the evaluation team can propose changes in the methodology, any such changes should be discussed with and approved by DED provided that the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

#### **1. Expanded Final Evaluation:**

##### 1.1 Desk Review

57. The evaluation will be carried out using a desk review of appropriate materials, including the project documents, progress reports, outputs of the programme and the projects (action programmes), results of any internal planning process and relevant materials from secondary sources. At the end of the desk review period, it is expected that the evaluation consultant will prepare a document indicating the methodological approach to the evaluation in the form of the inception report and evaluation instrument, to be discussed and approved by DED.

## 1.2. Field visits by evaluation team

58. The evaluation team leader, assisted by the evaluation team member and a national consultant, will conduct evaluation missions in-country that will consist of the following:
- Working sessions with ILO/IPEC staff, local study partner
  - Interviews with key national stakeholders and informants
  - Field visit to selected project sites
  - A stakeholder evaluation workshop at national level
59. The team leader and the team members will work together as a team, particularly during the field mission, including a division of work when talking to key national stakeholders. The evaluation team will prepare the final report.
60. The evaluation team leader will interview the donor representatives, ILO/IPEC HQ, and ILO/IPEC regional staff either in person or by conference calls early in the evaluation process, preferably during the desk review phase.
61. The evaluation team will be asked to include as part of the specific evaluation instrument to be developed, the standard evaluation instruments that ILO/IPEC has developed for documenting and analyzing achievements of the projects and contributions of the Action Programmes to the project.
62. The methodology for the evaluation should consider the multiple levels involved in this process: the framework and structure of the national efforts to eliminate the WFCL in Mongolia and IPEC's support to this process through this project. Data gathering and analysis tools should consider this methodological and practical distinction.
63. The evaluation methodology includes a one day stakeholder workshop in Ulan Bator at the national level to be attended by national level stakeholder participants. The workshop will be attended by IPEC staff and key partners, including the donor as appropriate, in order to gather further data as appropriate, present the preliminary findings, conclusions and recommendations and obtain feedback. These meetings will take place towards the end of the fieldwork. The results of these meeting should be taken into consideration for the preparation of the draft report. The evaluation team leader with the support of the team member will be responsible for organizing the methodology of the workshop. The identification of the number of participants of the workshop and logistics will be under the responsibility of the project team. Key project partners should be invited to the stakeholder workshop. The project will propose together with the evaluation team leader a list of participants.

### Composition of the evaluation team

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

<b>International Team Leader</b>	
<b>Responsibility</b>	<b>Profile</b>
<ul style="list-style-type: none"> <li>• In-country to brief local partner agency and support in the design of the impact assessment study</li> <li>• Provide comments and feedback on the impact</li> </ul>	<ul style="list-style-type: none"> <li>• Relevant background in social and/or economic development.</li> <li>• Experience in the design, management and</li> </ul>



<b>International Team Leader</b>	
<b>Responsibility</b>	<b>Profile</b>
assessment study (target group) including feedback on the designed questionnaires for the direct target study) <ul style="list-style-type: none"> <li>• Briefing with IPEC DED</li> <li>• Telephone Interviews with donor and IPEC HQ</li> <li>• Desk review</li> <li>• Prepare evaluation instrument</li> <li>• Conduct field visits in selected project sites in Mongolia</li> <li>• Facilitate stakeholder workshop with the support of the evaluation team member</li> <li>• Draft the evaluation report</li> <li>• Finalize the evaluation report taking into consideration comments from key stakeholders.</li> </ul>	evaluation of development projects, in particular with policy level work, institution building and local development projects. <ul style="list-style-type: none"> <li>• Experience in evaluations in the UN system or other international context as team leader</li> <li>• Relevant regional experience preferably prior working experience in Mongolia.</li> <li>• Experience in the area of children’s and child labour issues and rights-based approaches in a normative framework are highly appreciated.</li> <li>• Experience at policy level and in the area of education and legal issues would also be appreciated.</li> <li>• Experience in the UN system or similar international development experience including preferably international and national development frameworks in particular PRSP and UNDAF.</li> <li>• Familiarity with and knowledge of specific thematic areas.</li> <li>• Fluency in English.</li> <li>• Experience facilitating workshops for evaluation findings.</li> </ul>
<b>National Evaluation Consultant: Evaluation team member</b>	
<b>Responsibility</b>	<b>Profile</b>
<ul style="list-style-type: none"> <li>• Prepare desk review in coordination with the team leader</li> <li>• Conduct site visits with the team leader</li> <li>• Support the team leader in facilitating the stakeholder workshops</li> <li>• Provide inputs to the team leader in drafting the evaluation report</li> <li>• Provide inputs and clarification for the team leader in finalizing the evaluation report.</li> </ul>	<ul style="list-style-type: none"> <li>• Extensive knowledge of development in Mongolia, preferably on child labour issues</li> <li>• Experience in evaluations conducted at the multi-bilateral level in development</li> <li>• Experience in facilitating stakeholder workshops and preparation of background reports</li> </ul>

66. The evaluation team leader will be responsible for undertaking a field visit to Mongolia to discuss the impact assessment design with the local partner agency. The team leader will provide support and feedback to the impact assessment study design process (including the study designs and questionnaires).
67. The team leader will undertake a desk review of the project files and documents, undertake field visits to the project locations, and facilitate the workshops.
68. The evaluation team leader will be responsible for drafting the evaluation report with support from the national evaluation consultant. Upon feedback from stakeholders to the draft report, the team leader will further be responsible for finalizing the report incorporating any comments deemed appropriate.
69. The evaluation will be carried out with the technical support of the IPEC-DED section and with the logistical support of the project office in Ulan Bator with the administrative support of the ILO sub-regional office in East Asia in Bangkok. DED will be responsible for consolidating the comments of stakeholders and submitting it to the team leader.
70. It is expected that the evaluation team will work to the highest evaluation standards and codes of conduct and follow the UN evaluation standards and norms.

## 1.2. Target Group Impact Assessment Studies in selected targeted district

71. A Local Partner Agency (Research Institute) will design and implement a target group impact assessment that will consist of a quantitative survey of a sample of beneficiaries. This will be complemented by limited focus group discussions and data collection on external and contextual factors. Any initial baseline study that exists should be considered as the starting point, and the target group study should be designed to follow up on it or (partly) repeat the baseline.
72. The purpose of the target group impact assessment is to obtain more detailed information on the beneficiaries and to give a before and after snapshot of the target population at the end of the IPEC project. The results of the impact assessment study will be used as data for the expanded final evaluation and the overall evaluation report.
73. The local partner agency will prepare a detailed study plan outlining the specific approach including sampling, questionnaires, methodology, and agenda for focus group discussions and the proposed analytical structure for reporting the data for the overall evaluation.
74. The study will be designed using the manual and experience of ILO/IPEC on impact assessment in general and tracer studies in particular.
75. The local partner agency will present the findings of the study in an initial and a final report.
76. Separate detailed TOR will be available for the Target Group Impact Assessment Study, with reference to the study as part of the Expanded Final Evaluation.
77. The tentative timetable is as follows:

Expanded Final Evaluation		
Responsible Person	Tasks	Duration and Dates
Team leader	<ul style="list-style-type: none"> <li>In-country to Mongolia for impact assessment design with local partner agency</li> </ul>	March 29-April 2 7 days
Team leader & team member	<ul style="list-style-type: none"> <li>Telephone briefing with IPEC DED</li> <li>Desk Review of project related documents</li> <li>Evaluation instrument based on desk review</li> <li>Ongoing support to impact assessment study</li> <li>Feedback on impact assessment study design and report</li> </ul>	May 3-7
		T. leader 5 days
		T. member 5 days
Evaluation team with logistical support by project	<ul style="list-style-type: none"> <li>In-country to Mongolia for consultations with project staff</li> <li>Consultations with project staff /management</li> <li>Field visits</li> <li>Consultations with girls and boys, parents and other beneficiaries</li> <li><b>Workshop with key stakeholders May 14</b></li> </ul>	May 3-14
		T. Leader: 14 days
		T. Member: 13 days
Evaluation team leader with team member	<ul style="list-style-type: none"> <li>Draft report based on consultations from field visits and desk review and workshop in Mongolia</li> </ul>	May 17-21
		T. Leader 5 days
		T. Member: 2 days
DED	<ul style="list-style-type: none"> <li>Circulate draft report to key stakeholders</li> <li>Consolidate comments of stakeholders and send to team leader</li> </ul>	
Evaluation team leader	<ul style="list-style-type: none"> <li>Finalize the report including explanations on why comments were not included</li> </ul>	By the end of May
		T. member 1 day
<b>TOTAL number of days</b>		<b>T. leader 36 days</b>
		<b>T. member 21 days</b>

<b>Target group impact study</b>		
<b>Responsible Person</b>	<b>Tasks</b>	<b>Duration and Dates</b>
Local partner agency (Research Institute)	<ul style="list-style-type: none"> <li>• Desk review of baseline, media reports, TPRs, project related documents</li> </ul>	March 22-26 5 days
Local partner agency (Research Institute) and evaluation team leader	<ul style="list-style-type: none"> <li>• Preparatory meeting</li> <li>• Design of study plan and instruments</li> </ul>	March 29- April 2 5 days
Local partner agency (Research Institute)	<ul style="list-style-type: none"> <li>• Implementation of study in selected districts with a total sample and number of focus groups discussions as in detailed study plan</li> <li>• Field work</li> <li>• Data processing and analysis</li> </ul>	Period starting April 5 to 30 <sup>th</sup> 3 work weeks
Local partner agency (Research Institute) with input from evaluation team leader	<ul style="list-style-type: none"> <li>• Preparation of analytical brief report in bullet points</li> <li>• Finalization of report based on comments of evaluation team leader</li> <li>• Present findings at evaluation workshop on May 14th</li> </ul>	May 3-7 and 13 <sup>th</sup> and 14th 7 days
Local partner agency (Research Institute)	<ul style="list-style-type: none"> <li>• Provide support to team leader in finalizing the report</li> </ul>	2 days
<b>TOTAL number of days</b>		<b>34 days</b>

#### Sources of Information and Consultations/Meetings

<b>Available at HQ and to be supplied by DED</b>	<ul style="list-style-type: none"> <li>• Project document</li> <li>• DED Guidelines and ILO guidelines</li> </ul>
<b>Available in project office and to be supplied by project management</b>	<ul style="list-style-type: none"> <li>• Progress reports/Status reports</li> <li>• Technical and financial reports of partner agencies</li> <li>• Direct beneficiary record system</li> <li>• Good practices and Lessons learnt report (from TPR)</li> <li>• Other studies and research undertaken</li> <li>• Action Programme Summary Outlines Project files</li> <li>• National workshop proceedings or summaries</li> <li>• Any other documents</li> </ul>

#### 78. Consultations with:

- Project management and staff
- ILO/HQ and regional backstopping officials
- Partner agencies
- Social partners Employers' and Workers' groups
- Boys and Girls
- Community members
- Parents of boys and girls
- Teachers, government representatives, legal authorities etc as identified by evaluation team
- National Steering Committee

- Telephone discussion with USDOL
- USAID and US Embassy staff in Mongolia
- Interviews with national partners:
- Representatives from UNICEF and other relevant NGOs and International Organizations working to combat child labour

### **Final Report Submission Procedure**

- For independent evaluations, the following procedure is used:
- The evaluator 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 evaluator by date agreed between DED and the evaluator or as soon as the comments are received from stakeholders.
- The final report is submitted to IPEC DED who will then officially forward it to stakeholders, including the donor.

## **Resources and Management**

### **Resources**

79. The resources required for this evaluation are:

*For the evaluation team leader:*

- Fees for an international consultant for 36 work days
- Local DSA in project locations for maximum 20 nights in various locations in Mongolia
- Travel from consultant's home residence to Mongolia in line with ILO regulations and rules
- Fees for local travel in-country

*For the evaluation consultant (evaluation team member):*

- Fees for an evaluation consultant for 21 days
- Local DSA in project locations for a maximum 10 nights in various location in Mongolia in line with ILO regulations and rules
- Fees for local travel in-country

*Other costs:*

- Costs for the target group impact study
- Fees for local travel in-country
- Stakeholder workshop expenditures in Mongolia
- Interpretation costs for field visits
- Translation costs for the workshop and field visits
- Any other miscellaneous costs.

A detailed budget is available separately.

## **Management**

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

## **Suggested Aspects to be Addressed**

### **Design and Planning (Validity of design)**

- Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from past IPEC interventions successfully incorporated into the project design?
- Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).
- Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address CL and promote education opportunities for targeted children and existing capacity) in Mongolia was taken into consideration at the time of the design and reflected in the design of the project. Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing? Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.
- To what extent were external factors identified and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if, so, how did this impact project implementation and the achievement of objectives?
- Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them?
- Was the strategy for sustainability of achievement defined clearly at the design stage of the project?
- What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children? Are the results of the baseline surveys conducive for use in evaluation and impact assessment studies?
- Were the objectives of the project clear, realistic and achieved within the established time schedule and with the allocated resources (including human resources)? Were the provisional targets realistic? Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?

### **Achievements (Implementation and Effectiveness)**

- Has the project achieved its immediate objectives? Has the entire target population been reached? Please distinguish between beneficiaries as reported to receive educational services and beneficiaries that have received non-educational services.
- Assess the process of NSP formulation and the role of the project in supporting its formulation and eventual implementation including mobilizing resources, policies, programmes, partners and activities to be part of the NSP-WFCL/TBP.
- How effective was the project in terms of leveraging resources? What process was undertaken by the project to identify and coordinate implementation with international NGOs, the business sector, Mongolian and US government agencies, to address the issue of child labour. In particular, examine the project's role in fomenting tripartite dialogue between workers and employers' organizations. Examine any networks that have been built between organizations and government agencies working to address child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.

- Were the selected agencies the most relevant and appropriate for carrying out the activities?
- Was the project successful in terms of raising awareness on the child labour problem and on promoting social mobilization to address this issue?
- What was the quality and how effective were the APs, and how did they contribute to the project meeting its immediate objectives? Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs. How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? Has the capacity of community level agencies and organizations in Mongolia been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?
- Determine if the implementation strategy designed for each Aimag was appropriate, and, if relevant, assess how the project was able to address the unique needs of different Aimags.
- Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?
- Assess the participation of different relevant actors in the National Steering Committee (e.g. How are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration. How did this contribute to progress toward project's objectives? How did these bodies contribute to building local capacity and promoting local ownership of the national program?
- Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes
- Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), Direct Beneficiary Monitoring and Reporting systems (DBMR). How were the strategies for monitoring of child beneficiaries implemented and coordinated? Assess how the project monitored both the work and education status of all direct beneficiaries, discussing whether or not the system was appropriate and efficient in monitoring each child to ensure that he/she was no longer working and/or that work conditions were no longer hazardous, and were attending education programs regularly. Assess how project staff and implementing partners understand and use the DBMR forms and database.
- How were recommendations from the mid-term evaluation acted upon by the project and to what effect?
- How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?
- Assess the progress of the project's gender mainstreaming activities. Given the high rates of education among girls in Mongolia, in particular examine effect of gender on the project (for example, in terms of beneficiary selection, retention and completion rates, decision-making of parents and heads of household, etc.).
- To what extent do 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?
- Identify unexpected and multiplier effects of the project.
- How successful was the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction and data collection?
- Assess the process for documenting, disseminating and replicating/up-scaling pilot projects. The project has worked on removing children from WFCL in herding. Assess whether the interventions developed by the project could be a model replicable across other projects

- Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NSP and by other partners.

### **Relevance of the Project**

- Assess the validity of the project approach and strategies and their potential to replicate.
- Assess whether the problems and needs that gave rise to the project still exists or have changed.
- Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.
- Were the Action Programs well-rooted within the communities in which they operated?
- How does the strategy used in this project fit in with the NSP and national education and anti-poverty efforts, and interventions carried out by other organizations?
- Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?
- Did the service package promoted by the project respond to the real needs of the beneficiaries? Do children/families/communities get the support they need to protect children from WFCL?

### **Sustainability**

- Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.
- Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.
- Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.
- Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.
- Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NSP. Based on the project's experience: which are some of the factors that might impact on the likelihood of the NSP being taken further?

### **Special aspects to be addressed:**

- The evaluation should include a discussion of the ways in which the project has coped and is coping with the global economic recession and ways in which the project was able to respond to the recession.



## **Annex 2: People and organizations consulted**

### **Project staff, national partners, and project consultants**

#### ILO Geneva, Bangkok, Beijing and Ulaan Baatar

Constance Thomas, IPEC Director, Geneva (by phone)  
Naomi Asukai, Evaluation Officer, DED, IPEC, Geneva (by phone and email)  
Bharati Pflug, Desk Officer, IPEC, Geneva  
Samina Hasan, Programme Analyst, Beijing  
Simrin Singh Khan, Regional child labour specialist, Bangkok (by phone and email)  
Bolormaa Purevsuren, National Programme Coordinator, ILO, Mongolia

#### Project staff

Mongolmaa Norjinkham, ILO IPEC National Programme Manager  
Nyamdavaa Yondonjamts, Programme Officer  
Zoljargal Munkhbat, Programme Officer

#### Unites States of America Government

Sharon Heller, US Department of Labor, Washington (by phone)  
Mr. Vincent Spera, Economic and Commercial Officer, US Embassy in Mongolia

#### Ministry of Social Welfare and Labour of Mongolia (MoSWL):

D. Nyamkhuu, Vice Minister, MoSWL  
n. Ayush, Director for Strategic Policy Department, MoSWL  
n. Oyunbileg, Officer in Charge of Informal Economy, SPD, MoSWL

#### Other government departments

G. Deeshin, Senior Specialist, Policy Implementation Department, MFALI  
D. Oyunchimeg, Director of Population and Social Statistics Department, NSO  
J. Dashdorj, Commissioner, NHRC  
Ye. Batchuluun, Director of NNFDEC  
n. Togtokhnyam, Chairman of NAC  
n. Narantuya, Deputy Chairman of NAC  
n. Oyunchimeg, Head of Department, NAC  
n. Oyuntsetseg, Head of Department, NAC  
B. Batbaatar, Chairman, Metropolitan Employment Agency  
D. Oyungerel, Head of Employment Services, Metropolitan Employment Agency  
T. Erdembileg, Independent consultant on Career Guidance  
n. Gan-Oyun, Officer in charge of Projects, NGO's and Cooperation, MEA

#### Mongolian Employers' Federation (MONEF)

Kh. Ganbaatar, Director, Mongolian Employers' Federation (MONEF)  
U. Amarbaysgalan, Child Labour Program Manager  
S. Baatar, Consultant to MONEF

#### Confederation of Mongolian Trade Unions (CMTU):

S. Ganbaatar, President of CMTU  
Ts. Otgontungalag, Head of Policy Department, CMTU

#### Consultants

Lamjav Zolbaatar, Director, MEC Research and Advisory (TGIAS consultant)  
n. Enkh TUYA, MEC Research and Advisory Analyst (TGIAS consultant)  
B. Munkhjargal, Consultant on the 'Good Practices' report

### **Implementing partners**

#### **Uvorkhangai aimag/province**

##### Aimag Task Force, Uvorkhangai aimag/province:

S. Sanchir, Head of Aimag Department for Children  
L. Ishkhand, Officer of Aimag Department for Children

T. Ariunbold, Officer of Social Development Department  
A. Ankhbayar, Officer, Aimag Governor's Office  
J. Buyanbayar, Officer, Aimag Governor's Office  
L. Tumorbaatar, Head of Aimag Employer's Federation  
S. Batganga, Officer of Aimag Health Department  
D. Oyuntuya, Officer of Aimag Education and Culture Department  
S. Munkhdalai, journalist, "Noyon Uul" FM radio  
Ch. Chinbat, Agency for Small and Medium Enterprises  
S. Tuul, Officer in charge of Information, Department for Children

Arvaikheer soum Task Force, Uvorkhangai aimag:

B. Shoovdor, Head of Soum's Governor Office  
A. Gansukh, Officer in charge of  
N. Tseveendulam, Officer in charge of Child and Youth Issues  
B. Ganbold, Governor of Bagh No.1  
B. Purevjargal, Methodologist of NFE Centre  
D. Burensaikhan,  
n. Byambasuren, Social Worker of Community Centre for Family Health Services

Project beneficiaries, Arvaikheer soum

Children's group: 11 boys, 13 girls

Parents' group: 3 mothers

NFE Teachers and School Social Workers, Arvaikheer soum:

n. Narantsatsral, Social Worker of School No.1  
n. Sambuu, Chemistry Teacher, School No.2, Former School Social Worker  
n. Nergui, Social Worker of School No.4  
n. Purevjargal, Teacher of NFE Center, Arvaikheer soum  
n. Munkhsaruul, Teacher of 'Merged' School, Former NFE teacher

Task Force of Uyanga soum, Uvorkhangai aimag:

n. Oyunerdene, Child Right Officer  
Khishigdorj, Social Worker, Health Center  
n. Tuul, School Social Worker  
n. Ganbat, Head of Soum Horse Trainers Association, Member of Task Force  
n. Tserenchimed, Bagh Governor of No.6  
n. Gantumor, Bagh Governor of No.5  
T. Batmunkh, Bagh Governor of No.7  
D. Gankhuyag, Bagh Governor of No.4  
A. Myagmarjav, Bagh Governor of No.8  
n. Dashnyam, Deputy Governor of Uyanga soum

Ultii valley informal mine site:

n. Oyun, NFE teacher

Project beneficiaries, Ultii valley informal mine site:

Children (9 boys and 8 girls)

Community members: (2 mothers of beneficiary children, 3 representatives)

**Dornogoby aimag/province**

Dornogoby Aimag Governors:

n. Togtokhsuren, Uvorkhangai Aimag Governor  
G. Ganbaatar, Chairman of Dornogoby Aimag People's Representative Khural  
E. Bayarsaikhan, Deputy Governor, Dornogoby aimag

Dornogoby Aimag Task Force:

H. Chimgee, Aimag State Labor Inspector, PIA  
Kh. Bayarsaikhan, Media Representative

B. Enkhtuya, Officer of Aimag Department for Children  
N. Gankhuyag, Officer in Charge of NFE, Aimag Education and Culture Department  
Ts. Choibaatar, Head of Aimag Educational and Culture Department  
D. Tumortogoo, Head of Aimag Employer's Federation  
Ch. Ulzijiargal, Presidium Member of Aimag Federation of Trade Unions  
Ch. Tsetsegmaa, Senior Officer of Social Development, Aimag Governor's Office  
Ch. Densmaa, Head of Aimag Department for Children  
Ts. Shurentsetseg, Project staff

Sainshand soum Task Force:

n. Sansarmaa, Head of Governor Office, Sainshand soum  
D. Naranotgon, Officer of Social Development Policy Department  
9 other members

Project Beneficiaries in Sainshand soum:

7 beneficiary children aged from 10-17, 5 girls, 2 boys  
8 parents: 1 father, 7 mothers

Sainshand soum School Social Workers:

B. Chimedkhand, Primary Teacher, School No.2  
n. Mungontuya, Social Worker, School No.2  
n. Boloredene, Primary Teacher, School No.2  
n. Enkhmaa, Social Worker, School No.3  
n. Davaasambuu, Primary Teacher, School No.3  
n. Sumya, History Teacher, School No.3  
n. Urongoo, Primary Teacher, School No.3

Airag soum Task Force:

L. Tuul, Lawyer for Soum Governor's Office  
B. Oyuntsetseg, Primary Teacher, Soum School  
B. Tuulaikhuu, Social Worker, Soum School  
N. Gantuya, Soum Social Worker  
A. Erdenezaya, Head of Governor's Office  
Kh. Baigalmaa, Chief Doctor of Soum Hospital  
D. Dugersuren, Head of Soum Trade Union Committee

Participants (Project beneficiaries in Airag soum):

11 children aged 6-13, 5 boys and 6 girls  
6 children aged 14-18, 4 boys and 2 girls including a child jockey  
7 mothers of children

**Implementing partners and beneficiaries in UB**

National Network Against WFCL: 6 members

Project Partner NGOs:

B. Onon, Program Director, GCSD, NGO  
T. Amgalan, Executive Director, GCSD, NGO  
D. Oyun, Head of Monitoring Center, NGO  
n. Azjargal, Project Coordinator, Equal Step NGO  
n. Tsetsegkhorloo, Officer in Charge of Training, Equal Step NGO  
Angirmaa, Project Officer, Equal Step NGO  
n. Battuya, Head of Equal Step NGO  
n. Enkhtuya, Executive Director, Adolescent Development Center (ADC) NGO  
n. Nasanbold, Officer in Charge of Public Advocacy, ADC  
n. Enkhzaya, Social Worker, ADC  
n. Bayarkhuu, Psychologist, ADC  
D. Enkhjargal, Director of National Center Against Violence (NCAV), NGO  
D. Saruul, Program Manager, NCAV

S. Baigalmaa, Manager, NCAV  
L. Badamtsetseg, Lawyer, NCAV

Project Beneficiaries of Equal Step, NGO:  
Children (7 children, 2 boys and 5 girls)

Task Force, UB city Governor's Office:  
B. Lkhamsuren, Senior Officer, Social Development Department, UB GO  
11 other members

Nalaikh district Task force:  
D. Tungalag, Officer of Social Policy Development Department, Governor's Office  
7 other members

Project Beneficiaries at Nalaikh district:  
Children (13 children including 6 boys and 7 girls)  
6 parents, including 1 elder sibling

Task Force at Department for Children and Youth, UB city  
S. Altantsetseg, Head of UB city Department for Children and Youth  
S. Zolzaya, Manager of Division, UB city Department for Children and Youth  
n. Ariunzaya, Child Inspector, BayanZurkh (BZ) district Police  
n. Ulziitugs, Social Worker, NFE Center, BZ district  
n. Battuya, NFE teacher, BZ district  
n. Myagmarjav, Social Worker, Project Staff  
n. Adya, Manager of Narantuul Market, Food section  
n. Mendbayar, Police Inspector, Narantuul Marketplace

Project beneficiaries from Narantuul Marketplace:  
Children – 12 children (3 boys and 9 girls)

#### **External organisations**

n. Tuvaansuren, Program Officer, World Vision  
Ch. Battumor, Inspector at Khangai marketplace,  
n. Otgonbayar, Investigator, State Police Investigation Department, ADC partner

#### **Participants in the Stakeholders Workshop, Chinggis Khaan hotel, 6 May 2010**

##### **National organizations:**

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N.Oyunbileg, MoSWL  
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Odontsetseg, Labour and welfare service agency  
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##### **Ulaanbaatar city:**

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Ts.Battuya, Network  
Ariunzaya, Equal Step center  
D.Enkhtuya, ADC  
G.Davaakhuu, Family development center

S.Batgerel, UB Red Cross  
N.Dolgor, Khugjliin Khelkhee NGO  
Burenmend, Mongolian Child Rights Center  
R. Algirmaa, network  
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D.Oyun, Monitoring center  
G.Gunjidmaa, Press Institute  
G.Oyunbolg, National Legal Center  
Ts.Erdenechimeg, Work development Center  
B.Arvtaria, National Violence center  
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**From aimags:**

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Ch.Densmaa, Governor's Office of Dornogobi aimag  
Ts.Shurentsetse, Governor's Office of Dornogobi aimag  
D.Tumurtoogoo, Governor's Office of Dornogobi aimag (MONEF)  
Ts.Tseren, Governor's Office of Tuv aimag  
J.Tsevelmaa, Governor's Office of Tuv aimag  
J.Dulamsuren, Governor's Office of Bayankhongor aimag  
D.Urina, Governor's Office of Bayankhongor aimag  
B.Gursed, Governor's Office of Bayankhongor aimag  
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M.Zoljargal, ILO/IPEC  
Mr. Keith Jeddere Fisher, consultant  
B.Boldbaatar, consultant  
L.Zolbaatar, MEC Consultant

### **Annex 3: Documents reviewed**

**ECPAT Mongolia, 2009;** National plan of action on commercial sexual exploitation and trafficking of children and women: summary of evaluation

**ILO/IPEC, 2005;** Baseline survey on child labour in the informal sector: Ulaan Baatar and selected urban areas of Mongolia

**ILO/IPEC, 2005;** Final evaluation of the ILO/IPEC National programme for the prevention and elimination of child labour in Mongolia Phase

**ILO/IPEC, 2005;** Project document “Support to the Proposed National Sub-Programme to Eliminate the WFCL: Time Bound Measures”

**ILO/IPEC, 2007;** Independent mid-term evaluation of the Project of support to the proposed NSP on WFCL

**ILO/IPEC/WFCL project, 2010;** Analysis report of pilot model and good practices of the programme (draft)

**ILO/UNICEF/World Bank, 2009;** Understanding children’s work and youth employment outcomes in Mongolia

**MoFALI Mongolia/ILO, 2009;** Assessment of occupational and employment conditions of children working in livestock sector of Mongolia

MoSWL, Mongolia 2009; List of jobs and occupations prohibited for the minors to be employed

#### **ILO/IPEC/WFCL project internal documents;**

- Mission reports (2) from the regional child labour specialist, 2009
- Concept Note on “Marking the end of the worst forms of child labour in Mongolia – an integrated ILO solution to the problem”, 2009
- Action Programme Summary Outlines (APSO)
- AP Technical Final Reports
- ILO IPEC Mongolia Technical Progress Reports to USDOL
- Project developed manuals, guidelines and other publications
- Reports from studies and research by the project
- Reports on baseline studies/need analysis that were made at the beginning of the project
- Master list and service records of beneficiaries
- Project Revision Form, 2009
- Criteria for Selection of Children for the project interventions, endorsed by the NSC

#### **ILO/IPEC general references**

- ILO/IPEC DED Briefing Package on evaluation
- ILO/IPEC TBP MAP manual
- ILO/IPEC, 2008; Tracer study methodology manual

## Annex 4: Evaluation matrix

<b>Annex I: Suggested Aspects to be Addressed</b>	Section of the report
<b>Design and Planning (Validity of design)</b>	
<ul style="list-style-type: none"> <li>Assess whether the project design was logical and coherent and took into account the institutional arrangements, roles, capacity and commitment of stakeholders. Were lessons learned from past IPEC interventions successfully incorporated into the project design?</li> </ul>	3.1.1
<ul style="list-style-type: none"> <li>Assess the internal logic (link between objectives achieved through implementation of activities) of the project and the external logic of the project (degree to which the project fits into existing mainstreaming activities that would impact on child labour).</li> </ul>	3.1.1
<ul style="list-style-type: none"> <li>Analyze whether available information on the socio-economic, cultural and political situation, (this includes local efforts already underway to address CL and promote education opportunities for targeted children and existing capacity) in Mongolia was taken into consideration at the time of the design and reflected in the design of the project. Did the project's original design fill an existing gap in services that other ongoing interventions were not addressing? Assess whether the problems and needs were adequately analyzed and determine whether the needs, constraints, resources and access to project services of the different beneficiaries were clearly identified taking gender issues into concern.</li> </ul>	3.1.2
<ul style="list-style-type: none"> <li>To what extent were external factors identified and assumptions identified at the time of design? Have there been any changes to these external factors and the related assumptions and, if, so, how did this impact project implementation and the achievement of objectives?</li> </ul>	3.1.4
<ul style="list-style-type: none"> <li>Was the time frame for project implementation and the sequencing of project activities logical and realistic? If not, what changes were made to improve them?</li> </ul>	3.1.3
<ul style="list-style-type: none"> <li>Was the strategy for sustainability of achievement defined clearly at the design stage of the project?</li> </ul>	3.1.5
<ul style="list-style-type: none"> <li>What lessons were learned, if any, in the process of conducting baseline survey for the identification of target children? Are the results of the baseline surveys conducive for use in evaluation and impact assessment studies?</li> </ul>	3.2.3
<ul style="list-style-type: none"> <li>Were the objectives of the project clear, realistic and achieved within the established time schedule and with the allocated resources (including human resources)? Were the provisional targets realistic? Were the linkages between inputs, activities, outputs and objectives clear and logical? Did the action programmes designed under the project provide clear linkages and complement each other regarding the project strategies and project components of intervention?</li> </ul>	3.1.3
<b>Achievements (Implementation and Effectiveness)</b>	
<ul style="list-style-type: none"> <li>Has the project achieved its immediate objectives? Has the entire target population been reached? Please distinguish between beneficiaries as reported to receive educational services and beneficiaries that have received non-educational services.</li> </ul>	3.3.3.3
<ul style="list-style-type: none"> <li>Assess the process of NSP formulation and the role of the project in supporting its formulation and eventual implementation including mobilizing resources, policies, programmes, partners and activities to be part of the NSP-WFCL/TBP.</li> </ul>	3.3.1.1
<ul style="list-style-type: none"> <li>How effective was the project in terms of leveraging resources? What process was undertaken by the project to identify and coordinate implementation with international NGOs, the business sector, Mongolian and US government agencies, to address the issue of child labour? In particular, examine the project's role in fomenting tripartite dialogue between workers and employers' organizations. Examine any networks that have been built between organizations and government agencies working to address</li> </ul>	3.2.4

child labour on the national, provincial and local levels. Assess the project's partner linking and networking strategy.	
<ul style="list-style-type: none"> <li>• Were the selected agencies the most relevant and appropriate for carrying out the activities?</li> </ul>	3.2.2
<ul style="list-style-type: none"> <li>• Was the project successful in terms of raising awareness on the child labour problem and on promoting social mobilization to address this issue?</li> </ul>	3.3.2
<ul style="list-style-type: none"> <li>• What was the quality and how effective were the APs, and how did they contribute to the project meeting its immediate objectives? Examine the capacity constraints of implementing agencies and the effect on the implementation of the designed APs. How has the capacity of the implementing agencies and other relevant partners to develop effective action against child labour been enhanced as a result of project activities? Has the capacity of community level agencies and organizations in Mongolia been strengthened to plan, initiate, implement and evaluate actions to prevent and eliminate child labour?</li> </ul>	3.2.2 & 3.3.1
<ul style="list-style-type: none"> <li>• Determine if the implementation strategy designed for each Aimag was appropriate, and, if relevant, assess how the project was able to address the unique needs of different Aimag.</li> </ul>	3.2.2
<ul style="list-style-type: none"> <li>• Assess the effectiveness of the project i.e. compare the allocated resources with results obtained. In general, did the results obtained justify the costs incurred?</li> </ul>	3.2.5
<ul style="list-style-type: none"> <li>• Assess the participation of different relevant actors in the National Steering Committee (e.g. How are these structures participating in project implementation? Examine the relationship between the NSC and the implementing agencies, what is their collaboration. How did this contribute to progress toward project's objectives? How did these bodies contribute to building local capacity and promoting local ownership of the national program?</li> </ul>	3.2.1
<ul style="list-style-type: none"> <li>• Assess the level of government involvement in the project and how their involvement with the project has built their capacity to continue further work on future programmes</li> </ul>	3.2.4
<ul style="list-style-type: none"> <li>• Which are the mechanisms in place for project monitoring? Please assess the use of work plans and project monitoring plans (PMPs), Direct Beneficiary Monitoring and Reporting systems (DBMR). How were the strategies for monitoring of child beneficiaries implemented and coordinated? Assess how the project monitored both the work and education status of all direct beneficiaries, discussing whether or not the system was appropriate and efficient in monitoring each child to ensure that he/she was no longer working and/or that work conditions were no longer hazardous, and were attending education programs regularly. Assess how project staff and implementing partners understand and use the DBMR forms and database.</li> </ul>	3.2.3
<ul style="list-style-type: none"> <li>• How were recommendations from the mid-term evaluation acted upon by the project and to what effect?</li> </ul>	3.2.1
<ul style="list-style-type: none"> <li>• How did factors outside of the control of the project affect project implementation and project objectives and how did the project deal with these external factors?</li> </ul>	3.1.4
<ul style="list-style-type: none"> <li>• Assess the progress of the project's gender mainstreaming activities. Given the high rates of education among girls in Mongolia, in particular examine effect of gender on the project (for example, in terms of beneficiary selection, retention and completion rates, decision-making of parents and heads of household, etc.).</li> </ul>	3.3.3.3
<ul style="list-style-type: none"> <li>• To what extent do 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?</li> </ul>	3.2.3
<ul style="list-style-type: none"> <li>• Identify unexpected and multiplier effects of the project.</li> </ul>	
<ul style="list-style-type: none"> <li>• How successful was the project been in mainstreaming the issue of child labour into ongoing efforts in areas such as education, employment promotion, poverty reduction</li> </ul>	3.3.4



and data collection?	3.2.4
<ul style="list-style-type: none"> <li>Assess the process for documenting, disseminating and replicating/up-scaling pilot projects. The project has worked on removing children from WFCL in herding. Assess whether the interventions developed by the project could be a model replicable across other projects</li> </ul>	3.5.2
<ul style="list-style-type: none"> <li>Assess to what extent the planning, monitoring and evaluation tools have been promoted by the project for use at the level of NSP and by other partners.</li> </ul>	3.2.3
<b>Relevance of the Project</b>	
<ul style="list-style-type: none"> <li>Assess the validity of the project approach and strategies and their potential to replicate.</li> </ul>	3.5.2
<ul style="list-style-type: none"> <li>Assess whether the problems and needs that gave rise to the project still exists or have changed.</li> </ul>	3.4
<ul style="list-style-type: none"> <li>Assess the appropriateness of the sectors/target groups and locations chosen to develop the project based on the finding of baseline surveys.</li> </ul>	3.4
<ul style="list-style-type: none"> <li>Were the Action Programs well-rooted within the communities in which they operated?</li> </ul>	3.2
<ul style="list-style-type: none"> <li>How does the strategy used in this project fit in with the NSP and national education and anti-poverty efforts, and interventions carried out by other organizations?</li> </ul>	3.2.4
<ul style="list-style-type: none"> <li>Did the strategy address the different needs and roles, constraints, access to resources of the target groups, with specific reference to the strategy of mainstreaming and thus the relevant partners, especially in government?</li> </ul>	3.4
<ul style="list-style-type: none"> <li>Did the service package promoted by the project respond to the real needs of the beneficiaries? Do children/families/communities get the support they need to protect children from WFCL?</li> </ul>	3.4
<b>Sustainability</b>	
<ul style="list-style-type: none"> <li>Assess to what extent a phase out strategy was defined and planned and what steps were taken to ensure sustainability. Assess whether these strategies had been articulated/explained to stakeholders as well as the actual efforts to phase out activities or to transfer responsibilities to local partners as a means of promoting sustainability.</li> </ul>	3.5.1
<ul style="list-style-type: none"> <li>Assess what contributions the project has made in strengthening the capacity and knowledge of national stakeholders and to encourage ownership of the project to partners.</li> </ul>	3.2.1 & 3.3.1
<ul style="list-style-type: none"> <li>Assess the long-term potential for sustained action and involvement by local/national institutions (including governments) and the target groups.</li> </ul>	3.5.1
<ul style="list-style-type: none"> <li>Examine whether socio-cultural and gender aspects endanger the sustainability of the programme and assess whether actions have been taken to sensitize local institutions and target groups on these issues.</li> </ul>	3.3.2
<ul style="list-style-type: none"> <li>Assess project success in leveraging resources for ongoing and continuing efforts to prevent and eliminate child labour in the context of the NSP. Based on the project's experience: which are some of the factors that might impact on the likelihood of the NSP being taken further?</li> </ul>	3.5.3
<b>Special aspects to be addressed:</b>	
<ul style="list-style-type: none"> <li>The evaluation should include a discussion of the ways in which the project has coped and is coping with the global economic recession and ways in which the project was able to respond to the recession.</li> </ul>	3.1.4

### Annex 5: Project target beneficiaries

Project target beneficiaries and the progress to date (as of 28 Feb 2010)										
Project title	IA	Total # target children for the project life			Total # children have been targeted (As of Feb 2010)			Total # children prevented and or withdrawn*		
		To prevent	To withdraw	SubTotal	To prevent	To withdraw	SubTotal	PREVENTED	WITHDRAWN	SubTotal
Integrated Response to WFCL in Bayankhongor Aimag	<b>GO BH</b>	505	515	1020	574	586	1160	541	610	1151
Integrated Response to Addressing WFCL in Dornod aimag	<b>GO DO</b>	390	300	690	301	437	738	313	302	615
Integrated Response to the WFCL in Uvurkhangaï aimag	<b>GO UV</b>	477	443	920	339	641	980	302	541	843
Integrated Response to WFCL in Dornogovi aimag	<b>GO DG</b>	280	170	450	286	303	589	303	226	529
Support to local action against WFCL in Tuv aimag.	<b>GO TU</b>	230	170	400	140	194	334	143	189	332
<b>Subtotal Aimag</b>		<b>1882</b>	<b>1598</b>	<b>3480</b>	<b>1640</b>	<b>2161</b>	<b>3801</b>	<b>1602</b>	<b>1868</b>	<b>3470</b>
Removal and Rehabilitation of Children Working at Marketplace in Ulaanbaatar and mobilizing marketplace authorities against CL	<b>ESC</b>	270	550	820	109	737	846	79	597	676
Removal, Rehabilitation and Prevention of Girls from Prostitution and Improving Public Awareness on Sexual Exploitation of Children	<b>ADC</b>	460	150	610	470	165	635	460	145	605
Preventing School Dropout Children from Child Labour and improving Response to Needs of Vulnerable Migrant Families	<b>MCRC</b>	580	0	580	643	14	657	230	0	230
Building Sustainable Integrated Action Against WFCL in Nalaikh District of Ulaanbaator and Removing/ preventing Children from the Worst Form of Child Labour	<b>Nalaikh</b>	140	160	300	236	167	403	224	160	384
Integrated Responses to Worst Form	<b>UBDC</b>	0	525	525	42	474	516	33	408	441

Project target beneficiaries and the progress to date (as of 28 Feb 2010)										
Project title	IA	Total # target children for the project life			Total # children have been targeted (As of Feb 2010)			Total # children prevented and or withdrawn*		
		To prevent	To withdraw	SubTotal	To prevent	To withdraw	SubTotal	PREVENTED	WITHDRAWN	SubTotal
of Child Labour at Narantuul Marketplace.										
Removal and Prevention Children from Scavenging and Building Effective Partnership with Key Stakeholders on elimination of CL at major dumpsites in Ulaanbaatar	UBRC	670	130	800	478	137	615	501	115	616
Preventing Young Children from Child Labour through Pre-school Education.	FDC	470	0	470	501	0	501	501	0	501
Improving legal protection of children from sexual abuse and exploitation	NCAV	0	20	20	0	20	20	0	5	5
Building the capacity of the National Network Against the WFCL and its member organizations	Network	0	100	100	0	82	82	0	50	50
Subtotal UB		2590	1515	4225	2479	1796	4275	2028	1480	3508
<b>TOTAL</b>		4472	3113	7705	4119	3957	8076	3630	3348	6978
<b>Progress to date as % of the target</b>					92.1%	127.1%	104.8%	81%	108%	91%

\* Prevention and withdrawal status of beneficiaries are completed not based on tracking but on updated master list based on monitoring by APs.  
Information on MCRC and UBRC is not complete

### Annex 6: Services provided to children and their families

SUMMARY SHEET As of 28 February 2010																														
Info on children involved in the project			Sex			Age groups				info on children at the time of joining the project				services provided to children							services provided to families					changes incurred as result of the project				
IA	Total number of children	M	F	<12	13-15	16-18	>18	literate	drop out from the primary school	engaged in CL	at risk of being engaged in CL	NFE	vocational and skills training	physiological counselling	health services, and insurance	lunch	legal counselling	training on CL awareness raising	Family members provided with vocational/skills training parents/	Parents provided with life skills and business training	very poor HHs provided with assistance	Provided support on micro credit and income	training on CL awareness raising among parents	Integrated into regular schools or District Enlightenment centres	Returned home *	with reduced work hours	with improved occupational health and safety	Mediation to safe work places		
																													12	13
1	GO BH	1160	723	437	532	360	22	960	560	586	574	606	55	620	645	619	483	680	525	223	131	23	509	584	0	3	2	3		
2	GO DO	738	418	320	160	324	4	652	452	437	301	539	42	668	587	552	373	630	43	131	152	28	638	444	12	303	71	32		
3	GO UV	980	601	379	416	389	6	716	665	641	339	544	57	958	931	584	885	973	146	319	250	172	898	451	13	302	167	33		
4	GO DG	589	399	190	189	207	3	470	326	286	303	271	39	446	521	199	369	564	84	142	244	29	434	336	0	249	58	34		
5	GO TU	334	239	958	750	106	1	270	208	194	140	182	32	122	209	145	85	278	38	34	20	8	258	178	55	161	158	39		
Subtotal		38018	2328	2242	1442	932	16	3068	2003	2144	1657	2142	225	2814	2893	2099	2195	3125	836	849	797	260	2737	1993	80	1018	456	141		



**SUMMARY SHEET As of 28 February 2010**

Info on children involved in the project		info on children at the time of joining the project						services provided to children										services provided to families					changes incurred as result of the project						
IA	Total number of children	Sex		Age groups				literate	drop out from the primary school	engaged in CL	at risk of being engaged in CL	NFE	vocational and skills training	physiological counselling	health services, and insurance	lunch	legal counselling	training on CL awareness raising	Family members provided with vocational/skills training parents/	Parents provided with life skills and business training	very poor HHs provided with assistance	Provided support on micro credit and income	training on CL awareness raising among parents	Integrated into regular schools or District Enlightenment centres	Returned home *	with reduced work hours	with improved occupational health and safety	Mediation to safe work places	
		M	F	<12	13-15	16-18	>18																						
8 Network	82	68	14	22	31	29	0	64	56	82	0	24	11	74	76	78	76	79	53	74	31	10	69	60	49	70	69	31	
9 NCA V	20	19	1	6	4	10	0	17	6	20	0	11	6	20	20	13	20	15	11	0	20	3	9	13	16	0	1	1	
Subtotal UB	4275	2023	222	1655	1301	1790	67	2650	1888	1791	2392	2283	476	1921	2711	3087	2127	3080	351	681	1281	155	1904	2349	229	1666	1283	372	
TOTAL	8076	4933	4436	3082	2927	2272	83	5718	3891	3935	4049	4425	701	4735	5604	5186	4322	6205	1187	1530	2078	415	4641	4342	309	2684	1739	0	
%	11%	54%	56%	38%	35%	25%	1%												15%	19%	26%	5%	57%	54%		33%	22%	0%	
Total-FDC*	7575			2579	2702	2272	83	5718	3891	3935	3548	3924	701	4735	5604	4685	4322	6205											
In %				34%	33%	27%	0%	75%	51%	52%	47%	52%	9%	63%	74%	62%	57%	82%											

\*children returned home -- in UB, from a temporary shelter; in Aimag -- from mining sites

\*\* - FDC targets inclusively preschool age children, therefore not included in some of the indicators to avoid a deviation

## Annex 7: Selected outputs from the TGIAS

**Annex 7.1: Table 1 CHILDREN LABOUR STATUS (to be withdrawn) (all aged children)**

Children labour status	Master list						When you were first involved in project						When you withdrew from project						At present					
	Male		Female		Total		Male		Female		Total		Male		Female		Total		Male		Female		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Children child in labour	114	100.0%	109	100.0%	223	100.0%	75	65.8%	68	62.4%	143	64.1%	33	31.1%	23	24.7%	56	28.1%	25	27.8%	8	9.4%	33	18.9%
Children not in child labour	0	0	0	0	0	0%	39	34.2%	41	37.6%	80	35.9%	73	68.9%	70	75.3%	143	71.9%	65	72.2%	77	90.6%	142	81.1%
<b>Total</b>	<b>114</b>	<b>100.0%</b>	<b>0</b>	<b>100.0%</b>	<b>223</b>	<b>100.0%</b>	<b>114</b>	<b>100.0%</b>	<b>109</b>	<b>100.0%</b>	<b>223</b>	<b>100.0%</b>	<b>106</b>	<b>100.0%</b>	<b>93</b>	<b>100.0%</b>	<b>199</b>	<b>100.0%</b>	<b>90</b>	<b>100.0%</b>	<b>85</b>	<b>100.0%</b>	<b>175</b>	<b>100.0%</b>

**Annex 7.2: Table 2 CHILDREN LABOUR STATUS (to be prevented) (all aged children)**

Children labour status	Master list						When you were first involved in project						When you withdrew from project						At present					
	Male		Female		Total		Male		Female		Total		Male		Female		Total		Male		Female		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Children child in labour	0	0%	0	0%	0	0%	20	17.9%	18	16.5%	38	17.2%	8	7.6%	4	4.3%	12	6.0%	13	13.1%	2	2.3%	15	8.0%
Children not in child labour	112	100.0%	109	100.0%	221	100.0%	92	82.1%	91	83.5%	183	82.8%	97	92.4%	90	95.7%	187	94.0%	86	86.9%	85	97.7%	171	92.0%
<b>Total</b>	<b>112</b>	<b>100.0%</b>	<b>109</b>	<b>100.0%</b>	<b>221</b>	<b>100.0%</b>	<b>112</b>	<b>100.0%</b>	<b>109</b>	<b>100.0%</b>	<b>221</b>	<b>100.0%</b>	<b>105</b>	<b>100.0%</b>	<b>94</b>	<b>100.0%</b>	<b>199</b>	<b>100.0%</b>	<b>99</b>	<b>100.0%</b>	<b>87</b>	<b>100.0%</b>	<b>186</b> <sup>7</sup>	<b>100.0%</b>

<sup>7</sup> 35 children are 18 years old

Annex 7.3: Table 3 CHILDREN LABOUR STATUS (to be prevented, by location)

Children labour status by location		Master list						When you were first involved in project						When you withdrew from project						At present					
		Male		Female		Total		Male		Female		Total		Male		Female		Total		Male		Female		Total	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
		UB	Children child in labour							10	15.4%	7	11.1%	17	13.3%	7	11.7%	2	3.9%	9	8.1%	11	18.6%	1	2.2%
Children not in child labour	65		100.0%	63	100.0%	128	100.0%	55	84.6%	56	88.9%	111	86.7%	53	88.3%	49	96.1%	102	91.9%	48	81.4%	45	97.8%	93	88.6%
<b>Total</b>	65		100.0%	63	100.0%	128	100.0%	65	100.0%	63	100.0%	128	100.0%	60	100.0%	51	100.0%	111	100.0%	59	100.0%	46	100.0%	105	100.0%
Aimag	Children child in labour							10	21.2%	11	23.9%	21	22.5%	1	2.2%	2	4.7%	3	3.4%	2	5.0%	1	2.5%	3	3.7%
	Children not in child labour	47	100.0%	46	100.0%	93	100.0%	37	78.8%	35	76.1%	72	77.5%	44	97.8%	41	95.3%	85	96.6%	38	95.0%	40	97.5%	78	96.3%
	<b>Total</b>	47	100.0%	46	100.0%	93	100.0%	47	100.0%	46	100.0%	93	100.0%	45	100.0%	43	100.0%	88	100.0%	40	100.0%	41	100.0%	81	100.0%



**Annex 7.4: Table 4 CHILDREN LABOUR STATUS (to be withdrawn, by location)**

Children labour status by location		Master list						When you were first involved in project						When you withdrew from project						At present					
		Male		Female		Total		Male		Female		Total		Male		Female		Total		Male		Female		Total	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
UB	Children child in labour	4 2	100. 0%	4 3		85 100.0%	31 73. 8%	3 8%	83. 7 %	6 7	78. 8%	2 1	53. 8%	11 11	35. 5%	32 32	45.7%	16 16	53. 3%	7 7	22.6%	23 23	37.7%		
	Children not in child labour						11 26. 2%	7 16. 3 %	16. 3 %	1 8	21. 2%	1 8	46. 2%	20 20	64. 5%	38 38	54.3%	14 14	46. 7%	2 4	77.4%	38 38	62.3%		
	Total	4 2	100. 0%	4 3	100. 0%	85 100.0%	42 100. 0%	4 3	10 0.0 %	10 0.0 %	8 5	100. 0%	3 9	100. 0 %	31 10	10 0.0 %	70 70	100.0%	30 100. 0%	3 1	100.0%	61 61	100.0 %		
Ai ma g	Children child in labour	7 2	100. 0%	6 6		13 100.0%	44 61. 1%	3 2	48. 5 %	7 6	55. 1%	1 2	17. 9%	12 12	19. 4%	24 24	18.6%	9 9	15. 0%	1 1	1.9%	10 10	8.8%		
	Children not in child labour						28 38. 9%	3 4	51. 5 %	6 2	44. 9%	5 5	82. 1%	50 50	80. 6%	105 105	81.4%	51 51	85. 0%	5 3	98.1%	10 4	91.2%		
	Total	7 2	100. 0%	6 6	100. 0%	13 100.0%	72 100. 0%	6 6	10 0.0 %	10 0.0 %	1 3	100. 0%	6 7	100. 0 %	62 10	10 0.0 %	129 129	100.0%	60 100. 0%	5 4	100.0%	11 4	100.0 %		

**Annex 7.5: Table 5 CHILDREN LABOUR STATUS (to be withdrawn by age group)**

Children labour status by age group	Master list						When you were first involved in project						When you withdrew from project						At present					
	Male		Female		Total		Male		Female		Total		Male		Female		Total		Male		Female		Total	
	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Children under 15 in child labour	65	100.0%	66	100.0%	131	100.0%	45	60.0%	41	60.3%	86	60.1%	16	29.6%	14	27.5%	30	28.6%	7	23.3%	3	10.7%	10	17.2%
Children under 15 not in child labour							30	40.0%	27	39.7%	57	39.9%	38	70.4%	37	72.5%	75	71.4%	23	76.7%	25	89.3%	48	82.8%
<b>Total</b>	<b>65</b>	<b>100.0%</b>	<b>66</b>	<b>100.0%</b>	<b>131</b>	<b>100.0%</b>	<b>75</b>	<b>100.0%</b>	<b>68</b>	<b>100.0%</b>	<b>143</b>	<b>100.0%</b>	<b>54</b>	<b>100.0%</b>	<b>51</b>	<b>100.0%</b>	<b>105</b>	<b>100.0%</b>	<b>30</b>	<b>100.0%</b>	<b>28</b>	<b>100.0%</b>	<b>58</b>	<b>100.0%</b>
Children 15-17 in child labour	49	100.0%	43	100.0%	92	100.0%	30	76.9%	27	65.9%	57	71.2%	17	32.7%	9	21.4%	26	27.7%	18	30.0%	5	8.8%	23	19.7%
Children 15-17 not in child labour							9	23.1%	14	34.1%	23	28.8%	35	67.3%	33	78.6%	68	72.3%	42	70.0%	52	91.2%	94	80.3%
<b>Total</b>	<b>49</b>	<b>100.0%</b>	<b>43</b>	<b>100.0%</b>	<b>92</b>	<b>100.0%</b>	<b>39</b>	<b>100.0%</b>	<b>41</b>	<b>100.0%</b>	<b>80</b>	<b>100.0%</b>	<b>52</b>	<b>100.0%</b>	<b>42</b>	<b>100.0%</b>	<b>94</b>	<b>100.0%</b>	<b>60</b>	<b>100.0%</b>	<b>57</b>	<b>100.0%</b>	<b>117</b>	<b>100.0%</b>

**Annex 7.6: Table 6 CHILDREN LABOUR STATUS (to be withdrawn by age group, location)**

Children labour status by location		Master list						When you were first involved in project						When you withdrew from project						At present					
		Male		Female		Total		Male		Female		Total		Male		Female		Total		Male		Female		Total	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
UB	Children under 15 in child labour	23	100.0%	24	100.0%	47	100.0%	16	64.0%	18	81.8%	34	72.3%	7	43.8%	7	41.2%	14	42.4%	5	55.6%	3	21.4%	8	34.8%
	Children under 15 not in child labour							9	36.0%	4	18.2%	13	27.7%	9	56.2%	10	58.8%	19	57.6%	4	44.4%	11	78.6%	15	65.2%
	<b>Total</b>	<b>23</b>	<b>100.0%</b>	<b>24</b>	<b>100.0%</b>	<b>47</b>	<b>100.0%</b>	<b>25</b>	<b>100.0%</b>	<b>22</b>	<b>100.0%</b>	<b>47</b>	<b>100.0%</b>	<b>16</b>	<b>100.0%</b>	<b>17</b>	<b>100.0%</b>	<b>33</b>	<b>100.0%</b>	<b>9</b>	<b>100.0%</b>	<b>14</b>	<b>100.0%</b>	<b>23</b>	<b>100.0%</b>
	Children 15-17 in child labour	19	100.0%	19	100.0%	38	100.0%	15	88.2%	18	85.7%	33	86.8%	14	60.9%	4	28.6%	18	48.6%	11	52.4%	4	23.5%	15	39.5%
	Children 15-17 not in child labour							2	11.8%	3	14.3%	5	13.2%	9	39.1%	10	71.4%	19	51.4%	10	47.6%	13	76.5%	23	60.5%
	<b>Total</b>	<b>19</b>	<b>100.0%</b>	<b>19</b>	<b>100.0%</b>	<b>38</b>	<b>100.0%</b>	<b>17</b>	<b>100.0%</b>	<b>21</b>	<b>100.0%</b>	<b>38</b>	<b>100.0%</b>	<b>23</b>	<b>100.0%</b>	<b>14</b>	<b>100.0%</b>	<b>37</b>	<b>100.0%</b>	<b>21</b>	<b>100.0%</b>	<b>17</b>	<b>100.0%</b>	<b>38</b>	<b>100.0%</b>
Aimag	Children under 15 in child labour	42	100.0%	42	100.0%	84	100.0%	29	58.0%	23	50.0%	52	54.2%	9	23.7%	7	20.6%	16	22.2%	2	9.5%	0	.0%	2	5.7%
	Children under 15 not in child labour							21	42.0%	23	50.0%	44	45.8%	29	76.3%	27	79.4%	56	77.8%	19	90.5%	14	100.0%	33	94.3%
	<b>Total</b>	<b>42</b>	<b>100.0%</b>	<b>42</b>	<b>100.0%</b>	<b>84</b>	<b>100.0%</b>	<b>50</b>	<b>100.0%</b>	<b>46</b>	<b>100.0%</b>	<b>96</b>	<b>100.0%</b>	<b>38</b>	<b>100.0%</b>	<b>34</b>	<b>100.0%</b>	<b>72</b>	<b>100.0%</b>	<b>21</b>	<b>100.0%</b>	<b>14</b>	<b>100.0%</b>	<b>35</b>	<b>100.0%</b>
	Children 15-17 in child labour	30	100.0%	24	100.0%	54	100.0%	15	68.2%	9	45.0%	24	57.1%	3	10.3%	5	17.9%	8	14.0%	7	17.9%	1	2.5%	8	10.1%
	Children 15-17 not in child labour							7	31.8%	11	55.0%	18	42.9%	26	89.7%	23	82.1%	49	86.0%	32	82.1%	39	97.5%	71	89.9%
	<b>Total</b>	<b>30</b>	<b>100.0%</b>	<b>24</b>	<b>100.0%</b>	<b>54</b>	<b>100.0%</b>	<b>22</b>	<b>100.0%</b>	<b>20</b>	<b>100.0%</b>	<b>42</b>	<b>100.0%</b>	<b>29</b>	<b>100.0%</b>	<b>28</b>	<b>100.0%</b>	<b>57</b>	<b>100.0%</b>	<b>39</b>	<b>100.0%</b>	<b>40</b>	<b>100.0%</b>	<b>79</b>	<b>100.0%</b>

**Annex 7.7: TABLE 63C EDUCATION STATUS OF CHILD IN CHILD LABOUR (BY LOCATION, AGE GROUP AND GENDER, WHEN YOU WERE FIRST INVOLVED IN PROJECT)**

Location	Age group	When you were first involved in project											
		Male						Female					
		Studies		Not studies		Total		Studies		Not studies		Total	
		N	%	N	%	N	%	N	%	N	%	N	%
UB	0-5			17	100.0%	17	100.0%			11	100.0%	11	100.0%
	6-11	15	51.7%	14	48.3%	29	100.0%	9	42.9%	12	57.1%	21	100.0%
	12-14	14	43.8%	18	56.2%	32	100.0%	15	53.6%	13	46.4%	28	100.0%
	15-17	4	18.2%	18	81.8%	22	100.0%	13	41.9%	18	58.1%	31	100.0%
	<b>Total</b>	<b>33</b>	<b>33.0%</b>	<b>67</b>	<b>67.0%</b>	<b>100</b>	<b>100.0%</b>	<b>37</b>	<b>40.7%</b>	<b>54</b>	<b>59.3%</b>	<b>91</b>	<b>100.0%</b>
Aimag	6-11	24	75.0%	8	25.0%	32	100.0%	13	44.8%	16	55.2%	29	100.0%
	12-14	28	52.8%	25	47.2%	53	100.0%	20	37.0%	34	63.0%	54	100.0%
	15-17	7	25.9%	20	74.1%	27	100.0%	12	46.2%	14	53.8%	26	100.0%
	<b>Total</b>	<b>59</b>	<b>52.7%</b>	<b>53</b>	<b>47.3%</b>	<b>112</b>	<b>100.0%</b>	<b>45</b>	<b>41.3%</b>	<b>64</b>	<b>58.7%</b>	<b>109</b>	<b>100.0%</b>

**Annex 7.7: TABLE 64C EDUCATION STATUS OF CHILD IN CHILD LABOUR (BY LOCATION, AGE GROUP AND GENDER, WHEN YOU WITHDREW FROM PROJECT)**

Location	Age group	When you withdrew from project											
		Male						Female					
		Studies		Not studies		Total		Studies		Not studies		Total	
		N	%	N	%	N	%	N	%	N	%	N	%
UB	0-5			10	100.0%	10	100.0%			5	100.0%	5	100.0%
	6-11	9	47.4%	10	52.6%	19	100.0%	9	81.2%	2	18.8%	11	100.0%
	12-14	27	79.4%	7	20.6%	34	100.0%	30	85.7%	5	14.3%	35	100.0%
	15-17	28	65.1%	15	34.9%	43	100.0%	25	83.3%	5	16.7%	30	100.0%
	<b>Total</b>	<b>64</b>	<b>60.4%</b>	<b>42</b>	<b>39.6%</b>	<b>106</b>	<b>100.0%</b>	<b>64</b>	<b>79.0%</b>	<b>17</b>	<b>21.0%</b>	<b>81</b>	<b>100.0%</b>

Location	Age group	When you withdrew from project											
		Male						Female					
		Studies		Not studies		Total		Studies		Not studies		Total	
		N	%	N	%	N	%	N	%	N	%	N	%
Aimag	6-11	18	94.7%	1	5.3%	19	100.0%	22	95.7%	1	4.3%	23	100.0%
	12-14	39	86.7%	6	13.3%	45	100.0%	36	85.7%	6	14.3%	42	100.0%
	15-17	42	87.5%	6	12.5%	48	100.0%	38	95.0%	2	5.0%	40	100.0%
	<b>Total</b>	<b>99</b>	<b>88.4%</b>	<b>13</b>	<b>11.6%</b>	<b>112</b>	<b>100.0%</b>	<b>96</b>	<b>91.4%</b>	<b>9</b>	<b>8.6%</b>	<b>105</b>	<b>100.0%</b>

**Annex 7.7: TABLE 65C EDUCATION STATUS OF CHILD IN CHILD LABOUR (BY LOCATION, AGE GROUP AND GENDER, AT PRESENT)**

Location	Age group	At present											
		Male						Female					
		Studies		Not studies		Total		Studies		Not studies		Total	
		N	%	N	%	N	%	N	%	N	%	N	%
UB	0-5												
	6-11	24	92.3%	2	7.7%	26	100.0%	15	100.0%	0	0.0%	15	100.0%
	12-14	18	75.0%	6	25.0%	24	100.0%	19	86.4%	3	13.6%	22	100.0%
	15-17	21	61.8%	13	38.2%	34	100.0%	35	94.6%	2	5.4%	37	100.0%
	<b>Total</b>	<b>63</b>	<b>75.0%</b>	<b>21</b>	<b>25.0%</b>	<b>84</b>	<b>100.0%</b>	<b>69</b>	<b>93.2%</b>	<b>5</b>	<b>6.8%</b>	<b>74</b>	<b>100.0%</b>
Aimag	6-11	7	100.0%	0	0.0%	7	100.0%	14	100.0%	0	0.0%	14	100.0%
	12-14	31	100.0%	0	0.0%	31	100.0%	24	100.0%	0	0.0%	24	100.0%
	15-17	59	95.2%	3	4.8%	62	100.0%	55	98.2%	1	1.8%	56	100.0%
	<b>Total</b>	<b>97</b>	<b>97.0%</b>	<b>3</b>	<b>3.0%</b>	<b>100</b>	<b>100.0%</b>	<b>93</b>	<b>98.9%</b>	<b>1</b>	<b>1.1%</b>	<b>94</b>	<b>100.0%</b>

**Annex 7.8: TABLE 7 CHILD LABOUR SECTOR (BY AGE GROUP)**

Age	Sector	When you were first involved in project						When you withdrew from project						At present					
		Male		Female		Total		Male		Female		Total		Male		Female		Total	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Children under 15 in child labour	Mining colliery	22	38.6%	13	24.1%	35	31.5%	8	42.1%	3	20.0%	11	32.4%	1	6.7%	0	.0%	1	5.3%
	Informal	22	38.6%	36	66.7%	58	52.3%	10	52.6%	12	80.0%	22	64.7%	14	93.3%	4	100.0%	18	94.7%
	Herding	13	22.8%	5	9.3%	18	16.2%	1	5.3%	0	.0%	1	2.9%						
	<b>Total</b>	57	100.0%	54	100.0%	111	100.0%	19	100.0%	15	100.0%	34	100.0%	15	100.0%	4	100.0%	19	100.0%
Children 15-17 in child labour	Mining colliery	13	34.2%	4	12.5%	17	24.3%	4	18.2%	1	8.3%	5	14.7%	10	43.5%	0	.0%	10	34.5%
	Informal	18	47.4%	20	62.5%	38	54.3%	16	72.7%	11	91.7%	27	79.4%	12	52.2%	6	100.0%	18	62.1%
	Herding	7	18.4%	1	3.1%	8	11.4%	2	9.1%	0	.0%	2	5.9%	1	4.3%	0	.0%	1	3.4%
	Risk to CSEC	0	.0%	7	21.9%	7	10.0%												
	<b>Total</b>	38	100.0%	32	100.0%	70	100.0%	22	100.0%	12	100.0%	34	100.0%	23	100.0%	6	100.0%	29	100.0%

**Annex 7.9: TABLE 8 CHILDREN IN CHILD LABOUR WHETHER PROVIDED EDUCATIONAL SERVICE (TO BE WITHDRAWN)**

Children status	By educational service	When you were first involved in project						When you withdrew from project						At present					
		Male		Female		Total		Male		Female		Total		Male		Female		Total	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Provided by educational service	Children in child labour	63	70.0%	57	70.4%	120	70.2%	27	31.8%	20	28.6%	47	30.3%	20	28.6%	8	12.7%	28	21.1%
	Children not in child labour	27	30.0%	24	29.6%	51	29.8%	58	68.2%	50	71.4%	108	69.7%	50	71.4%	55	87.3%	105	78.9%
	<b>Total</b>	<b>90</b>	<b>100.0%</b>	<b>81</b>	<b>100.0%</b>	<b>171</b>	<b>100.0%</b>	<b>85</b>	<b>100.0%</b>	<b>70</b>	<b>100.0%</b>	<b>155</b>	<b>100.0%</b>	<b>70</b>	<b>100.0%</b>	<b>63</b>	<b>100.0%</b>	<b>133</b>	<b>100.0%</b>
Not provided by educational service	Children in child labour	12	50.0%	11	39.3%	23	44.2%	6	28.6%	3	13.0%	9	20.5%	5	25.0%	0	.0%	5	11.9%
	Children not in child labour	12	50.0%	17	60.7%	29	55.8%	15	71.4%	20	87.0%	35	79.5%	15	75.0%	22	100.0%	37	88.1%
	<b>Total</b>	<b>24</b>	<b>100.0%</b>	<b>28</b>	<b>100.0%</b>	<b>52</b>	<b>100.0%</b>	<b>21</b>	<b>100.0%</b>	<b>23</b>	<b>100.0%</b>	<b>44</b>	<b>100.0%</b>	<b>20</b>	<b>100.0%</b>	<b>22</b>	<b>100.0%</b>	<b>42</b>	<b>100.0%</b>

**Annex 7.10: TABLE 9 CHILDREN IN CHILD LABOUR WHETHER PROVIDED BY EDUCATIONAL SERVICE (TO BE PREVENTED)**

Children status	By educational service	When you were first involved in project						When you withdrew from project						At present					
		Male		Female		Total		Male		Female		Total		Male		Female		Total	
		N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%	N	%
Provided by educational service	Children in child labour	16	25.8%	14	17.7%	30	21.3%	5	8.8%	4	6.1%	9	7.3%	6	11.1%	1	1.7%	7	6.2%
	Children not in child labour	46	74.2%	65	82.3%	111	78.7%	52	91.2%	62	93.9%	114	92.7%	48	88.9%	58	98.3%	106	93.8%
	<b>Total</b>	<b>62</b>	<b>100.0%</b>	<b>79</b>	<b>100.0%</b>	<b>141</b>	<b>100.0%</b>	<b>57</b>	<b>100.0%</b>	<b>66</b>	<b>100.0%</b>	<b>123</b>	<b>100.0%</b>	<b>54</b>	<b>100.0%</b>	<b>59</b>	<b>100.0%</b>	<b>113</b>	<b>100.0%</b>
Not provided by educational service	Children in child labour	4	8.0%	4	13.3%	8	10.0%	3	6.2%	0	.0%	3	3.9%	7	15.5%	1	3.6%	8	11.0%
	Children not in child labour	46	92.0%	26	86.7%	72	90.0%	45	93.8%	28	100.0%	73	96.1%	38	84.5%	27	96.4%	65	89.0%
	<b>Total</b>	<b>50</b>	<b>100.0%</b>	<b>30</b>	<b>100.0%</b>	<b>80</b>	<b>100.0%</b>	<b>48</b>	<b>100.0%</b>	<b>28</b>	<b>100.0%</b>	<b>76</b>	<b>100.0%</b>	<b>45</b>	<b>100.0%</b>	<b>28</b>	<b>100.0%</b>	<b>73</b>	<b>100.0%</b>

## Annex 8: Project produced materials

### International Programme on the Elimination of Child Labour: Project outcomes products ( 2005.09-2010.05)

№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
<b>Documents and regulations</b>					
1	Advocacy Strategy on the Elimination of the Worst Forms of Child Labour	MOSWL, MONEF, CMTU and Press institute			
2	Strategy for full integration of children of compulsory education age to education				Mongolian version on PDF file
3	List of hazardous jobs for children			English, Russian, Korean, Chinese languages	
4	Child labour monitoring indicators	MOSWL			ongoing
5	MOU between the MOSWL and NSO/national survey and indicators/				ongoing
<b>Policy recommendations and analysis</b>					
1	Study report on worst forms of child labour in Mongolia	NHRCM's report 2007			English version on PDF file
2	Study report on strategy for providing of educational services to dropout children	Ministry of education, culture and science			Translated into English language
3	List of WFCL and the dangerous games for child's health and safety	Ministry of Social Welfare and Labour (MOSWL)			
4	Understanding children's work and youth employment outcomes in Mongolia	ILO, UNICEF and World Bank Inter Agency Research			English/Mongolian versions in soft copies on PDF file
5	The review on analysing current national legislation on child labour, its consistency with international child labour Conventions and legislations.	National consultant Ch. Tungalag (in collaboration with the UNICEF)			Translated into English Mongolian version on PDF file
6	Supporting career guidance development in Mongolia with a	National consultant D. Narmandakh	x	x	Translated into English



№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
	particular focus on career guidance within employment promotion sector (policy recommendation)				English versions on PDF file
7	Analysis to improve the legal protection of children from sexual abuse and exploitation	National Center against Violence	x	x	
8	Report on Child Labour and Education of Ethnic Minorities' Children	NHRCM's report 2009	x	x Kazakh, tuva languages	
<b>Research</b>					
1	Research report on implementation of the child jockeys rights	National Human Rights Commission			Good practices and recommendations
2	Research study on occupational safety and health of child jockeys	National Authority for Children	x	x	
3	National child labour survey 2006-2007	National Statistical Office			Baseline survey English versions on PDF file
4	Research study on occupational safety, health and protection of children and young persons working in the animal husbandry	Mongolian Association of Zoologists and Livestock Breeders (MAZLB) in collaboration with the Ministry of Agriculture			Translated into English Mongolian version on PDF file
5	Baseline survey of sexual exploitation of children and adult sex workers in Ulaanbaatar	National Statistical Office	x	x	
<b>Methodology and guidelines</b>					
1	The role of employers in eliminating the WFLC	Mongolian Employers' Federation (MONEF)			
2	Methodology on child labour monitoring at the community level /identifying, providing services for withdrawing of children)	The Gender Center for Sustainable Development (GCSD)			will be endorsed by the NSC/MOSWL
3	Methodology on child labour data collection and analysis at the	Monitoring Center	x		

№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
	community level				
4	Legal protection of children from sexual abuse and exploitation and their rehabilitation “multi-disciplinary approach”	National Center Against Violence	x		
5	Good practices to combat the WFCL	Selected good practices implemented by IPEC partners	x	x	
6	Area-based intervention model to combat the WFCL		x	x	will be endorsed by the NSC/MOSWL
7	Methodological guidelines on working with child beggars, mobile waste collectors and passenger minibus fee collectors	National Network against the WFCL			
<b>Manuals, handbooks, training materials, training</b>					
1	Labour inspections operational and practice manual		Training		Manual for labour inspectors
2	Child Labour textbook for University students		Training		ILO/IPEC manual
3	"Media and Child labour" Training manual for journalists	Press Institute /in collaboration with other organizations/			Mongolian version on PDF file
4	Training curriculum on the rights of child to be protected from labour exploitation " / 2 universities/				
5	Training curriculum and handbook for in-service training for judges on “Labour and sexual exploitation of children”	National Legal Institute	x		Manuals for judges, prosecutors, detectors and lawyers
6	“Know about business” Manual for trainers	ILO training kits Second published	TOT		
7	Training curriculum on career guidance	National consultant	Training		Curriculum developed
8	Tools for providing career guidance to the youth, as handbook for counselors, pocketbook for the youth and information on job opportunities professions which are more demanded in the labour market	Municipal Employment Department	Training		

№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
9	Child Labour Manual “Learning to work together”				Handbook is addressing to managers on improving child participation in actions against child labour
10	Advocacy manual for IPEC partners to combat the WFCL	Mongolian Association of Social Work Educators	Training		Addressing on capacity building and implementing the advocacy strategy / Copy on PDF file/
11	Inventory on microfinance services for the poor people	Developed by the national consultant B. Enkhtuya	Training		Manual for IPEC stakeholders, action programme implementing agencies and officers of the aimag, districts Labour and Social Welfare Service Departments / Copy on PDF file/
12	"Financial education" and "Business group formation" manuals		TOT		ILO training kit / Mongolian versions on PDF file /
13	IPEC Guidelines for developing child labour monitoring processes		Training		ILO training kit / Mongolian versions on PDF file /
14	Handbook on health education for working children	National Centre for Health Development (NCHD) under the Ministry of Health	TOT		Handbook is addressing to social workers working with working children. / Mongolian versions on PDF file /
15	Supporting children’s rights through education, art and media (SCREAM)		Training		ILO training kits English/ Mongolian versions on PDF file
16	3- R Trainers’ kit “Rights, Responsibilities and Representation”		TOT		ILO training kits

№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
					English/ Mongolian versions on PDF file
17	Manual on Child Labour Rapid Assessment Methodology by Statistical Information and Monitoring Programme on Child Labour (SIMPOC)		Training		ILO manual English/ Mongolian versions on PDF file
18	Methodological manual on preventing working children from sexual abuse and crime	National Network against the WFCL	Training		Will be printed
19	Manual on social work methodology addressing to working children	National Network against the WFCL	Training		Will be printed
20	Combatting trafficking in children for sexual exploitation / instruction on developing strategy to flight child trafficking/	ILO-IPEC publication			Will be printed
21	Manual on providing psychological consultation to child victims of sexual abuse and exploitation	National Network against the WFCL	Training		Will be printed
<b>Awareness raising of general public, parents and children and media participation</b>					
1	Memorandum of Understanding on protecting child rights through the media				
2	Series of Radio Drama on child labour issues “A Load Too Heavy”				Copy on CD
3	Documentary on child labour in agriculture				Copy on CD
4	Documentary film "Надад ойрхон сургууль минь надаас яагаад хол байна вэ?" баримтат кино				Copy on CD
5	Brochure on harms of mercury and cyanide for adults and children				Mongolian version on PDF file
6	Album based on the works of Mongolian fine artists and photographers on the theme of child labour which were presented at the exhibition “Colours: black and white”	This exhibition were dedicated to the ILO’s 90 <sup>th</sup> Anniversary and 10 <sup>th</sup> anniversary of the ILO Convention 182			Copy on PDF file

№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
7	Two child labour documentary videos titled “Daily bread 1” and “Daily bread 2” developed in association with the exhibition photo and art works on child labour	The exhibition were dedicated to the ILO’s 90 <sup>th</sup> anniversary and 10 <sup>th</sup> anniversary of the ILO Convention 182			Copy on DVD
8	Poster explaining the ILO Convention 182				
9	7 Video documentary and posters explaining hazardous occupations and processes for children	National Network against the WFCL	x		
10	National Network’s website on the WFCL				
11	MOSWL’s website on child labour	MOSWL	x		
<b>Translated and printed ILO publications</b>					
1	ILO’s II Global report “End of child labour: A future within reach”				Translation
2	Elimination of the WFCL /handbook for parliamentarians/				Second published /Mongolian version on PDF file /
3	ILO-IPEC Guide “Modern Policy and Legal Response to Child Labour”				Mongolian version on PDF file
4	Resolution of the International Conference of Labour Statisticians on child labour data collection and estimation methodology	MOSWL	x		Preparing for printing
5	“Career guidance: A Resource Handbook for Low and Middle-Income Countries”	MOSWL	x		
<b>Printed materials in occasion of the WDACL</b>					
<i>2006 The ILO Global report “The end of child labour: Within reach” and reflections on national situation</i>					
1	ILO’s Global report “The end of child labour: Within reach”				Global Report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at

№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
					Work were translated and printed
<i>2007 Child labour in agriculture</i>					
1	A briefing paper on “WDACL 2007: Focusing on child labour in agriculture”				Developed by IPEC project and translated into English
2	A fact sheet about IPEC Mongolia activities focusing on child labour in agriculture				Developed by IPEC project and translated into English
3	The brochure on CL in agriculture “Harvest for the future: Agriculture without child labour”	(issued by ILO/IPEC Geneva)			Translation
<i>2008 Education: the right response to child labour</i>					
1	IPEC booklet “Combating child labour through education”				Translated and printed by the Mongolian Trade Union of Teachers in the frame of the WDACL 2008
2	Child labour and education: Questions and answers				Translation
3	Facts on child labour				Translation
4	Education: the right response to child labour-leaflet				Translation
5	“Education studies” journal for May was dedicated to the WDACL				
6	Poster on Mongolian Teachers Against Child Labour				Designed and printed by the Mongolian Trade Union of Teachers
7	Brochure “Reaching the Unreached”	Brochure from the Global Task Force on Child Labour and Education for All			Translation
<i>2009 Give girls a chance</i>					

№	Project outcomes		Published		Remarks
			Mongolian language	English and other languages	
1	Give girls a chance End child labour: Questions and answers				Translation
2	“Give girls a chance” poster				Translation
3	Brochure “Give girls a chance”				Translation
4	“Modern Policy and Legal Response to Child Labour”				ILO-IPEC Guide translated
5	Eliminating the worst forms of child labour	ILO Convention 182			Translation
6	Promotional poster explaining the ILO Convention 182				

“x” - ongoing work

Highlighted with green - completed work

Highlighted with rose – Mongolian version on PDF file