



Evaluation Summaries

Support to the Proposed National Sub Programme to Eliminate the Worst Forms of Child Labour in Mongolia: Time-Bound Measures

Quick Facts

Countries: Mongolia

Evaluation Type: Mid-term

Mode of Evaluation: Independent

Technical Area: Child Labour

Evaluation Management: ILO-IPEC's Design, Evaluation and Documentation Section

Evaluation Team: Tungalag Chuluun

Project Start: 30 September 2005

Project End: 31 May 2010

Project Code: MON/05/P50/USA

Donor: United States Department of Labor

Keywords: Child Labour, Worst Forms of Child Labour,

Background & Context

Summary of the project purpose, logic and structure

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) 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.

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.

Child labour in Mongolia is strongly underpinned by the country's context of widespread poverty and increasing inequality, and inadequate access to education services especially in rural areas and peri-urban areas of the capital. Children largely work in agriculture (herding livestock for other families) and informal sectors. Commercial sexual exploitation of children is commonly believed to be increasing. Following a rapid extension of mining sector in recent years, the number of informal miners, including children is on increase.

The project set two interlinked strategic objectives of: i) strengthening the enabling environment (policy, legislation, knowledge development, capacity building) for national action against WFCL in the country; and ii) 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 that could be replicated in different areas and or at a larger scale.

Purpose, scope and clients of the evaluation

The main purposes for the evaluation are to:

- Identify key factors affecting implementation
- Identify key strategies that work well at the national and *aimag* level
- Determine the PoS role in helping the TBP achieve its objectives and targets

The object of the evaluation is the ILO-IPEC Project of Support (PoS) of the TBP in Mongolia—not the TBP itself.

Methodology of evaluation

The evaluation focused on identifying and analysing results through addressing key questions related to the main evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators.

A desk review covered various types of the project documents including APSO, action programme technical and financial progress reports, quarterly reports to the donor and related correspondence, previous evaluation report; and relevant reference materials from secondary sources such as baselines, relevant government policies, programmes and reports etc.

Field visits were conducted in two Aimags. All seven direct action project in UB has been visited.

The main methods of data collection in the field were semi structured interviews with distinct questions for the project management team, the NSC-WFCL and its secretariat, implementing agencies, local government officials; focus group discussions with the Aimag/City, Soum project task force members; group discussions (and individual interviews where appropriate) with the representatives of the children involved in the project interventions, their parents; and community members at the project sites. A few number of home visits and a visit to a temporary shelter for girls involved in sexual exploitation was done. The project internal assessment and experience sharing workshop that was organized at the onset of the evaluation mission was another source of information.

The donor representatives and the director of the ILO office for China and Mongolia were interviewed.

The preliminary findings of the evaluation were presented to the project stakeholders and validated.

Main Findings & Conclusions

The project objectives were clear, logical, relevant to the country's developmental context and the needs, consistent with and supportive of the national policies. The logical framework of the project was well designed with a clear link and logic between the strategic and immediate objectives, planned outputs and activities.

Scaling up the awareness building at the national level and mobilizing all actors in combating the WFCL in the country has been highly relevant to the local needs, but it appears too ambitious given the project lifetime and the limited resources allocated, unless its expected scope is limited to the project intervention areas. While the objective is broad and ambitious enough, the scope of the planned outputs (actions) appears limited in regards to the objective set forth.

The strategy to promote an integrated and sustainable area-based intervention model to combat the WFCL in selected areas is an excellent one. It is to deliver tangible impacts on the lives of the children that the project work with and genuinely promote the local initiatives, coordination and ownership

An overall evaluation conclusion is 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.

- The project design proved to be highly appropriate to the developmental context, and the needs of the country, and consistent with and supportive of the national policies. Its well-defined strategic and immediate objectives clearly guide the project interventions.
- Overall, the project objectives appear to be achievable by end of the project life. However the immediate objective 2, scaling up the awareness building at the national level and mobilizing all actors in combating the WFCL in the country, is too ambitious given the project lifetime and the limited resources attached.
- The project has 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 found to be appropriate to the local needs and some encouraging results are emerging.
- Solid foundations of developing area based integrated intervention models have been successfully built in selected Aimags, and some emerging good practices are in the field. However, development of such model in UB appears more challenging.

- In the second year of the implementation, the project has made a good progress in relation to its target on preventing and withdrawing children from child labour. However, in the current internal monitoring and reporting system, there is no a mechanism to distinguish the ones who were actually prevented or withdrawn as result of the project intervention and the ones targeted for such purpose and have been provided with educational and other services.

Recommendations & Lessons Learned

Main recommendations and follow-up

Recommendations to the NSC-WFCL on strengthening national level policy coordination and policy mainstreaming:

As the NSC-WFCL is still in a continuous process of undertaking its national lead role in national level policy development, mainstreaming and coordination in elimination of child labour, the following are recommended.

- With the view of its strategic role (as the NSC-WFCL), the Committee needs to have more focus on policy coordination and mainstreaming.
- It is highly recommended that the Committee reviews the progress of the NPDPC (2005-2007), Objective 13 (CL concerned); and proactively propose its input for the forthcoming 2008-2010 action plan.
- Considering the importance of a strong, tripartite partnership at the national level, it is recommended that the NSC-WFCL proactively supports the MCTU in rebuilding its capacity at national level in combating child labour.

Lessons Learnt:

- Having a specifically designed a NSP-WFCL (or its identical) is highly desirable or can be seen as a prerequisite for introducing the TBP approach in a country. However, local level time bound sub programmes at city/district and province level are equally important especially in terms of promoting local initiatives and leadership, ownership and synergy of efforts.
- TBP process requires considerable investment (of time, efforts, and resources) for its planning stage so that local government and other key actors take the leadership role and build the sense of ownership over the local initiatives in combating child labour. TBP built onto local government structures appears to be more sustainable provided backed up with effective partnership with civil society actors.
- In the planning process, based on a country context, it is important to define appropriate balance and complimentary combination of various interventions (direct action support, advocacy for and support on

policy improvements, and mainstreaming etc) with consequent resource allocation accordingly. In the case of the current project, it appears that while provision of educational services is considered and widely used as one of the key, effective interventions in the field for preventing and withdrawing children from the WFCL, the actions planned at policy level in this regard are somewhat limited.

- The value of having direct services shall be seen not only in terms of the impacts they bring into lives of the children whom the project works, but also in terms of their potential for a wider replication and implications for policy responses. Paying not enough attention to the latter would certainly diminish the value, thus the efficiency of overall interventions in general sense.