International Programme on the Elimination of Child Labour (IPEC)

International Labour Office

IPEC Evaluation

CAR Capacity Building Project: Regional programme on the worst forms of child labour and Combating the worst forms of child labour in Central Asia through education and youth employment (EYE Project).

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An independent final evaluation by a team of external consultants

Sub-regional project: Kazakhstan , Kyrgyzstan, Tajikistan, Uzbekistan

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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 a team of external consultants[1]. The field mission took place in October-December 2007. 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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Executive Summary

This report describes the evaluation of the PROACT and EYE Projects implemented by ILO/IPEC in four Central Asian countries: Kazakhstan, Kyrgyzstan, Tajikistan and Uzbekistan.

The "Capacity-Building Project: Regional Program on the Worst Forms of Child Labor (PROACT)" was funded by the US Department of Labor. Its overall strategy was to build the capacity of national institutions and organizations to prevent WFCL and to protect, withdraw, rehabilitate and reintegrate children found in WFCL. A second project, entitled "Combating the Worst Forms of Child Labor in Central Asia through Education and Youth Employment (EYE)," was funded by the Federal Republic of Germany. The EYE Project was developed as a response to the strong correlation that exists between child labor and youth employment. Its overall strategy was to build the capacity of national institutions and organizations to integrate appropriate education, training, and youth employment measures and initiatives into their programs combating WFCL.

The evaluation needed to address overarching ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects.

The evaluation was conducted by a team of five people, four of whom were local evaluation consultants, each based in one of the CA countries where the PROACT and EYE Projects were implemented. The team leader was based in Moscow, Russia. The team leader facilitated development of evaluation methods and tools, conducted a desk study, and compiled and integrated the work of the team members. The other members of the team conducted fieldwork in their respective countries and prepared the internal reports that were the basis for the final evaluation report.

Key conclusions and recommendations:

- The PROACT (or WFCL) Project and the EYE Project were designed as two parts of one program funded from two different sources. The project models coincided to a great extent and included similar development objectives and overlapping immediate objectives.

- The projects succeeded in developing capacity in the sub-region both by creating an enabling environment for combating WFCL and by building the capacity of organizations involved in this work. The most successful project component was knowledge generation and information dissemination at the country level. Projects supported high quality research that provided unique and useful data. WFCL has been included in the work plans of partners such as educational and training institutions.

- Information provided by the projects increased key partners' understanding of child labor issues in several ways. Partners now understand what WFCL is and that the problem really exists, that more regular and systematic research efforts are needed, that it is of strategic importance and requires urgent action, that the issues of child labor are country specific, and that there is positive experience combating WFCL in the world but no recipes that guarantee 100% success.

- The PROACT and EYE projects succeeded in upstreaming the issues of child labor, WFCL and youth employment in the sub-region. Today legislation in all four countries is in line with international conventions forbidding child labor and WFCL. Enforcement of laws on child labor is still an issue in all four countries. The projects successfully adapted to the changing political atmosphere in the region and actively involved government partners in Kazakhstan and Kyrgyzstan. More work is needed to actively involve government partners in Tajikistan and Uzbekistan.

- The PROACT Project design was relevant to variations in the implementing environment of the project countries and sufficiently flexible to adapt to political and other changes. The EYE Project identified existing problems with youth employment and proposed creative and practical solutions, but there is not enough evidence to make judgments about its relevance.

- Beginning activities with mini-programs and building to larger action programs proved to be an effective strategy. Mini-programs and action programs were coordinated in a professional and friendly manner though some administrative procedures require special attention and may need modification.

- Although the projects contributed to the creation of an enabling environment and to developing the capacity of local partners, their capacity is not yet sufficiently high to guarantee sustainability in any of the countries. When the project is over, there will be a higher probability of follow-up with child labor-related activities in Kazakhstan and Kyrgyzstan than in Uzbekistan and Tajikistan.

- There is still a great need for capacity development in the sub-region. Today the sub-regional component of the projects is becoming very important and relevant, and the parties involved could benefit substantially from networking, sharing experience, knowledge generation and other joint activities at the sub-regional level.

- IPEC should seek country specific interventions that consider national contexts and differences starting with the planning and design of country specific goals, objectives, results and strategies.

List of Abbreviations

ADB	Asian Development Bank
CAR	Central Asian Republics
CD	Capacity Development
CRC	Convention on the Rights of the Child
DFID	UK Department for International Development
EYE Project	Combating the Worst Forms of Child Labor in Central Asia through Education and Youth Employment (EYE): An Innovative Regional Approach
FRG	Federal Republic of Germany
GTZ	German Agency for Technical Cooperation
IA	Implementing Agency
ILO	International Labor Organization
IO	Immediate objective
IPEC	International Program on the Elimination of Child Labor
IPEN	International Program Evaluation Network
KR	Kyrgyz Republic
MLSD	Ministry of Labor and Social Development
MLSP	Ministry of Labor and Social Protection
NGO	Non-Government Organization
NIRCCL	National Information and Recourse on the Child Labour
NRIPLSP	National Research Institute on the Protection of Labor and Social Protection
PROACT Project	Capacity Building Project (PROACT): Regional Program on the Worst Forms of Child Labor
PRSP	Poverty Reduction Strategy Paper
RK	Republic of Kazakhstan
SPIF	Strategic Programme Impact Framework
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
USAID	US Agency for International Development
USDOL	US Department of Labor
WFCL	Worst Forms of Child Labor

Descriptions of the Projects

The PROACT-CAR Project

The overall strategy of the USDOL-funded Capacity Building Project: Regional Program on the Worst Forms of Child Labor (PROACT) is to build the capacity of national institutions and organizations to prevent WFCL and to protect, withdraw, rehabilitate and reintegrate children found in WFCL. The emphasis is on moving the fight against WFCL "up-stream" to the policy level and to build basic national capacities to integrate child labor concerns within the "main stream" of national development efforts at the national and local levels. In order for the project to comprehensively address country-specific needs without losing the advantages of working at the sub-regional level, the project was designed with two components.

Component 1 promotes the capacity of national organizations and institutions in five technical areas: building the knowledge base, raising awareness, supporting targeted interventions, creating linkages, and policy development. The project offered a menu of core and optional activities in each of these technical areas.

Component 2 promotes sharing experience and information. Sub-regional training workshops were held in which key partners shared innovative approaches, lessons learned, and good practices relating to mainstreaming/integration and networking, resource mobilization, child labor monitoring systems, and strengthening the role of workers' organizations in WFCL.

The PROACT Project has two immediate objectives:

> Objective 1. By the end of the project, governments, workers', and employers' organisations, NGOs and other partners will have the technical skills and organisational capacity to formulate and implement policies, programs and other initiatives to facilitate prevention, protection, withdrawal, rehabilitation and reintegration of children engaged in the WFCL.
>
> Objective 2. By the end of the project, knowledge and experience on child labor will have been jointly generated and shared at sub-regional level and knowledge generation and sharing mechanisms are in place.

The EYE Project

With funding from the Federal Republic of Germany (FRG), Combating the Worst Forms of Child Labor in Central Asia through Education and Youth Employment (EYE) was developed as a response to the strong correlation that exists between child labor and youth employment. The overall strategy for the EYE Project is to build the capacity of national institutions and organizations to integrate appropriate education, training and youth employment measures and initiatives into their programs against WFCL. The emphasis is also on moving the fight against WFCL "up-stream" to the policy level and to "mainstream" child labor issues by addressing them within national development policies on education, training, and youth employment.

Like the PROACT Project, the EYE Project also has two components to simultaneously address national needs and facilitate sub-regional learning.
Component 1 promotes creating and/or strengthening national capacity by developing and implementing pilot action programs (AP) that focus on one or more options from a menu of interventions.

Component 2 focuses on sub-regional activities that will build a knowledge base, facilitate sharing experience, and build the capacity of key partners on specific issues such as education, skills development, training, and youth employment.

The EYE Project has three immediate objectives:

> Objective 1. Awareness and capacity of major stakeholders in the participating countries in place to mainstream child labor and youth employment issues into relevant national policy frameworks.
>
> Objective 2. Target groups have access to viable alternatives to child labor through the promotion of education, vocational and skills training and youth employment.
>
> Objective 3. Knowledge base in place and networking at sub-regional level on-going to generate synergy and contribute to building capacity within central areas of fighting child labor through activities related to youth-employment.

Evaluation Methodology

The Purpose of the Evaluation

This evaluation was conducted to address the ILO's key questions related to the projects' relevance, effectiveness, efficiency, and sustainability as defined in ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects.

In accordance with the results-based framework approach used by ILO-IPEC for identifying results at the global, strategic and project levels, the evaluation focused on two matters: 1) identifying and analysing project results by objectively answering the ILO's key questions, and, 2) systematically documenting the achievement of the projects' Immediate Objectives using data specified in the projects' logical framework.

Justification of the Approach

This section briefly explains our rationale for choosing methods suitable to the evaluation's purpose and the ILO's results-based approach.

Our task as evaluators was to conduct an in-depth study of the PROACT and EYE Projects. We needed to understand, 1) to what extent these projects succeeded in developing the capacity of key partners and implementing agencies, 2) what was the quality and quantity of information produced by the projects and how was that information used, 3) how well the projects were coordinated, and, 4) to what extent the projects became sustainable. In order to accomplish these aims, we needed to discover the complex interactions within the projects, among them, and also the projects and their external environment.

The evaluation questions for which we sought answers were not intended to test any existing hypothesis, i.e., they were purely empirical in nature. Answering these evaluation questions allowed us to gain new knowledge but not to test an existing model or hypothesis. We needed to remain open to any and all information so that rigorous inductive analysis would lead us to valid conclusions and useful recommendations.

Because we had no capacity to influence or control the projects' parameters, the only way to gather the information needed to answer the evaluation questions was to review documents and to interview people related to the projects in the four countries. Printed documents and oral interviews were mostly descriptive in nature. Most of the information gathered was based on peoples' experiences and recollections.

We positioned ourselves from the very beginning as project researchers rather than as project experts. We learned a great deal and in this report we present this new knowledge in a systematic way.

In summary, the evaluation was designed with the following characteristics:

- The task of the evaluation was an in-depth study of the PROACT and EYE Projects
- The geographic boundaries were predetermined and included four CA countries
- The study was to obtain new knowledge on a number of issues
- The evaluation was to be based on an inductive analysis of largely descriptive information from peoples' recollections and relevant documents
- The evaluation consultants were to assume the role of researchers learning through the acquisition of new knowledge in the course of the evaluation

The Evaluation Team

It is important to mention that the evaluation was conducted by a group of people who knew each other before but who, for the most part, worked independently during the course of this evaluation. The team leader facilitated the development of the evaluation methods and tools, and conducted the desk study,

while the other four team members conducted field work in their respective countries and produced reports of their individual findings. The team leader compiled the individual country reports into this final summary report and discussed it with the team members using the Internet (Skype), e-mail and telephone.

Sampling

It is also essential to know how information sources for the evaluation were selected. Our study used a method typical of qualitative research projects called "purposeful sampling" (Patton, 2001) to identify what the research literature (e.g., Denzin & Lincoln, 2005) calls "information-rich" sources: we selected sources of information that could provide the maximum help in answering the evaluation questions.

To identify people who were best informed about the projects, we started with the documentation recommended in the Scope of Work, consulted with project coordinators and used a method called "snowball sampling." First, we asked representatives of the ILO/IPEC to recommend key sources of project information. These recommendations included ILO/IPEC key partners and implementing agencies. Second, we approached the implementing partners and asked them to give us names of the people most knowledgeable about the project. We identified and conducted interviews with several dozen people (see Annex 3). A similar approach was used to identify and collect the most informative project documents.

Data Gathering Methods

Four methods were used to gather information: 1) in-depth, semi-structured individual interviews, 2) group interviews, 3) observations, and, 4) document reviews. We contacted various stakeholders and considered different types of relevant documents, including electronic and web-based ones, and were able to use methodological and data-source triangulation to verify data.

Analysis of the Collected Data

The team collected an impressive amount of data. The evaluation questions for both projects were answered in separate reports prepared by the local evaluation consultant in each of the four countries. The team leader and local consultant discussed the individual country report one-on-one and when necessary, additional information was collected and sent to the team leader.

To process this information and put it into one report we used a simplified version of an analytic approach called "building a grounded theory":

- we read through all the collected information
- we discussed the information
- we identified categories and the most important issues that emerged from the data
- finally we identified how and why these categories and issues were related to each other

A draft report was then sent to all the consultants for review and comment, and these comments were subsequently incorporated in this final version of the evaluation report.

Protection of Evaluation Participants and Ethical Issues

It is of paramount importance to ensure the privacy of evaluation participants. We made arrangements for all evaluation activities with the heads of participating organizations and explained the tasks of our evaluation to them and to all other people to be interviewed. We obtained permissions from organizations and individuals to collect and use information. When people asked to see the interview questions in advance we always provided them. In most cases, we protect our informants' anonymity by not using specific names. When participants are quoted in the report, it means that we have either obtained their permission or taken the quote from an open source.

Evaluation findings

PROACT and EYE Project Models

This evaluation focused on two projects and the evaluation team was asked to separate findings, conclusions and recommendations related to each. In this section, we examine each project's model to establish a basis for the future analysis and reference.

The PROACT Project—also called the "WFCL Project" in project documentation and by the parties involved—was started in 2004 with support from the USDOL. The EYE Project was started in 2006 with support from the FRG.

The PROACT and EYE Projects have the same development objective: to contribute to the elimination of the worst forms of child labor in Central Asian Countries.

Both project's immediate objectives (IOs) have much in common. The PROACT Project's IOs are more general and can be said to include the EYE Project's IO-1 and IO-3. The EYE Project's I.O. #2 implies creating access to viable alternatives to child labor for the target groups, an expected result that is not articulated in the PROACT Project's IOs.

Both projects' strategies look very much alike:

- The overall strategy for the PROACT Project is "to build capacity of national institutions and organizations to prevent WFCL and to protect, withdraw, rehabilitate and reintegrate children found in WFCL. Particular emphasis will be given to moving the fight against WFCL "up-stream" to the policy level and to build a basic national capacity to integrate child labor concerns with national development efforts at national and local levels. Moreover, particular emphasis will be placed on social mobilization in a broad sense, sharing of experience and information for co-ordination and creation of synergy effects to facilitate replication and scaling up of interventions."

- The overall strategy for the EYE-project is "to build capacity of national institutions and organizations to integrate appropriate education, training and youth employment measures and initiatives in their programmes against WFCL. Emphasis will be given to moving the fight against WFCL "up-stream" to the policy level and to mainstream child labor issues into national development policies in regard to education, training and youth employment."

Table 1 (pg. 12) shows the logic of the two projects. Figures 1 and 2 (pgs. 13 and 14, respectively) show the PROACT and EYE frameworks. Figure 3 (pg. 15) shows how similar the frameworks are. Basically, the EYE framework is a slightly modified version of the PROACT framework.

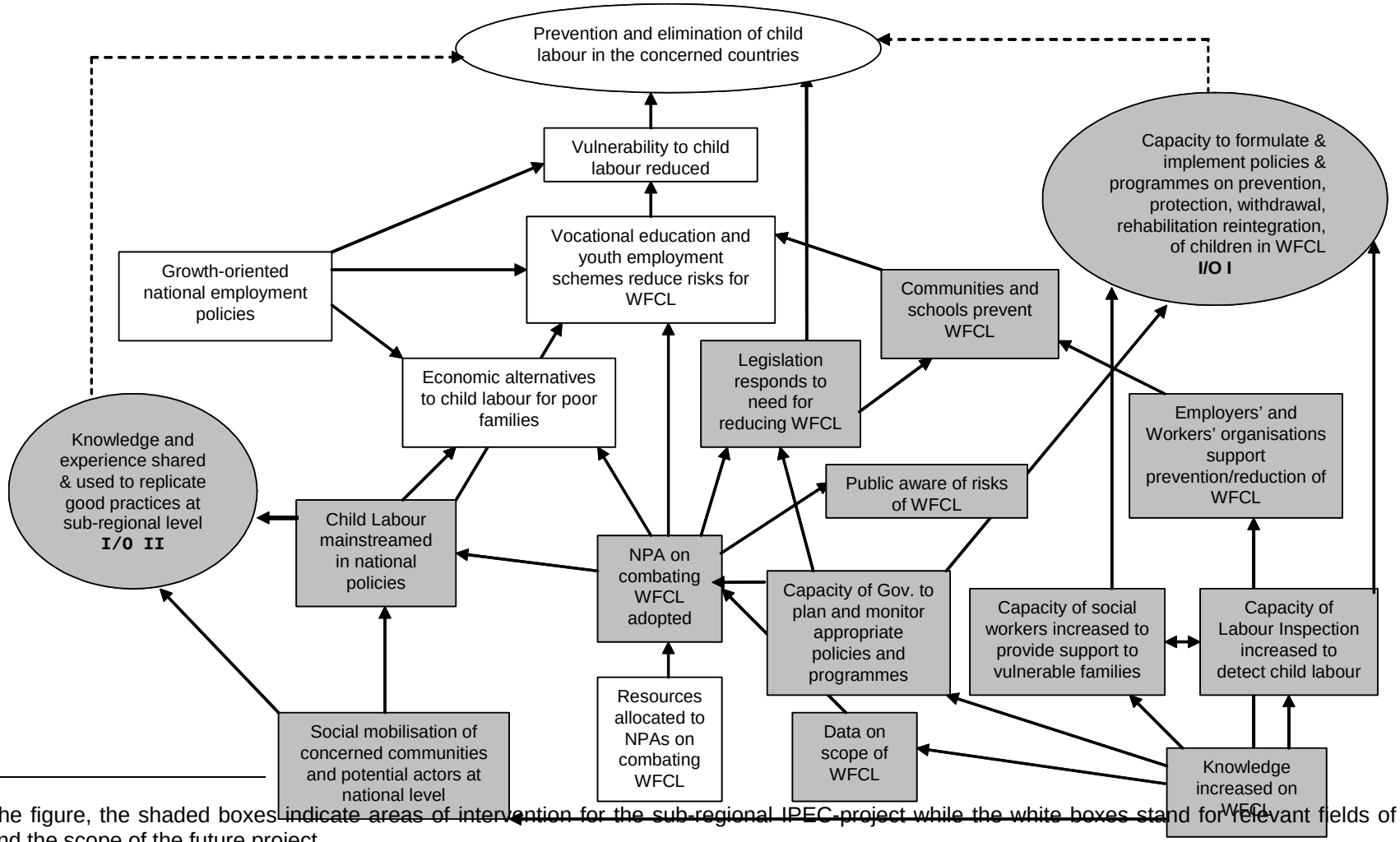
The menu of model interventions for the PROACT Project is much broader than the menu for the EYE Project. The PROACT menu items are generalized and embrace the EYE menu items. Thus, most PROACT interventions contribute to the achievement of the EYE IOs as shown in Figure 4 (pg. 16). The EYE interventions contribute to the more specific EYE IOs and therefore to the more general PROACT IOs that overlap with the EYE IOs.

Table 1. Project Logic: PROACT and EYE

	PROACT	EYE
Development Objective:	To contribute to the elimination of the worst forms of child labor in Central Asian Countries	To contribute to the elimination of the worst forms of child labor in Central Asian Countries
Immediate Objectives	Immediate objective 1: By the end of the project, governments, workers' and employers' organizations will have the technical skills and organizational capacity to facilitate and implement policies, programmes and other initiatives to facilitate prevention, protection, withdrawal, rehabilitation and reintegration of children engaged in WFCL. Immediate objective 2: By the end of the project, knowledge and experience on child labor will have been jointly generated and shared at the sub-regional level and knowledge generation and sharing mechanisms are in place.	Immediate objective 1: Awareness and capacity of major stakeholders in the participating countries are in place to mainstream child labor and youth employment issues into relevant national policy frameworks. Immediate objective 2: Target groups have access to viable alternatives to child labor through the promotion of measures increasing employability and creating decent work opportunities. Immediate objective 3: Knowledge base in place and networking at sub-regional level on-going to generate synergy and contribute to building capacity within central areas of fighting child labor through activities related to youth-employment.
The menu of model interventions:	I. Building the knowledge base on WFCL (a) Core activities - Conducting baseline surveys and studies (b) Optional activities - Conducting thematic/sector studies and assessments - Conducting good practice studies II. Awareness raising and dissemination of information: (a) Core activities - A systematic and comprehensive awareness raising campaign - Improving children's access to participation in the debate on child labor - Support for the production and dissemination of awareness raising materials - Support for national and local awareness raising and social mobilisation campaigns. (b) Optional activities - Support for the empowerment of children - Support for establishment of national documentation centres - Support for the production and dissemination of newsletters, fact sheets, booklets, home pages etc. - Support for exchange visits and secondments III. Support to targeted interventions for prevention, withdrawal and rehabilitation (a) Core activities - Training of families	Core activities: a) Access to basic and non-formal education b) Assistance in developing National Action Plans on Youth Employment Optional activities: c) Skill development and vocational training d) Public works and community services (improvement of public infrastructure, temporary work in public services, etc.) e) Starting a business or income-generating activity f) Group-based youth entrepreneurship

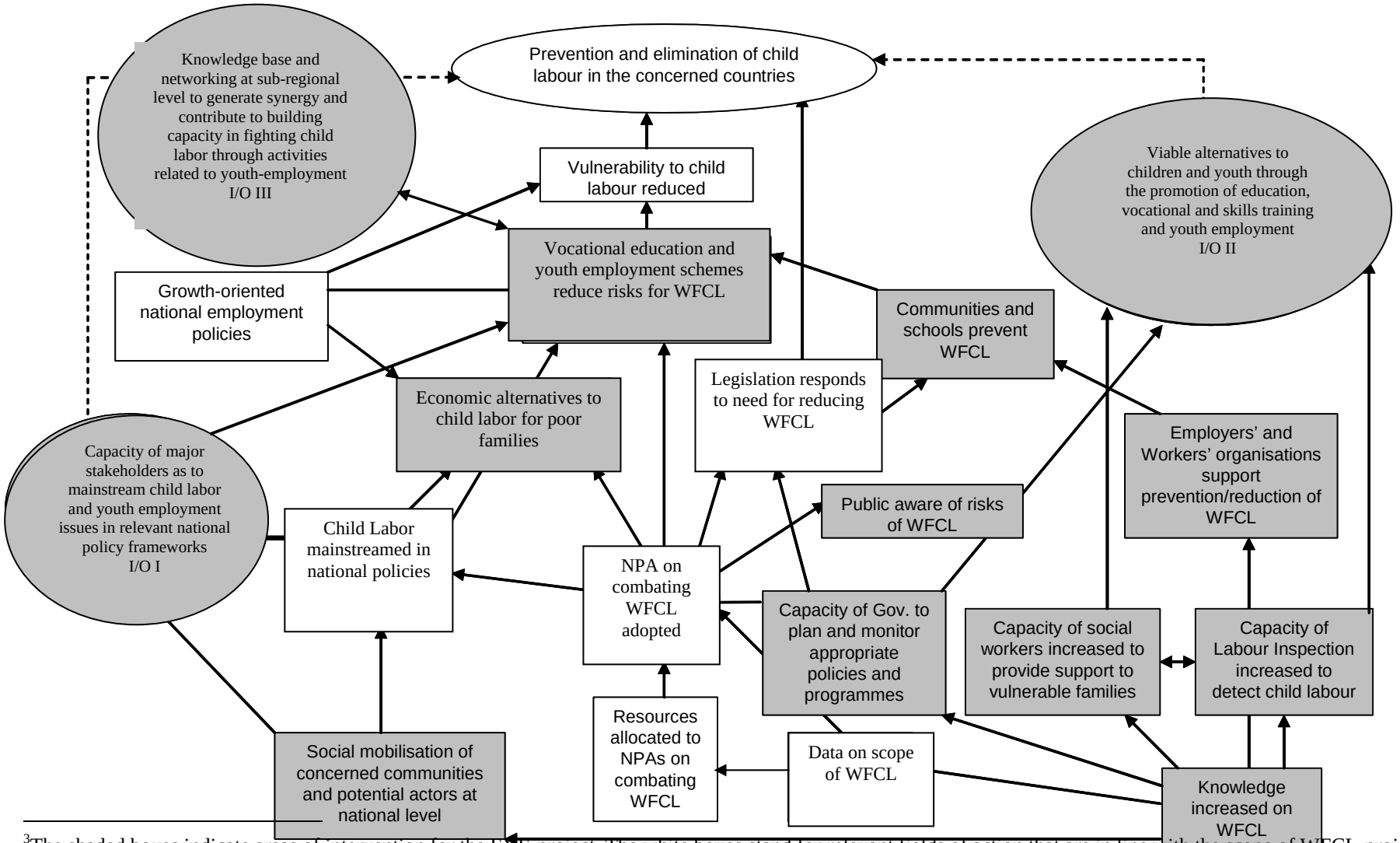
	- Placing of children in a relevant education system (b) Optional activities - Direct action to demonstrate innovative approaches - Models for the withdrawal of children from child labor, their rehabilitation and for the prevention of child labor <u>IV. Creating linkages and networks:</u> (a) Core activities Establishment and operation of community based child labor committees (b) Optional activities - Support for resource/donor mapping and mobilisation building - Support for training on and facilitation of formulation and integration of child labor action plans and codes of conduct. Support for training on WFCL for staff in key organizations - Support for the establishment of child labor networks and/or the integration of child labor issues into existing networks. - Support for the strengthening of local level structures - Support for campaigns aiming at decision makers at national and local levels - Support for the development/adjustment of guidelines on WFCL for law enforcers <u>V. Formulation, implementation and enforcement of policies and legislation:</u> (a) Core activities - National level workshops to develop national strategies for awareness raising and social mobilisation - Support towards ratification of C 182 (Uzbekistan and Tajikistan) - Support for the Formulation of national strategies and action plans for application of C182. - Support for formulation and review of policies and legislation that has a bearing on the elimination of WFCL. (b) Optional activities - Support for training on strategies for awareness raising, social mobilisation and tools for civil society organizations. - Support for training of law enforcement officials on WFCL. - Support for development and testing of child labor monitoring systems	

Figure 1. Strategic Program Framework for PROACT Project[2]



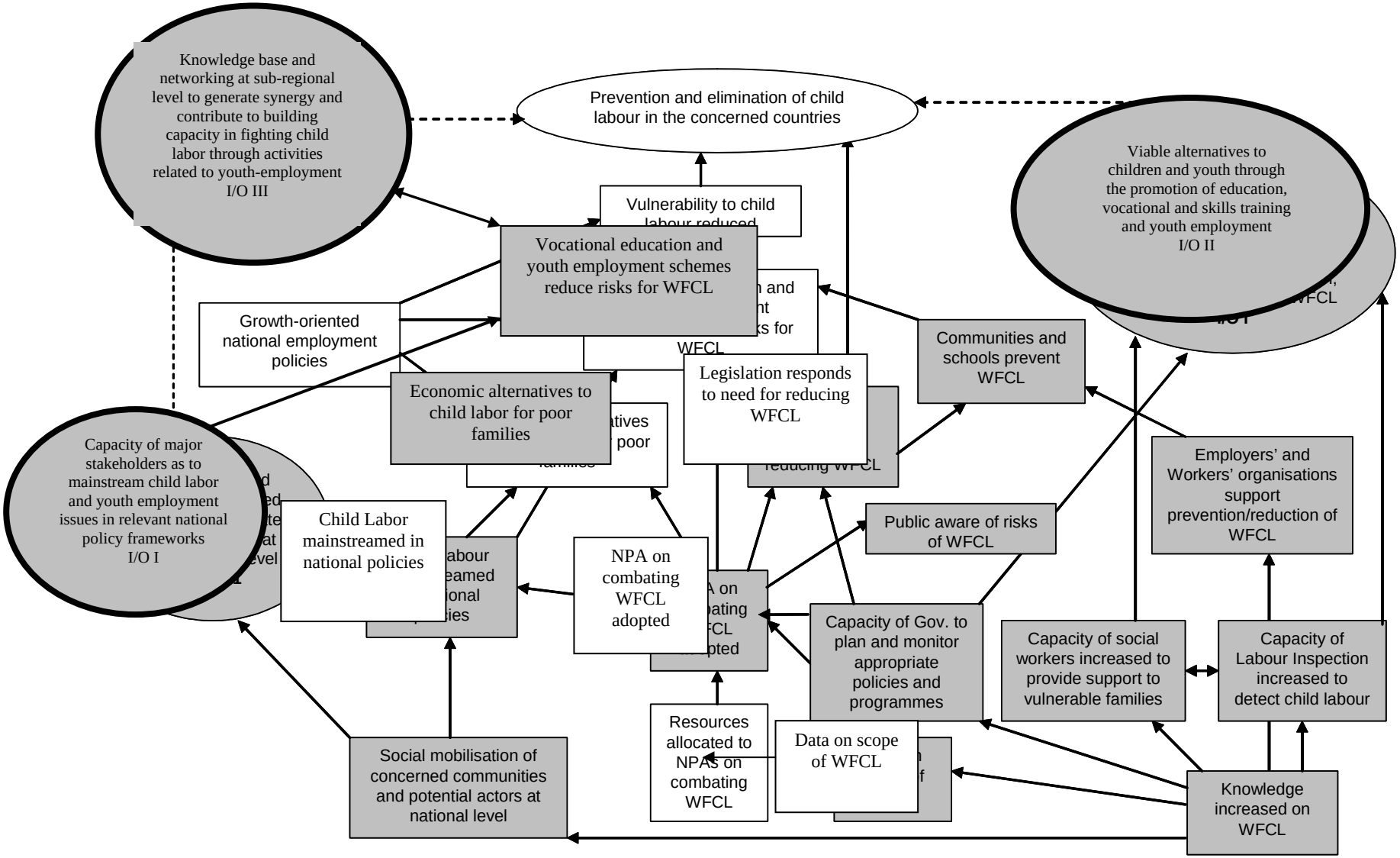
[2] In the figure, the shaded boxes indicate areas of intervention for the sub-regional IPEC-project while the white boxes stand for relevant fields of action that are beyond the scope of the future project.

Figure 2. Strategic Program Framework for EYE Project[3]



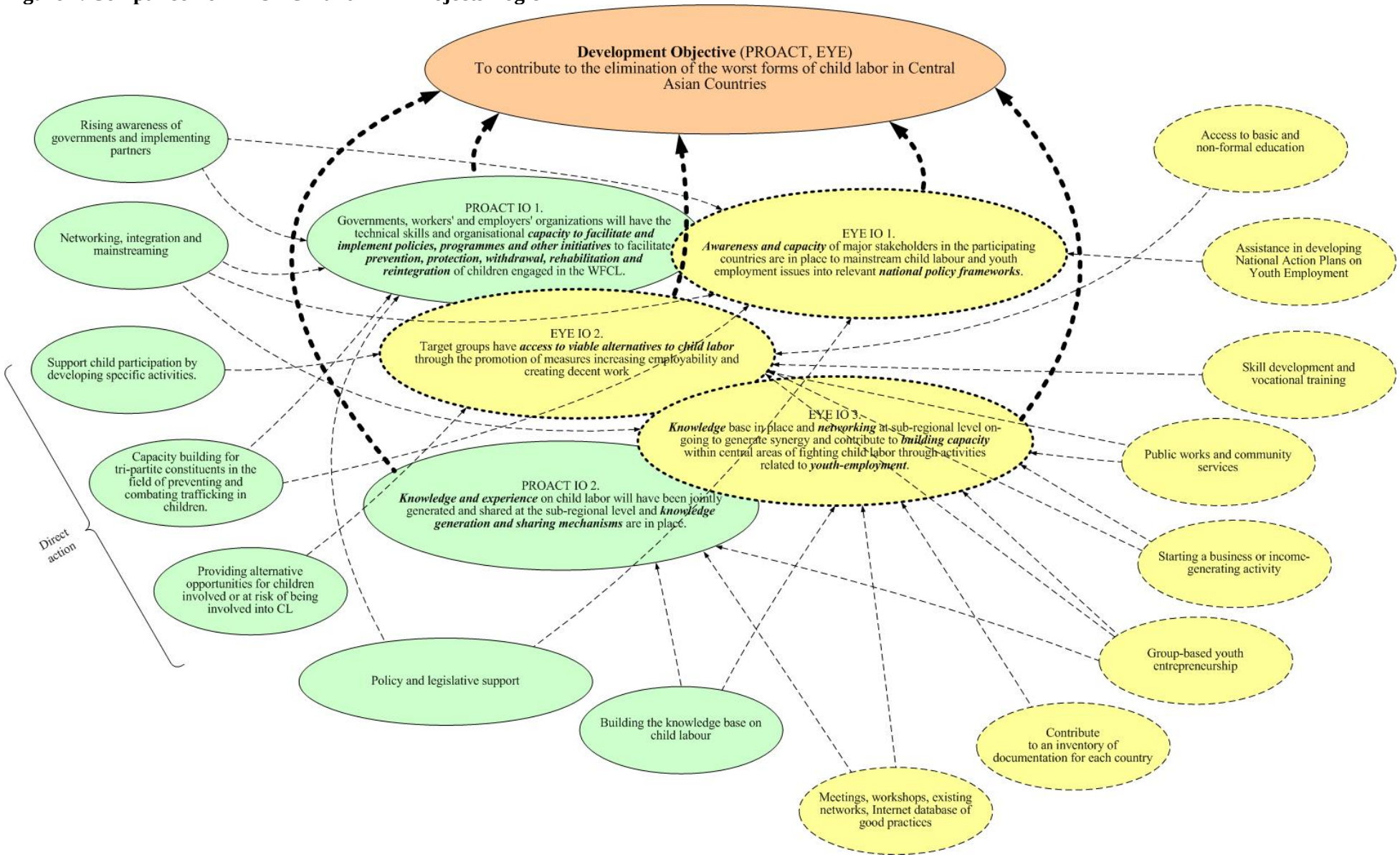
[3]The shaded boxes indicate areas of intervention for the EYE-project. The white boxes stand for relevant fields of action that are in line with the scope of WFCL-project (PROACT).

Figure 3. Comparing the Strategic Program Frameworks for PROACT and EYE Projects[4]



[4] Only components marked bold differ substantially. Boxes marked grey or white indicate differences in the projects emphases.

Figure 4. Comparison of PROACT and EYE Projects Logic



The intended direct beneficiaries for both projects are the children and youth who are
- withdrawn from worst forms of child labor in the four participating countries in the context of APs implemented by the projects, or,
- prevented from becoming victims of worst forms of child labor.

The partners for both projects in all four countries are governments, employers and worker organizations, NGOs, and teachers. The key government partners in all four countries are Ministries of Labor and Social Protection. Moreover, in each country, IPEC selected a number of NGOs with experience in child protection for the PROACT (WFCL) project. Many of these NGO partners were invited to participate in EYE Project activities in the capacity of Implementing Agencies.

The EYE Project is executed by ILO-IPEC in close cooperation with IPEC's Regional WFCL-project (PROACT) implemented in the same four CARs. The EYE Project Document states that "both projects should be seen as two components of a larger umbrella-programme focusing on the same overall development objective…"

The project website[5] introduces the two projects as follows:
"The PROACT CAR consists of two sub-projects:
1. 'CAR Capacity Building Project: Regional Program on the Worst Forms of Child Labor'
2. 'Combating the Worst Forms of Child Labor in Central Asia through Education and Youth Employment (EYE)'
The sub-projects are considered as two inalienable components of PROACT-CAR, aimed at the *same principle project objective*: to contribute towards the elimination of the worst forms of child labor in Central Asia."

Conclusions

- *The WFCL Project and the EYE Project were designed as two parts of one program funded from two different sources.*

- *The PROACT (or WFCL) and EYE Projects' theoretical frameworks are closely aligned: their development objectives are the same and their immediate objectives overlap; their menus of model interventions are identical and their strategies are similar; and the beneficiaries of each project are the same.*

- *The two projects are executed in collaboration with the same principal partners.*

- *The different scope of each project's logic is the single distinguishing characteristic: the PROACT Project includes employment as a minor element among numerous directions whereas the EYE Project focuses on youth employment alone.*

- *As the project models coincide to a great extent, including similar development objectives and overlapping immediate objectives, one would expect certain difficulties in identifying the causal chains and distinguishing each project's effects. At the same time it should not be a problem to analyze the projects interventions separately.*

[5] http://www.ilo.org/public/english/region/eurpro/proact-car/index.htm

Building the capacity of major stakeholders

In this section we describe and discuss findings related to building the capacity of major stakeholders to integrate child labor issues into national policies.

Who are the major stakeholders

We start this section by describing the major stakeholders in each country. In most cases we add brief comments on how the key stakeholders are connected with WFCL issues.

Kazakhstan

PROACT

Government organizations	The Ministry of Labor and Social Protection is dealing with employment policy and labor issues. This is the key project partner responsible for implementing laws and policies related to WFCL. The Ministry of Education and Science (MES) deals primarily with education policy in the field of professional education but is also responsible for implementing state policies on youth with other entities. The Ministry's special Committee on Protection of Children's Rights works for the rights and interests of children. The Ministry of Agriculture and the Ministry of Industry and Trade also deal with the issues of child labor in their respective contexts. The State Agency on Statistics is responsible for collecting data on youth employment. City authorities of Almaty have recently developed a plan for combating WFCL.
Foreign and International Organizations	UNICEF-Kazakhstan is dealing with issues of children's health and children's rights. Global Environmental Foundation/Small Grant Program Eurasia Foundation
NGOs	Associations of employers and employee unions are both involved in activities related to child labor and WFCL. In particular, they are participating in the development of government policies on youth employment and related laws and programs by submitting inputs to law and policy-making bodies. Youth organizations in Kazakhstan are mainly involved in implementation of government youth policies. Though their participation is limited, they are working in cooperation with government entities to help officially registered unemployed young people. The project's implementing agencies are local NGOs dealing with children with special needs, women's organizations that operate resource centers, crisis centers, human rights organizations, and centers for social and psychological rehabilitation for women and children. Labor unions.

Kyrgyzstan

PROACT

Government organizations	The major government stakeholder and project partner is the Ministry of Labor and Social Development (MLSD). This ministry is responsible for implementation of ILO conventions in the Kyrgyz Republic (KR). The State Inspection on Labor under the MLSD is responsible for enforcing the observance of laws on labor and protection of labor in the KR. The Ministry of Education and educational institutions are responsible for returning school age children to the classroom, whatever their reason for not attending. The Ministry of Health is informing citizens about health issues and healthy lifestyles. Healthcare institutions provide consultations and treatment for children suffered from WFCL and are also responsible for providing professional consultations to parents and other family members. The National Council on Women, Family and Gender under the President of the KR is participating in the development and implementation of state policies in their respective areas. The Youth Labor Exchange under the State Committee on Youth Migration and Employment is helping young people find jobs. Its services are free for young people between the ages of 16 and 29. The State Agency on Statistics is responsible for collecting data on youth employment.
Foreign and International Organizations	UNICEF-Kyrgyzstan has been working in KR since 1992, dealing with issues of children's health and children's rights. UNICEF supported the development of the Children's Code of the KR, the only document of its kind in CA. Every Child[6], a UK NGO, is implementing a project aimed at withdrawal and rehabilitation of working children from the streets of the Osh Oblast. The project is supported by the oblast administration and the Osh city administration and is funded by the Department of International Development (DFID).
NGOs	The key project partners among NGOs in KR are the Federation of Unions and the Federation of Employers. It is important to mention that there are over 90 NGOs in the KR whose mission is somehow related to the protection of children's rights. In particular, there are several professional NGOs dealing with WFCL issues. Not all of them were among the project partners: - The Center for Protection of Children[7] is implementing a systematic approach to solving the problems of working children. The Center is developing alternatives to child labor, providing social rehabilitation services, increasing financial

[6] www.everychild.org.uk

[7] www.streetchild.kg

sustainability of the poorest families, protecting children's rights, and advocating their interests at the national level.

- The NGO Network for Protection of Children's Rights and Promoting Children's Interests is actively promoting CRC norms and principles in the KR.

- The Youth Human Rights Group has been dealing with children's and youth issues for more than eleven years. Juvenile justice is one of their primary fields of activity and expertise.

- The Voice of Freedom is a new national network, supported by Freedom House and USAID, which recently started a project for the medical and psychological rehabilitation of children who are victims of violence.

- TAIS Plus is an NGO working on strengthening the community of sex workers and advocating for better conditions for sex workers. The organization reaches over 90% of street sex workers.

EYE

In addition to the international organizations mentioned for PROACT, the EYE Project has been actively dealing with international organizations and programs such as the UNDP-UNV Youth Program, Helvetas, University of Central Asia, GTZ, Forum for Educational Initiatives. Some, like the UNDP-UNV Youth Program, allocated funds for joint activities. Cooperation with these organizations and programs was established within the framework of the Donor Roundtable on Vocational Education and Training of which the EYE Project is a member.

Because several international organizations' youth employment programs are working toward similar goals, there is potential for synergy with the EYE Project. The ILO, for example, is implementing the Boosting Youth Employment Project in Kyrgyzstan (and Azerbaijan). Three other organizations are involved in vocational programs: the UNDP in vocational training for street children, the ADB in vocational education and skills development, and GTZ in vocational education. It seems likely that the impact of both programs will be increased.

Tajikistan

PROACT

Government organizations	Ministry of Labor and Social Protection Presidential Administration Madjlisi Oli (Parliament) Ministry of Education Ministry of Internal Affairs
Foreign and International Organizations	UNICEF-Tajikistan supported the project and joined IPEN in promoting the idea of preventing WFCL. This activity was included in the work on protecting children's rights implemented by UNICEF in the RT. A new alliance of two well-known organizations, "Save the children-UK" and "Save the children-USA," successfully collaborated with the project and are now actively working to prevent children from entering WFCL. The two organizations also opened the "Center for Supporting Working Children."
NGOs	Federation of Unions of Tajikistan. Several NGOs are working as implementing agencies for the project, among them the NGO "Youth House," and the NGO "RCVC" (Refugee Children and Vulnerable citizens).

EYE

The EYE Project is dealing with the same government and international partners. Some of the PROACT implementing agencies (NGOs) were also invited to work on the EYE project. Several newly selected NGOs were recruited to implement EYE interventions.

Uzbekistan

PROACT

Government organizations	The Ministry of Labor and Social Protection is the key project partner Republic Scientific Centre for employment, occupational safety and health and social protection under the Ministry of Labour and Social Protection Olii Majlis (parliament), through its committees on labor and social issues, religion and NGOs. Ministry of Health Office of Prosecutor General Ministry of Internal Affairs Ministry of Education Ministry of Higher, Secondary and Professional Education Tashkent Law School The Republican Center for Social Adaptation of Children Academy of State and Public Development under the President of Uzbekistan City administrations National Center on Human Rights
Foreign and	UNICEF is well represented in Uzbekistan. Its priority is deinstitutionalization of

International Organizations	children in the orphanages. WFCL is not formally on the UNICEF agenda but UNICEF co-sponsors some project activities, such as research. World Vision supports children with disabilities and runs HIV/AIDS prevention programs. Global Fund–prevention of HIV/AIDS, tuberculoses and malaria. Particular emphasis is on vulnerable groups.
NGOs	Association of Business Women Association of Farmers Chamber of Commerce and Industry Labor Unions: Council of Federation of Labor Unions and Central Committees of unions of agricultural workers, of teachers, of small and medium enterprises Children's Fund NGOs: "Mehr Taianchi" and "Kamolot" Foundations: "Mahallya," "Sen Elgiz Emassan"

EYE

In addition to the partners mentioned for the PROACT project, the EYE Project has been actively dealing with the "Tahlil" Center for Social Research, the Republican Center for Career Guidance and Psycho-Pedagogical Diagnostics, the US Embassy, IFC and IZZ/DVV, and the "Sanvikt" Scientific and Research Center for Children with Disabilities.

Conclusions

- *Major stakeholders in the PROACT (or WFCL) Project and EYE Project were similar to a great extent. EYE used existing connections developed by PROACT.*
- *In all four countries the main government partners for both projects were ministries of labor and social protection (or social development) and the key strategic partners were ministries of education and ministries of health.*
- *The UNICEF country offices in all four countries supported PROACT and EYE to the extent that UNICEF could be considered the key sub-regional international project partner.*
- *Federations of Unions and Associations of Employers were also involved as per the project concept in all four countries, but they were strong enough to be considered major stakeholders only in Kyrgyzstan and Kazakhstan.*
- *Although NGOs participated in both projects as implementing agencies, the extent of their participation varied depending on the country context and the level of development of the NGO sector.*
- *Several respondents described positive experiences of collaboration with religious leaders in Uzbekistan.*

Use of model interventions

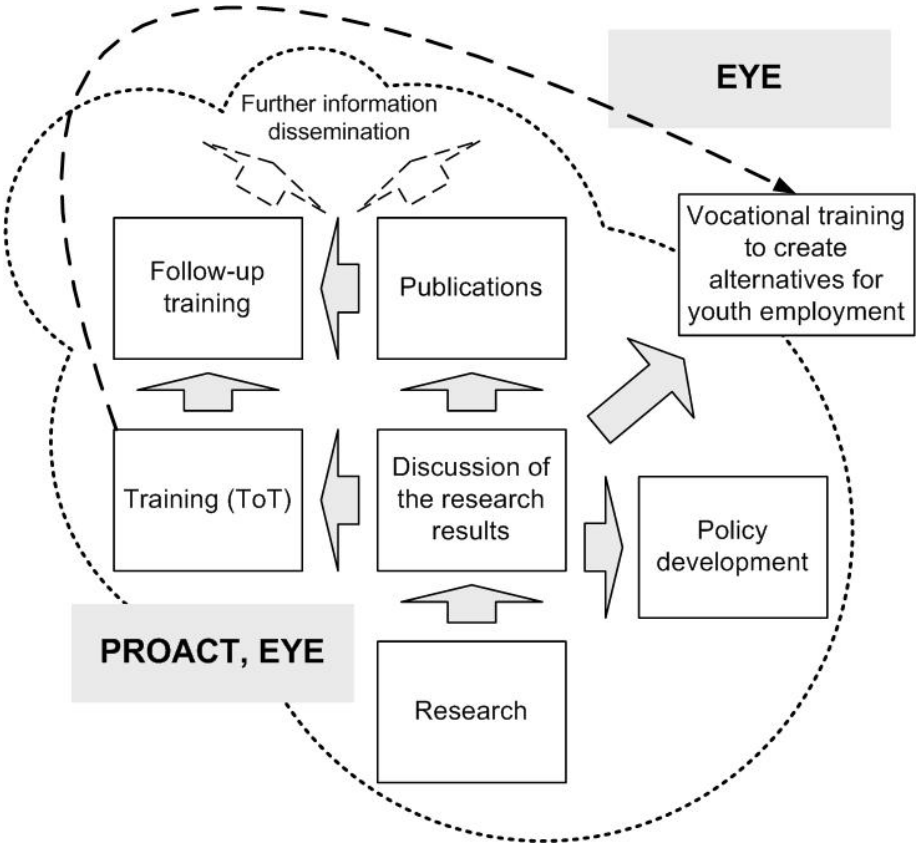
We begin this section with a description of the most commonly used models of intervention and comments on the peculiarities of their use in the four CA countries. These model interventions are shown graphically in Figure 5 [page 26].

Research was the intervention most commonly used by both projects in all four countries with the reasonable rationale that heretofore there had been no information on child labor and WFCL.

Mainstreaming WFCL would be impossible without evidence and it was obviously crucial to get baseline data to demonstrate that the issue existed and needed to be addressed.

To conduct research the two projects hired highly qualified, respected, and trusted providers such as the Center for Strategic Research in Tajikistan, the Center for Social and Economic Research CASE in Kyrgyzstan, and the Tahlil Research Center in Uzbekistan. The research products were highly appreciated by various audiences and were given serious consideration by decision makers and even country leaders in all four countries. In Kazakhstan, one of the research projects was aimed at assessing existing legislation and developing proposals on incorporating child labor and WFCL issues. This model intervention proved very effective and lead to concrete results.

Figure 5. Model interventions



Discussion of the research results was another popular and natural intervention. There were two kinds of discussions—with professional audiences and with policy makers. The latter included parliaments and special committees on child labor or WFCL, usually formed under a Ministry of Labor and Social Protection (Development) in each of the four countries. Discussions with policy makers often lead to development of draft laws and/or policies that are described in greater detail in the section on mainstreaming WFCL.

Committees on child labor were formed in all four countries. The idea of such a committee on WFCL was well accepted in all cases. Initially, all of the committees worked well, helped mainstream WFCL, and provided strategic guidance for the PROACT project. Over time, the effectiveness of the committees in different countries began to vary. In Tajikistan, for example, a high-level stakeholder in the Ministry of Labor and Social Protection was very skeptical about the level of cooperation between ILO/IPEC and the Ministry in general and about the work of committee in particular. He suggested that ILO/IPEC "look for more effective ways of cooperation with the Ministry," which probably means that there is still an opportunity for developing a collaborative relationship. In contrast, in Kyrgyzstan a

National Strategy for Elimination of WFCL was developed with the help of the country committee on WFCL. Two major factors probably determine the effectiveness of the committee:

- the personal commitment of the chair and his/her influence,
- institutional memory and continuity.

Nurturing personal relationships with the chair and committee members was one of the key tasks of project management, mainly the country project coordinators. The evaluation team members were well aware of the value of these relationships and appreciated the thoughtful and skilful facilitation by the country coordinators.

Staff turnover in partner organizations—mainly government entities—was one of the major challenges facing the country coordinators. Turnover was a concern in all the countries though one of the most recent and extreme cases was in Kyrgyzstan, where several key officials were changed in the course of the evaluation.

Discussions with professionals lead to publications and training designed and conducted by the IAs. Trainings were provided for the target audience—working children or children at risk of getting involved in WFCL—or to trainers who could further disseminate their knowledge.

Vocational training to create alternatives for youth employment was initially part of the PROACT model and later became the major model intervention for the EYE project. This is the only real difference in the model interventions used by the two projects. The information we collected indicated that the effect of this kind of intervention was lower than the effects of the interventions mentioned above. In Tajikistan, vocational training to create employment alternatives did not work particularly well because the overall vocational education infrastructure in the country was extremely weak. The low level of awareness of WFCL and the difficult economic situation meant that the EYE project was just approaching the point when it might be possible to experiment with prevention, withdrawal, and rehabilitation for children victimized by WFCL.

One of the projects implemented in Tajikistan demonstrated how important it was to thoughtfully design and realistically assess the outcomes of each intervention before implementation. Though the project goal was to provide new employment opportunities for trainees and to withdraw them from WFCL, the actual project outcome was quite different. The cooking skills training provided by the project for young sex-workers increased their cooking skills, however we received no evidence that anyone of the trainees quit sex-work.

Support for targeted prevention, withdrawal, and rehabilitation interventions was used less in Kazakhstan than other interventions because of the low level of awareness of WFCL. Even in Kazakhstan, there were almost no IAs capable of providing proper services in coordination with schools, families, communities, employers, etc. Most model interventions in Kazakhstan were necessarily aimed at prevention rather than withdrawal and rehabilitation.

Conclusions

- *The intervention models most commonly used by PROACT and EYE were research, discussion and dissemination of research results, training, and policy development. The reason for the common use of those interventions was their relevance to the primary task of raising awareness and mainstreaming the issues of WFCL.*

- *The least commonly used interventions were services aimed at withdrawal and rehabilitation of children involved in WFCL. Most of our respondents explained that in all four countries it was too early to use those interventions extensively for want of adequately established capacity and a sufficiently supportive environment.*

- *The EYE Project research and training were focused on youth employment issues, whereas the PROACT Project did not a put special emphasis on youth employment and considered it along with other WFCL-related issues.*

Recommendations

- *Further work is needed to raise awareness in the sub-region and should be planned with careful regard for the significant differences among the four countries.*

- *Design-phase planning for interventions aimed at withdrawal and rehabilitation of children involved in WFCL should include a comprehensive and realistic assessment of possible related risks. Each project of this kind should involve scrupulous self-evaluation and lessons learned should inform future planning.*

- *As withdrawal of children involved in WFCL is a burning issue it is important to support further development, especially implementation of legislation aimed at protecting children from WFCL, while more complex, systematic approaches are piloted and disseminated in the sub-region.*

Upstreaming WFCL issues

It is important to note that the PROACT and EYE Projects did not have to start from the scratch. All four countries ratified the 1989 United Nations Convention on the Rights of the Child (CRC) (see Table 2), three countries ratified ILO Convention No. 138 concerning Minimum Age for Admission to Employment and two countries ratified ILO Convention No. 182. Political will to protect children and to combat child labor as stated in the PROACT Project Document has also been evident in the years following independence as reflected in commitments made by the four countries at the international level and legislative and policy measures introduced at the national level. Three countries have also ratified the *Optional Protocol* to the CRC *on the Sale of children, Child Prostitution and Child Pornography (2000)*. All were signatories to the United Nations *Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially women and children, 2000*[8] adopted in Palermo in December 2000 but which has not yet entered into force. Two countries have adopted the Optional Protocol to the CRC (2000) on the involvement of children in armed conflicts[9].

Below we describe some of the most recent evidence of upstreaming child labor and WFCL issues in the sub-region.

Table 2. Ratification of international instruments[10]

Description	KAZ	KYR	UZB	TAJ
ILO Convention No. 138 (1973) – minimum **age**	18-May-2001 - **16**	31-Mar-1992 - **16**	-	26-Nov-1993 - **16**
ILO Convention No. 182 (1999)	26-Feb-2003	10-May- 2004	-	-
Convention on the Rights of the Child CRC (1989)	11-Sep-1994	6-Nov-1994	29-Jul-1994	25-Nov-1993
Optional Protocol to the CRC (2000) on the involvement of children in armed conflicts	10-May-2003	-	-	5-Sep-2002

[8] Known as the Palermo Protocol.

[9] CAR Capacity Building Project: Regional Program on the Worst Forms of Child Labour, 2004, page 11

[10] Ibid

Optional Protocol to the CRC (2000) on the sale of children, child prostitution and child pornography	18-Jan-2002	12-Mar-2003	-	5-Sep-2002
Palermo Protocole (2000)[11] Signature/Ratification date	13-Dec-2000/ -	13-Dec-2000/ 02-Oct-2003	13-Dec-2000/ 09-Dec-2003	12-Dec-2000/ 08-Jul-2002

Tajikistan

During the past year, Mr. E. Rakhmon, the President of Tajikistan, mentioned child labor issues at least four times in his presentations. The President used research findings from the "School to Work Transition Survey" conducted by Center for Strategic Research with support from ILO/IPEC. The survey included an investigation of WFCL issues.

As mentioned earlier, UNICEF was one of the PROACT Project's international partners in Tajikistan. As a result of its cooperation with PROACT, the UNICEF office in Tajikistan incorporated WFCL issues in its program on the rights of children. UNCEF successfully promoted the idea of uniting the National Committee on the Rights of the Children and the Commission on the Rights of Under Age Children. The resulting Committee on Children's Rights begins its work in January 2008 in accordance with the President's decree. The committee will pursue the goal of eliminating WFCL while monitoring child labor in the country, although there is a risk that committee activities will slow down or even cease after the closure of the IPEC projects.

The National Poverty Reduction Strategy Paper includes goals and their respective indicators related to the elimination of child labor in its worst forms. The PRSP also specifies the need to create a national system for protecting children's rights.

The Concept of State Policy on Employment Promotion for the years from 2006 to 2012 specifies the inadmissibility of the child labor.

The draft of a national youth policy addresses vocational education and youth employment issues as well as the necessity of developing norms and standards for regulating the labor of young people.

The Comprehensive Program on Counter-trafficking of Human Beings in the Republic of Tajikistan for 2006–2010 was adopted on 6 May 2006. This program was adopted in pursuance of the Law on Combating Trafficking in Human Beings of the Republic of Tajikistan and the recent establishment of a National Anti-trafficking Commission. The Program provides a set of actions to be undertaken to combat trafficking in human beings, including children. The counter-trafficking framework includes awareness raising, training and capacity building, cooperation in law enforcement, victim protection, return and reintegration, legislative reform, and prevention.

Kazakhstan

An assessment of current legislation in Kazakhstan was conducted in September 2006. The recommendations developed as a result of that assessment included a list of modifications that should be made to existing laws. The following list of the most recent government initiatives confirms the timely success of this intervention. In some cases it is obvious which initiatives were started and/or supported by ILO/IPEWC. In other cases it is difficult to prove direct causal relationships between the PROACT and EYE Projects and the government initiatives.

[11] United Nations Convention against Transnational Organized Crime.

The major national strategy document is "Strategy of Development of Kazakhstan until 2030"[12]. The latest update of the Strategy proposed by the President included a new goal related to vocational education for youth and their employment in industry in particular.

In 2005, Kazakhstan set about being put on the list of the 50 most developed countries. This national goal requires private investment in vocational education and developing the system of education and youth employment.

Youth employment issues were addressed in the National Youth Policy for 2005–2007. A new national program called "Children of Kazakhstan" will now be implemented from 2008 through 2011 to address child labor and other issues. The program will include development of new legislation, pilot projects to create alternative employment opportunities for young people, and assistance for homeless children.

The General Agreement on Social Partnership for 2007–2008 also addresses youth employment issues. In particular, it indicates the need for vocational education supported by employers, re-establishing a system of mentorship in the workplace, attention to safety issues, and formal participation of employers in implementing the National Youth Policy.

The Labor Code passed in May 2007 incorporated a number of regulations related to children and youth. The Code includes a principle that strictly forbids WFCL. Issues related to WFCL are already included in local government programs in regions where ILO/IPEC projects are being implemented. An example of one such program is "Worthy labor," a program implemented by the Department of Labor of the South-Kazakhstan oblast. In November 2007 the Minister of Labor of Kazakhstan signed the "Action plan on implementing a large-scale initiative in 2008 in cooperation with ILO and social partners from Kazakhstan and CA to eliminate child labor."

In July 2007 Ministry of Labor and Social Protection passed a regulation that included a list of jobs that could not be held by persons under 18.

Kyrgyzstan

The presidential decree "On the urgent measures on improvement of condition of children in the KR" was signed in January 2006. An action plan based on the decree included measures for elimination of WFCL, including the concept of a program of social partnerships for ending WFCL.

Following the presidential decree, the KR government formed a working group tasked to draft a State Program of Action of Social Partners to Eliminate the WFCL for 2008-2011. The working group included representatives of government, unions, international organizations, and NGOs.

In August 2006, a national Code on Children, including a chapter on WFCL developed by ILO/IPEC partners, was passed in the Kyrgyz Republic. The Code specifies children's rights for vocational education and employment opportunities in relationship to their age and health. The Code forbids WFCL, specifies the minimum age of employment for children, and lists the types of jobs that cannot be held by children.

In May 2007 the Country Development Strategy for 2007-2010 was signed by the President of Kyrgyz Republic. The State Program of Action of Social Partners to Eliminate the WFCL for 2008-2011 is part of this Strategy.

[12] Developed in 1997.

The new constitution of the KR, approved in October 2007, includes a clear statement forbidding child labor.

A number of national programs developed recently include components that protect children's rights and address child labor issues:
- National Program "New Generation" on Implementation of the Rights of Kyrgyzstan Children (until 2010),
- National Policy of Employment (until 2010),
- Concept of Development of Education in Kyrgyz Republic (until 2010)

Some experts are skeptical about these programs as they are documents without implementing mechanisms or funding, monitoring and evaluation systems. Nevertheless, it is important that child labor and WFCL issues are recognized and addressed, at least on paper.

Uzbekistan

In 2002, a National Action Plan on Implementation of the UN Committee Recommendations on Children's Rights was approved in Uzbekistan. The Plan addressed education and child labor issues and implied the development of proper legislative instruments to protect children's rights.

A National Programme of Action on the Improvement of Children's Well-Being for 2007–2011 was initiated in response to the Concluding Observations of the UN Committee to the second report on CRC implementation. A variety of state agencies and NGOs are identified for implementing the following five priority areas of the NPA:

1) Strengthening protection of children's rights
2) Supporting families to ensure children's wellbeing
3) Strengthening maternal and child healthcare
4) Improving quality of child rearing and education, and ensuring development of children
5) Providing support to children with special conditions.

It is notable that under action point 11, the NPA envisioned 2007 as the year for considering ratification of ILO Conventions 138 and 182. Moreover, the NPA sets a framework for eliminating CL in agriculture through revision of current practices and for establishing a CL monitoring system during cotton-picking campaigns. A number of priorities within the NPA are devoted to providing access to education, improving professional orientation and promoting youth employment. ILO-IPEC is indicated as one of the primary collaborating partners.

A number of state programs developed in recent years are being implemented now:
- National Program on Vocational Education
- National Program on Secondary Education
- "Healthy Generation"
- "Mother and Child"
- "Protection of the Interests of Family"
- "Protection of the Interests of Children"
- "Kindness and Charity"

All of these programs are aimed at forming a healthy, well-educated new generation and protecting vulnerable groups such as homeless children, orphans, and children with disabilities. Another program related to child labor is providing direct financial assistance to the poorest families in rural areas.

PROACT in Uzbekistan carried out awareness-raising activities related to occupational safety and health and elimination of CL in agriculture among 455 farmers. These activities were well-accepted and are in high demand by unions and association of farmers.

In November, the Uzbekistan Parliament gave the draft law "On the Guarantees of Child's Rights" its third reading.

Conclusions

- *The PROACT and EYE Projects succeeded in upstreaming the issues of child labor, WFCL, and youth employment in the sub-region and today legislation in all four countries is better harmonized with international conventions forbidding child labor and its worst forms. The ILO/IPEC projects were sufficiently flexible to adjust to varying situations.*

- *Enforcement of laws on child labor remains an issue in all four countries, although Kazakhstan and Kyrgyzstan are more advanced and are already implementing certain mechanisms. Kyrgyzstan is officially oriented towards social partnerships in combating WFCL. Tajikistan has recognized the existence of the problem and has declared its willingness to combat it. Uzbekistan is still denying the problem of WFCL, although, the issue of using child labor in general and for picking cotton in particular has been officially recognized. The situation in Uzbekistan remains very sensitive far beyond issues related to the wording of policies and legislation.*

Recommendations

- *Both projects should consider country differences in future planning. The remaining need to up-stream strategies for dealing with WFCL requires that unique goals and objectives be created for each country.*

- *Special attention should be paid to Uzbekistan, with ILO/IPEC being consistent in implementing their agenda with sensitivity to each national context.*

Inclusion of WFCL issues in education and training

Kazakhstan

PROACT/WFCL

The project implementing agencies spent a significant amount of time disseminating information on child labor and WFCL and providing maximum outreach. Training was necessarily one of their primary activities. While some of these organizations had solid training backgrounds others really could not be considered educational or training institutions.

The Center for Public Development "Accord" developed a training module on child labor and its worst forms. The training included a discussion of the key issues related to the child labor and the legal aspects of the problem. This training module was available to all project partner as well as other interested parties and was used extensively.

The "Women's Legal Center" developed a manual on child labor for use as a module in training programs. Junior Achievement piloted the newly created materials and training module with children at risk and the Training and Analytical Center of the Federation of Unions conducted trainings for union representatives.

The National Information and Resource Center on Child Labor (NIRCCL) designed and conducted four seminars for representatives of the Ministry of Labor and Social Protection, its state inspectors, and specialists from its regional departments.

The Almaty Confederation of Nongovernmental Organizations "Ariptes" conducted several seminars for various levels of public prosecutors. Training participants recommended that instructional materials on eliminating WFCL be developed for internal use by the Offices of Public Prosecutors. These instructional materials were subsequently developed and disseminated broadly around the country.

The NGO "Rodnik" in Almaty conducted a three-day stakeholders' workshop to draft a plan for eliminating WFCL in the city. The resulting plan, with minor revisions, was approved by the City Committee on Combating WFCL.

EYE

Several projects to address child labor and WFCL issues were implemented by EYE Project partners.

The NGO "Women's League of Creative Initiative" developed a training module called "What one should know in order to be employed: basics of business communication, legal issues, responsibilities" that addresses WFCL prevention issues. Staff members from four orphanages were trained first and they subsequently conducted the training for their respective institutions.

The Kazakhstan educational standards League of Entrepreneurs developed and piloted a five-day training called "Tourist Business" based on the ILO "Know about Business (KAB)" program. The program was piloted in the Usharal region, a part of the country with good conditions for developing tourism-related businesses. Training materials were published in both Russian and Kazakh versions and disseminated among schools in the Almaty oblast.

The NGO "Childhood Without Boarders" conducted an informational workshop for school teachers in Almaty city. The Union for Women Leaders "Shyragym" conducted a WFCL awareness-building workshop for school teachers and the local administration. The "Zabota" Crisis Center in Almaty also conducted workshops for local administrations.

Kyrgyzstan

Although the ILO/IPEC projects in Kyrgyzstan had very few partners among education and training institutions, a training component was nevertheless a part of IA activities. The following examples are the most relevant to the evaluation question.

PROACT

The NGO "Intercultural Education" conducted trainings and roundtable discussions with teachers in Issyk-Kul district. It is very likely that the Issyk-Kul Department of Education will pass a decree on conducting special lessons on the child labor.

The Ministry of Education of Kyrgyzstan is implementing a project supported by ILO/IPEC that includes a training of trainers for educational institutions in Bishkek[13] and several other regions.

EYE

The NGO "Bishkek Business Club" received EYE support to train university students as trainers for a workshop on business basics the students would conduct for unemployed young people in five regions.

[13] Capital of Kyrgyzstan

Although over 50 people were trained, there is no evidence of any result like the emergence of new businesses.

The State Agency on Vocational Education developed a plan to design a special educational program addressing child labor issues to be conducted in all regions.

Tajikistan

Many project partners in Tajikistan included training on WFCL in their activities, including the Federation of Unions, the NGO "Youth 21 Century," the NGO "Youth House," the NGO RCVC, the National Association of Small and Medium Business, the NGO "Samo," the NGO "Aurora," the Republican Center on Human Rights, the National Association of "Start and Improve Your Business," and the Resource and Information Center on Labor.

Overall the projects supported over 300 education and training events with a total of over 6,000 participants including school children, children involved in WFCL, teachers, parents, employers, police officers, healthcare specialists, and government officials.

Training manuals and informational materials were published and broadly disseminated.

The NGO "Youth 21 Century" already had a network of qualified trainers working all over the country and used this existing network to disseminate information on WFCL. This involved high quality work and extensive outreach. In the Nosiri Husrav region of Hatlon oblast, a workshop conducted by "Youth 21 Century" for school principals and local administrations resulted in a precedent-setting decision for Tajikistan that limited the participation of school children in picking cotton to senior school children working only on weekends. These efforts and the resulting decision attracted broad media coverage.

Another NGO, "Youth House," trained working children in basic reading and writing skills to help them return to schools. Over twenty children started attending school after the training.

Uzbekistan

Although training interventions on the "dangerous and harmful forms of child labor" were used extensively in Uzbekistan, the term WFCL was not used in the training because it is still unacceptable in that country. (Note the details given in previous sections.) The term WFCL however, is used by a few organizations not involved in training or education, such as the National Center for Human Rights.

Conclusions

- *WFCL has been included in the work plans of partners such as education and training institutions in all the countries except Uzbekistan, where the very term WFCL remains unacceptable.*

- *The involvement of professional education and training organizations proved effective even when those organizations, like "Accord" in Kazakhstan, did not have particular expertise in the field of WFCL. Organizations with good training methodologies designed effective WFCL training modules that were broadly used by other partners.*

- *The project demonstrated that a qualified trainer is able to prepare and conduct a good training on WFCL issues even when that person is not a WFCL expert. Note "Youth 21 Century" in Tajikistan.*

- *Various kinds of training programs, from short introductory presentations to intense, three to five-day interactive trainings are needed to address the unique needs of different target groups.*

- *When appropriate a training should incorporate problem-solving and planning components to intensify the use of training results.*

- *Although numerous training materials were developed and published in both Russian and the native languages, mostly hard copies were disseminated and only a few of these publications are available in electronic format*[14].

Recommendations

- *Involve professional education and training institutions and invite professional trainers to conduct high quality training workshops. WFCL experts could be used at the design stage and during the training as resource persons. This recommendation could be particularly important for Kyrgyzstan where the full potential of highly qualified local training organizations has not yet been fully used.*

- *Make training materials available at the sub-regional and international levels. The project website could become a natural place for disseminating such resources.*

- *Facilitate networking among the education and training institutions at the country and sub-regional levels.*

How the work of the major stakeholders changed

Representatives of government entities in all four countries confirmed that the issue of WFCL introduced by ILO/IPEC had never been discussed at the national level prior to the PROACT intervention. Uzbekistan is included in spite of the different words used for the discussion in that country.

It is important to note that the political environment and cultural norms in Uzbekistan differ in several respects from the three other CA countries covered by this project. First, the use of the term "worst forms of child labor" is still taboo. Both government people and NGOs are strongly against the use of this term, saying that there is no such thing as WFCL in Uzbekistan. In the past it was almost impossible to even speak about "child labor." Though this more general term has become acceptable today, the only way to discuss WFCL issues is to talk about preventing children from dangerous or harmful labor. This approach is consistent with the laws and programs of the State Program for Social Protection now being implemented at various levels. This aspect of alignment notwithstanding, there is overwhelming evidence of the use of children to pick cotton. Because the use of child labor is such a central feature of traditional Uzbek culture, finding acceptable words that help advance the protection of children in a hypersensitive environment is a very high-stakes challenge.

Second, Uzbekistan has relatively few NGOs, most of which are supported by government entities and/or particular government officials. By default, NGOs' public positions cannot differ widely from government consensus.

[14] Manual for Practitioners on Career Guidance and Life Skills of Working Children was published in 4 languages: English, Russian, Uzbek and Tajik and are available in both hard and electronic formats. Know About Business programme is available in Russian and Uzbek languages in electronic format.

Third, Uzbekistan no longer allows international NGOs to operate in the country and very few of even the best-known international organizations are allowed to run programs. International donors are unable to fund non-governmental activities because of prohibitive financial mechanisms and regulations.

One of the major challenges faced by the projects was the extremely low awareness of the WFCL present in CA countries. In Kazakhstan, for example, the first reaction of government officials was denial: "there is no such thing as WFCL in our country." Discussion was even more difficult in Tajikistan, where traditional attitudes toward child labor remain positive. Child labor in Tajik culture is perceived as an essential component of children's upbringing; children should work and help their parents. Thus, very few people were aware of the long-term negative effects of child labor like a lower educational level and poorer health. A new and more open attitude toward child labor was clearly expressed, however, in one of the interviews with a government official in Kyrgyzstan:

> "We don't have oil and gas in Kyrgyzstan. Our major and invaluable resource is people. Child labor in the long term will lead to a considerable loss for the country. Our development and future prosperity depends mainly on the quality of the human resources… If we do not pay attention to the problem of child labor in Kyrgyzstan, in ten years or so we'll become the poorest country in Asia, and it will be too late to think of any positive changes."

In Kyrgyzstan and Kazakhstan, governments moved from declaring their strategic priorities for combating WFCL to undertaking concrete action. These days serious attention is being paid to both improving current legislation and to developing mechanisms that ensure implementation of the new laws. Another interesting development in these two countries is the understanding that WFCL can be effectively eliminated only if all the interested parties—government, unions, employers, NGOs, local communities and others—work together and coordinate their activities. Local communities will probably play a more important role in the future because WFCL more commonly impacts the economics of the informal and criminal sectors of society.

Certain changes have been noticeable at the grassroots level. Small business owners who took part in PROACT activities in Tajikistan told us that they were aware of the harmful, long-term negative consequences of child labor. Another project in Tajikistan included a training course for teachers and follow-up training courses on child labor and WFCL for Parents' Committee members[15] in 300 schools in the Khatlon oblast. This project was implemented by the Federation of Unions of Tajikistan and members of the Union of Educators acted as trainers. Follow-up research showed that some teachers and parents were more aware of the issues surrounding child labor. Given existing traditions and norms, however, no one is under any illusion that the situation will change after a single training. A major obstacle is a difficult economic situation in which the poorest families depend on child labor for survival. It will take a much longer time and dramatically altered conditions before substantial change occurs in the way people think and act vis-à-vis child labor.

Several NGOs involved in PROACT/EYE activities have added WFCL to their agenda. The "Save the Children" Alliance in Tajikistan, for example, opened a support center for working children at one of the major Dushanbe[16] bazaars, and continues to support and work in this arena.

Some of the NGOs in the region were fully aware of the situation with WFCL in certain areas. The NGO "TAIS Plus" in Kyrgyzstan, for example, had a realistic picture of teenage girls' involvement in street prostitution: 12% of street sex-workers and 21% of organized sex-workers are under 18 years

[15] A Parents' Committee is an informal group of parents of school children. Its core mission is to help the school provide better services and care of children. Parents' Committees oversee the work of the school as independent interested outsiders.

[16] The capital of Tajikistan

old. No one, however, had a comprehensive picture of WFCL in CA countries before ILO entered the scene. The research conducted by ILO and its partners and the ensuing discussions have raised awareness of WFCL in the region and contributed to upstreaming WFCL issues. It is still too early for a realistic picture of the nature and extent of change in major stakeholders' actual work.

Conclusions

- *One the obvious achievements of the projects is raising awareness of WFCL in the sub-region. With ILO/IPEC help, the representatives of many major stakeholders have walked the distance from denying WFCL to recognizing its existence and the need to combat it.*

- *Although there are indications that awareness building can lead to changes in the perceptions and attitudes of major stakeholders, it is too early to see changes in the nature of their work.*

- *The situation in Kazakhstan and Kyrgystan is more promising in terms of actual changes in the work of government institutions and moves to combat WFCL. The projects in Tajikistan and Uzbekistan have just begun to "prepare the ground" for future change.*

- *Since the EYE Project started much later than the PROACT Project, it is too early to report changes in the nature of stakeholders' work due to EYE Project interventions.*

- *Resistance to change related to child labor and WFCL is still very high in Uzbekistan and Tajikistan due to tough economic conditions and existing cultural norms and attitudes.*

Recommendation

- *Take country differences into account in future planning to increase the effectiveness of IPEC's interventions. For example, Uzbekistan and Tajikistan will need more awareness-building work while Kazakhstan and Kyrgyzstan are ready for action-oriented projects.*

Building the knowledge base and disseminating information

Quantity and quality of information

Kazakhstan

ILO/IPEC supported research projects that produced high-quality research and unique research outcomes, according to feedback from the parties involved. We describe what we believe to be the most important examples below.

PROACT/WFCL

In 2006, the Center for Studying Public Opinion conducted research on the use of child labor in agriculture for tobacco and cotton production in the Almaty region and the South Kazakshtan region. The research documented the use of child labor and confirmed that most of the working children were from the poorest families migrating from neighboring CA countries.

The State Agency on Statistics conducted major nationwide, multi-indicator cluster research on the health and social wellbeing of women and children. Child labor was also investigated in that research supported by UNICEF, UNFPA, ILO/IPEC, UNDP, and USAID.

The Union of Entrepreneurs of Kazakhstan undertook research to describe their country's child labor situation. This important task was understandably extremely difficult since children are usually involved in the so-called 'informal' economy.

In April 2007, the PROACT Project supported the creation of the National Information and Resource Center on WFCL under the National Research Institute on the Protection of Labor and Social Protection (NRIPLSP). The core task of the new Center is to monitor and collect information on child labor in the country. By mid-December 2007, the Center had collected over 80 documents on various child labor issues. Another task of the Center is raising awareness about WFCL through trainings and publications in the media. After the completion of the Project, the Center will continue its work with funding from NRIPLSP.

Research supported by the Project improved the quality of national reports submitted to the ILO on implementation of conventions 182 and 138. In contrast to previous reports, the 2007 report includes solid statistical and qualitative research data.

EYE

In 2006, research was conducted on KAB implementation in Kazakhstan. Research results were discussed at the sub-regional meeting and informed the design of the EYE strategy on using the KAB.

In 2006–2007, a situational analysis was conducted on youth labor and employment in Kazakhstan. The analysis furthered the assessment of national needs and helped identify the most effective forms of cooperation between ILO and RK. The analysis provided important information on the readiness of the country to implement a youth employment action plan. Recommendations based on analysis results were submitted to the Kazakhstan government and used in the development of youth employment policies and programs for 2008–2010.

Kyrgyzstan

PROACT

Representatives of the Ministry of Labor and Social Development, Labor Inspection, NGOs, schools emphasized the uniqueness and usefulness of research results in conversations with us. Training modules built on the research results also proved effective.

Both researchers and research users said that to understand the WFCL problem adequately, it is necessary to explore its causes and interrelations thoroughly in their broader political, social, economic and cultural contexts.

The research had five components:

- a survey in Issyk-Kul region
- an assessment of the health of working children
- an assessment of working conditions and the health of children working in the cotton, rice and tobacco industries
- an express-assessment of child labor in KR
- a review of KR legislation and assessment of its compliance with international norms

The NGO specialists who conducted the health assessment of working children also presented the results to the children's parents. Recognition of the harmful impact of work on their children had a profound emotional impact that brought some of the parents to tears.

Though a few reports have not been published, 300 copies of several have been printed and circulated. None of the reports is available in electronic format at the websites of the project, the research agencies, the international organizations involved, or at the Information-Resource Center on WFCL Prevention.

EYE

Research on youth employment in Kyrgyzstan was one of the key project components. While research outcomes could be useful to many interested parties, this report is also not available on the Internet.

Tajikistan

A number of important research projects were supported by ILO/IPEC and all of the respondents were very positive about the quality of the research results. Research investigated the use of child labor and the attitudes of various segments of the population toward child labor and WFCL. Research involved several studies including assessments of the educational needs of working children, and the level of congruence between existing legislation and international norms and regulations.

The "School-to-Work Transition Survey" mentioned above was conducted by the Presidential Center for Strategic Research. It is the only study of its kind and is arguably the most influential research done in the sub-region.

The Fellowship of the Tajikistan labor inspectors in Turkey was productive and resulted in an interesting initiative to design a child labor monitoring system for industry and agriculture in Tajikistan. Unfortunately the initiative collapsed because extremely complex requirements make it so difficult for international donors to support government initiatives.

Uzbekistan

Research results are probably the most useful and therefore most essential project outcomes in Uzbekistan. This information is used by ILO/IPEC and project partners in planning, designing interventions, and making most important decisions. The knowledge base created by the projects enhances the image of the project and creates a firm basis for future development.

Research results have contributed to a better understanding of child labor and a ripple effect throughout Uzbek society. They have been used to develop relevant training courses and informational materials, for preparation of conference presentations and public speeches, and as a source extensive reporting by the public media.

Research in Uzbekistan included:
- Rapid Assessment of the informal employment of children in rural and urban areas
- Assessment of existing legislation
- Sociological survey among children on hidden expenses related to secondary education and reasons for dropping out of school
- Assessment of labour market needs and skill areas promising decent work for youth who are at risk or involved in WFCL
- Know About Business Country Assessment

Conclusions

- *ILO/IPEC projects supported high quality research in all four countries.*

- *Research outcomes provided a unique, evidence-based picture of the situation vis-a-vis child labor and its worst forms.*

- *The key government partners considered this research trustworthy and used it in decision making and policy development.*

- *On-going, systematic research on child labor remains an important need.*

Recommendations

- *The projects should support child labor-related research if and when possible*

Channels for dissemination

Table 3 shows channels that were used by both projects for information dissemination.

Trainings and seminars, lectures and informal conversations with people in various settings were used in all the countries as well as round-table discussions.

Public hearings such as parliamentary hearings were used in Kyrgyzstan. Opportunities to use this approach are also available in Kazakhstan and Tajikistan. Roundtable discussions are actively conducted in Uzbekistan and are more likely to be used there in the near future.

Brochures, books and analytical reports were published in all four countries. In several instances, sending these reports directly to decision makers proved to be an effective way to disseminate information.

In Kazakhstan, some few people considered CDs to be the most convenient medium for publishing reports because they're small and make a huge amount of well-organized, information accessible to users who can easily print out materials when needed. We have no evidence of extensive use of this sort of publication in the three other countries.

Disseminating information in professional journals for educators, lawyers, police officers, etc. was mentioned only in Uzbekistan, though presentations at professional conferences were mentioned in all four countries.

Press conferences were used in every country except Uzbekistan. As noted above, the very topic of child labor—let alone its worst forms—can still not be addressed in the public media and newspapers are not yet viable channels for disseminating project information.

Table 3. Use of channels for dissemination of information

	Kazakhstan	Kyrgyzstan	Tajikistan	Uzbekistan
1. Training / seminars	+	+	+	+
2. Lectures	+	+	+	+
3. Talking to people informally	+	+	+	+
4. Round-table discussions	+	+	+	+
5. Public hearings	+	+	?	?
6. Brochures and books	+	+	+	+

7. Analytical reports	+	+	+	+
8. Publications on CDs	+	+	+	+
9. Articles in professional journals	?	?	?	+
10. Conference presentations	+	+	+	+
11. Press-conferences	+	+	+	?
12. Publications in the newspapers	+	+	+	?
13. Videos on TV	+	+	+	+
14. Cartoons on TV	?	?	+	+
15. TV talk shows	+	+	?	?
16. Special events	+	+	+	?
17. Direct action	+	+	+	+
18. Posters	+	+	+	+
19. Bill boards	?	+	+	?
20. Existing networks	+	+	+	+
21. Fellowships	+	+	+	+
22. Resource center on WFCL	+	+	+	?
23. Addressing parish through prayer	?	?	?	+
24. Website	?	?	?	?

+ = this channel of information was used

? = this channel of information was not used, was used rarely or we have no information on its use.

Television videos were aired in all four countries though the use of cartoons was mentioned only in Tajikistan and Uzbekistan. Because definitions of cartoon may vary, it is possible that some videos aired in the two other countries were in fact cartoons.

A TV talk show was mentioned as a channel for disseminating information on child labor only in Kyrgyzstan. Though it was clearly not possible to use a TV talk show in Uzbekistan, this channel seems to have been underused in the other two countries.

Special events like photography and art competitions or exhibitions, concerts, and motor races provided opportunities to disseminate information in all countries except Uzbekistan.

Direct action offered an opportunity for dissemination that was effective because of the interactions among the parties involved.

Posters were used in all four countries, while billboards were only used in Tajikistan to inform people visiting bazaars.

Existing networks were effective channels of dissemination used by project partners in all four countries.

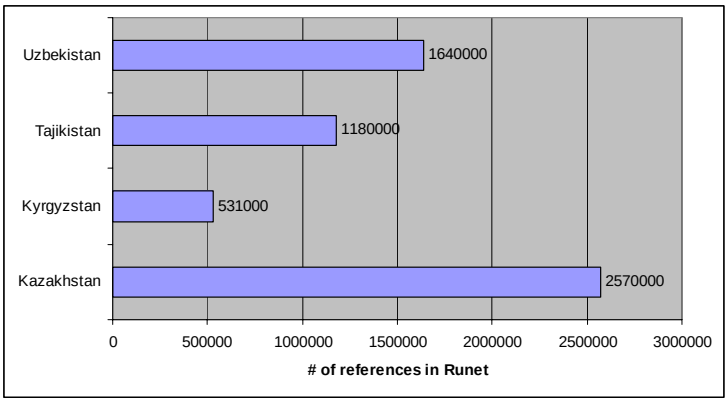
We've included fellowships among the channels for disseminating information because our respondents mentioned them, especially visits to Turkey and St. Petersburg, as effective learning opportunities.

Resource Centers on WFCL were established in Kazakhstan and Kyrgyzstan and will probably become effective channels of communication in the future.

Addressing worshippers during prayer time was used by the projects only in Uzbekistan. Our respondents considered it an effective communication strategy that might also be used in Tajikistan and other countries.

Surprisingly, the Internet was clearly underused as a channel for disseminating information. The project web page at the ILO portal contains only limited project information and no publications. A new project website, opened only in January 2008, is now online in Kazakhstan[17].

Diagram 1. Number of references to CA country names on Runet



It is instructive to note the coverage of child labor issues in CA countries on the Russian-language sector of the Internet – Runet[18]. This coverage data could be used as a baseline for future reference.

In order to interpret the data we need to visualize how well the four CA countries are represented on Runet. We used the names of the four CA countries in Russian in a keyword search. Diagram 1 (page 41) shows that the number of references to Kazakhstan is the highest and is five times greater than the number of references to Kyrgyzstan.

Diagram 2 (page 42) shows how many times the term “child labor” (in Russian) is associated with the names of CA countries on Runet. The absolute numbers are directly proportional to the frequency of the appearance of country names: the more often the name of the country is mentioned, the more often the term “child labor” is mentioned in association with that country name.

Interestingly, a different picture emerges if we calculate the rate that “child labor” is associated per 1000 references to a country’s name. It shows that Internet references to “child labor” and Kyrgyzstan occur three times more frequently than “child labor” and Kazakhstan (6.2 child labor references/1000 country references vs. 2.2/1000 respectively). Child labor appears at the rate of 3.2/1000 Internet references to Tajikistan and 2.9/1000 references to Uzbekistan.

To sum up our observation, while the country name “Kyrgyzstan” appears the least frequently of the four CA countries in a Google search of Runet, the association of child labor with Kyrgyzstan in these searches is the highest of the four CA countries.

[17] www.stopdettrud.kz

[18] We used Google as a search engine

Diagram 2. Frequency with which the term "child labor" is associated with CA country names on Runet

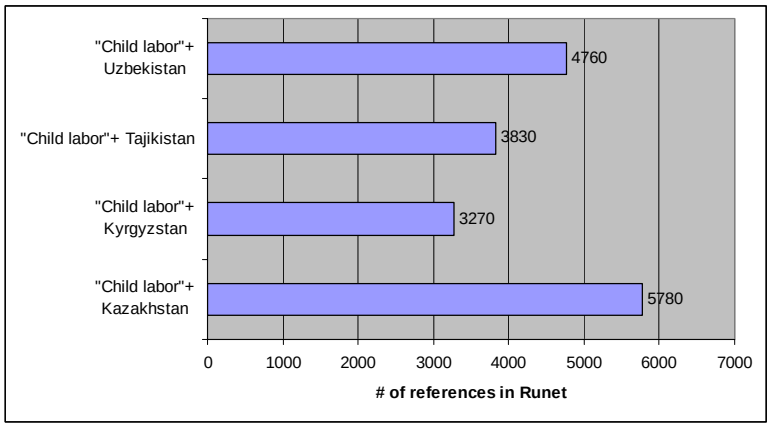
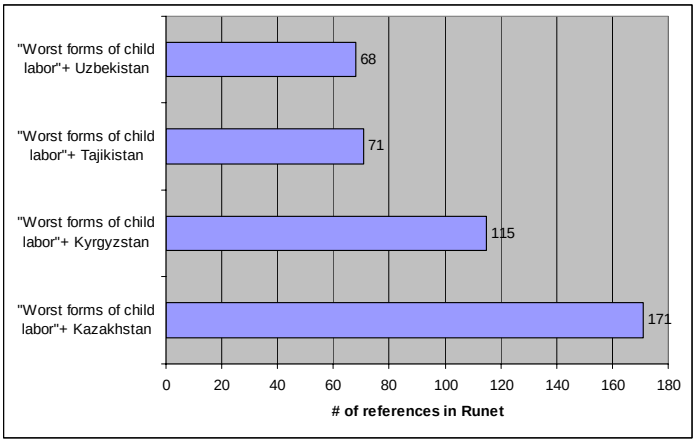


Diagram 3 (page 43) shows the frequency with which the term WFCL (in Russian) is associated with CA country names on Runet and may illustrate the relative distaste for the term in each of the four CA countries.

Again, the rate of associating references to WFCL per 1000 references to a country name provide a different picture: there are 0.22 references to WFCL per 1000 references to Kyrgyzstan, 0.07 to WFCL per 1000 references to Kazakhstan, 0.06 to WFCL per 1000 references to Tajikistan, and 0.04 to WFCL per 1000 references to Uzbekistan. We draw the following conclusion: the highest association of the term WFCL with a country name despite having the lowest "presence" on Runet, suggests that Kyrgyzstan has been an obvious leader in the terms of frequency of addressing the issues of child labor and its worst forms on Runet.

Diagram 3. Frequency with which the term "WFCL" is associated with CA country names on Runet



There were 1,880,000 references to the English term "child labor" on the Internet. WFCL are mentioned 30 times less often (63,300). "Child labor" in Russian is mentioned about 48,000 times—39 times less often than in English. WFCL in Russian are mentioned only 794 times—80 times less often than in English.

Conclusions

- *ILO/IPEC and its partners used a variety of channels for disseminating information.*

- *In all four countries most respondents emphasized that the effectiveness of any channel for disseminating information depends on the context, the target group, the nature of the information, and the conditions in the country. There cannot be a one-size-fits-all approach.*

- *The only universal conclusion is that it is a good idea to use of various channels and combinations of channels for communication.*

- *The Internet was underused as a channel.*

Recommendations

- *Use diverse channels to disseminate information.*

- *Put special emphasis on the use of the Internet and electronic publications.*

Use of information

Information provided by the project increased key partners' understanding of child labor issues in several ways. These points can be considered outputs on effective use of information:

- It was important to *name and define WFCL to help partners understand what it is*. Respondents in all four countries reported that the clear definition of the worst forms of child labor used by the project was new and useful to them.

- Research supported by ILO/IPEC provided trustworthy information on the current state of the problem in each of the four countries and helped key partners in each country *realize that the problem exists* and is not just an abstract foreign concept.

- *More regular and systematic research efforts* are needed to monitor the situation, plan interventions, and assess their results.

- Information and analysis clarified the possible long-term negative effects of the use of child labor and its worst forms and helped key partners understand that the *problem has strategic importance* for the future of their countries.

- The current state of child labor issues described in the research reports clearly demonstrated the *urgency of the problem and the need for immediate action*.

- Although there were some commonalities in research outcomes, for the most part the research showed that *child labor issues are country specific*.

- Study tours and reviews of international experience combating WFCL helped key partners to realize that *while there is positive experience in combating WFCL in the world, there are no recipes* that guarantee 100% success.

As we noted in previous sections, although information about child labor and its worst forms was greatly appreciated, the need for more information was expressed by many people, including policy makers, government officials, professionals, parents, and others.

Outcomes of using this new information included changes in behavior and specific actions taken by key project partners to combat WFCL in the four countries. We will consider these outcomes at two levels: the primary outcomes at the level of key partners and the secondary outcomes at the level of the target groups that receive information through, from or with the help of the key partners.

Primary outcomes included:

For key partners representing central governments

- Upstreaming child labor issues, change of legislation and incorporation of child labor issues in legislation, development of mechanisms to enforce the use of legislation, inclusion of child labor issues in country leaders' agendas and priorities
- Development and implementation of action plans to combat WFCL at the national level
- Providing funds to support anti-WFCL programs

These outcomes were illustrated in the previous sections of this report.

For key partners representing NGOs and educational institutions

- Inclusion of combating WFCL in organizations' agendas and plans
- Development of new strategies
- Development and implementation of direct-action programs
- Development and implementation of new education and training programs
- Cooperation with other interested parties including government, professionals, and communities

Below are brief descriptions of several cases that illustrate these outcomes in addition to the examples already mentioned above.

The Center for Social and Psychological Rehabilitation for Children and Women "Rodnik" in Almaty, Kazakhstan conducted an anti-WFCL campaign. A "WFCL hot line" was opened and is still functioning although the project was closed over six months ago.

The Center for Social and Psychological Service in Astana worked in cooperation with L. Gumilev National Eurasian University and several research organizations from Russia to develop a new educational program "Social Work on the Elimination of the Worst Forms of Child Labor." The program was approved by L. Gumilev National Eurasian University and students will begin the course next year.

Because of ILO/IPEC interventions, child labor issues were addressed on the "Open Kyrgyzstan" TV talk show in Kyrgyzstan.

The Council of Crisis Centers of Kazakhstan conducted roundtable discussions in 14 regions where the *ILO Global Report on the Child Labor* was presented.

The Crisis Center "Zabota" in Almaty designed and implemented an innovative program on monitoring WFCL in Almaty and the Almaty region. The program started with an introductory workshop for policemen working with at-risk children. Trainees were taught how to collect data on child labor after which they conducted an actual field study. The collected data was passed to the Center, which developed a report and presented it at a second workshop with the same group of policemen. Participants discussed the research results and developed recommendations for future action.

Scarcity of relevant information was a challenge for some of the projects. Some journalists, for example, refused to take part in a competition for the best article on WFCL issues for want of adequate information. Schools refused to participate in a competition for the best composition related to child labor because schoolteachers and principals were unclear about child labor issues or the difference between children's participation in the life and work of their own families and WFCL. These examples

confirm the importance of raising public awareness and the difficulty—if not the impossibility—of implementing direct action without preliminary information dissemination among target groups.

Secondary outcomes include increased knowledge and improved skills of those who were influenced by the project's key partners:
- school teachers in Tajikistan became more aware of child labor issues after the training and are now paying more attention to children who are absent from school without a known reason
- policemen in Almaty better understood the risks of WFCL and the possible prevention measures available to them
- social workers in Uzbekistan improved their skills in identifying at-risk children and ways of working with their families,
- parents in rural areas of Kyrgyzstan are now aware of the risks associated with certain jobs for which their children might hired and will not let them do this kind of work

Conclusions

- *Information provided by the project increased partners' knowledge of child labor issues. These key national players now understand what WFCL is and that it:*
  - *creates many real problems*
  - *requires regular and systematic research efforts*
  - *is a problem of strategic importance*
  - *is a problem that requires urgent action*
  - *creates country-specific child labor issues*
  - *exists in countries with positive experience combating WFCL*
  - *is impossible to guarantee 100% success using strategies developed by others*

- *Information on child labor and its worst forms was highly appreciated, though there is still a need for more information of this kind.*

- *The capacity of the key partners to combat WFCL increased and they helped their direct beneficiaries to increase their capacity.*

- *While there is a need and readiness for direct action in the region, awareness building and information dissemination work is still needed.*

Recommendations

- *Include systematic research on WFCL in future plans.*
- *Make sure that research results are available at the country and sub-regional levels.*
- *Continue information dissemination and awareness-building activities.*

Alternatives to child labor

We faced several challenges while answering these questions:
- there is no consensus on the definition of the terms "prevention," "withdrawal," and "rehabilitation" among the implementing agencies in the four countries in spite of the fact that the ILO provides criteria for determining what constitutes "prevention," "withdrawal," and "rehabilitation"
- existing project monitoring data is insufficient to measure intervention results
- there are no common indicators to facilitate comparison of intervention results

- the available data are incomplete because most of the final reports from the IAs had not been received by the ILO/IPEC offices before the end of the evaluation

Kazakhstan

The few projects dealing with prevention, withdrawal and rehabilitation were aimed at:
- raising awareness (meetings, workshops, hotlines, flyers and brochures)
- teaching the basics of business (KAB and tourist business)
- opening opportunities for vocational education for children
- developing new skills that help children find normal jobs (like sewing skills for girls)
- providing psychological consultations to children
- providing consultations on legislative issues.

The numbers give us a partial picture of the results of the PROACT Project: 25,993 informed; 321 prevented; 4 withdrawn; and 68 rehabilitated.

There is no question that the projects provided services to children and probably helped many in some tangible way. But there definitely are questions about categorizing and attributing projects results to this or that category. We probably need to do more than offer advice to children on the telephone or teach business basics to children in rural areas before we can speak of "prevention." Likewise, "rehabilitation" probably requires more than spending a single month in a summer camp.

Kyrgyzstan

No final reports from grantees were available. According to the information provided by the country office, however, a total of 203 children were prevented from entering WFCL. In particular, 105 children passed a medical examination but 46 were prevented from entering WFCL. 300 working children at the "Dordoi" bazaar passed a medical examination but 54 were prevented from entering WFCL.
Some grantees work in the area of withdrawing children from selling drugs or other WFCL. The plan to withdraw at least 30 children from the drug business is an important but sensitive activity that could put the IAs at risk. The challenge of consistent definitions and objective data remains. How do we define "withdrawal" and how do we objectively know when a child has been withdrawn?

Tajikistan

Very few activities related to finding alternatives were implemented in Tajikistan. Most representatives of the ILO/IPEC partners argued that the priority in Tajikistan should still be awareness building and capacity development. Early in the project, the majority of our respondents considered prevention, withdrawal, and rehabilitation to be premature and unrealistic priorities. After two years of implementation, however, increased awareness has resulted in changes that are likely to make prevention, withdrawal, and rehabilitation activities more timely and realistic.

Uzbekistan

Activities in Uzbekistan that could lead to prevention, withdrawal, and rehabilitation included:
- trainings with employers
- providing psychological consultations to children and parents
- vocational training for both able-bodied children and children with disabilities
- educational opportunities for children with disabilities

The PROACT and EYE Projects report preventing 44 children from entering WFCL, withdrawing 21 children from WFCL, providing vocational training to 25 children.

Conclusions

- *Activities targeting at-risk children included:*
  - awareness building
  - teaching the basics of business
  - formal vocational education
  - vocational training
  - helping children find jobs
  - providing psychological and legal consultations to children
  - medical examination

- *Projects have not yet succeeded in creating real alternatives to WFCL. None of the model interventions managed to address all the key factors that put children at risk.*

- *Projects do not have a proper monitoring system to collect reliable data on prevention, withdrawal and rehabilitation and the quantitative data provided by project partners in many cases cannot be considered valid. It seems likely that the complexity of monitoring has been underestimated.*

Recommendations

- *The project monitoring system should be further developed so that it can measure prevention, withdrawal and rehabilitation outcomes. Such a system should include clearly defined indicators to be used by all four countries.*

- *For the present, prevention should be emphasized in all four countries. A period of capacity building is needed so that future pilot projects aimed at withdrawal and rehabilitation can be designed thoughtfully, assessed carefully, and evaluated honestly. Most likely such activities could be piloted in Kyrgyzstan and Kazakhstan where the environment is more supportive.*

Flow of resources allocated for combating WFCL

In this section we describe findings related to the flow of resources allocated for combating WFCL in the four countries. When possible we also propose a rationale for confirming causal relationship between the ILO/IPEC interventions and the flow of resources.

Kazakhstan

The Ministry of Labor and Social Protection is considering a so-called "social contracting" system that would provide grants to support NGO activities in priority areas defined by the ministry. Child labor would be one such priority if such a system is established. Since the ministry is the key ILO/IPEC partner and ministry representatives are key members of the coordination committee on WFCL, it seems very likely that the projects contributed to making this happen.

In 2007, government funding supported the development and dissemination of the Kazakh-language radio program "Stop Signal". Child labor was one of the issues addressed on the program, in part with materials produced by the project and its partners.

In 2007, the Almaty administration also supported five projects dealing with child labor, youth employment, and providing support to children from the poorest families. We have described the project partners' work with the administration above. The administration was receptive to the

PROACT Project's introduction to WFCL. It proposed and considered ideas in developing its strategy to combat WFCL in the city. The ILO/IPEC contribution is obvious.

Kyrgyzstan

The draft of the National Program on the Elimination of WFCL was developed with the active participation of ILO/IPEC and its partners representing the government, business and NGO sectors. Approval of the program and funding decisions were postponed due to the resignation of the Kyrgyz government in March and parliamentary elections in December 2007. The program is likely to be approved and funded in the spring of 2008, however, since it was included as one of the priorities in the Country Strategy for 2007–2010 formally approved by the President of KR and reconfirmed in our interviews with representatives of the Presidential administration.

During 2006–2007, the project's key partner, the Ministry of Labor and Social Protection, supported three projects aimed at WFCL issues. One of the Ministry's three priorities for its 2008 "social contracting" grants will be combating WFCL.

The NGO Bishkek Business Club received funding from the UN Volunteers program to support a project introducing the KAB program funded by ILO/IPEC in rural areas. The Club will support trainees who develop the best business plans.

Tajikistan

The PROACT Project supported the establishment of the Information-Educational Center on the Child Labor in Kurgan-Tube city. The Center was created by the Federation of Unions and will be supported from by Union funds in the future.

The UNICEF Country office became involved in PROACT activities in Tajikistan and then added WFCL issues to its own agenda. Now UNICEF funds are spent in part on combating WFCL through a program for protecting children's rights.

The Save the Children Alliance in Tajikistan received a grant from PROACT to open a "Social service center for street children and children working at SAKHOVAT bazaar." The Alliance subsequently raised additional $100,000 to support the Center.

Several local NGOs like "Youth 21 Century," "Youth House," and "RCVC" included WFCL issues in their agendas and succeeded in getting grants from other international donors to support these activities.

A government representative interviewed for this evaluation mentioned that ILO/IPEC should look for new opportunities for cooperation with the Ministry of Labor in co-sponsoring child labor-related activities.

Uzbekistan

Currently it is very difficult to identify any changes in the flow of resources allocated for combating WFCL. There is new potential for attracting government funding, however, because the Inter-Agency Consultative Group initiated by ILO/IPEC includes very influential people and is recognized as a coordination unit for child labor-related activities at the national level. A government representative with whom we spoke confirmed that if the ILO were to consider supporting government programs related to child labor, the Uzbek government would be ready to provide matching funds up to 50%.

Conclusions

- *ILO/IPEC projects influenced the allocation of funds in several ways:*
  - *the key government project partners allocated budgeted funds for combating WFCL at the national level*
  - *some funds were allocated at the local level to underwrite follow up for PROACT/EYE-supported projects*
  - *a Union decided to allocate funds to combat WFCL*
  - *Local and international NGOs included WFCL issues in their agendas and succeeded in raising funds to support these activities.*

- *Though the governments of Uzbekistan and Tajikistan are not yet active in funding anti-WFCL activities, opportunities are open for negotiations with these governments to jointly fund anti-WFCL activities with ILO/IPEC.*

Cross-Cutting Topics

Relevance

PROACT/WFCL

The PROACT/WFCL project was oriented towards solving the following problems:

1. There is insufficient awareness of the problem of child labor and its implications and consequences for children, families, and the economy at large.
2. The absence of data explains the incomplete picture people have regarding the scope of WFCL, its character, and the role of gender.
3. Existing legislation is often contradictory, is neither harmonized with nor integrated into the main body of social or labor law, and/or is seldom enforced.
4. Employers' and workers' organizations do not have the capacity to appropriately respond to the problems posed by WFCL.

Data collected in the course of this evaluation confirmed that these problems were identified correctly and formulated properly.

To address these problems the PROACT Project implemented interventions in the following technical areas related to child labor:

- Building a national and regional knowledge base
- Disseminating information
- Raising awareness
- Networking, integration and mainstreaming
- Supporting policy formulation and legislation

These areas were selected properly and the related interventions helped to improve situations in all four countries to a greater or lesser extent. The interventions were implemented in accordance with the existing environment and circumstances.

The PROACT Project included sharing experience and information at the sub-regional level. This component contributed to achieving project goals and was relevant to the implementing environment. Interchange among projects becomes more important as the experience of project partners becomes richer and the amount of available information grows.

PROACT had two immediate objectives: one related to capacity development (IO-1) and a second related to the knowledge generation and mechanisms for sharing at the sub-regional level (IO-2). Both objectives were relevant. The evaluation reveals that the project contributed more to the achievement of IO-1 and less to the achievement of IO-2.

Since capacity development is an on-going, long-term process, we would like to briefly discuss several ideas that could inform future decisions.

To work toward common goals and to achieve better results, it will be important for all parties to share a common understanding of what capacity development is. A clear definition should be made explicit as the next projects are conceptualized.

Peter Morgan provides one of the most inclusive definitions of the term "capacity":
"Capacity is organizational and technical abilities, relationships and values that enable countries, organizations, groups and individuals at any level of society to carry out functions and achieve their development objectives over time." (Morgan, 1998).

The UNDP definition of capacity development is, "The process by which individuals, groups, organizations, institutions, and societies increase their abilities: to perform functions, solve problems, and achieve objectives; to understand and deal with their development needs in a broader context and in a sustainable manner." (UNDP, 1997).

We would like to offer a more specific definition of organizational capacity development.

> "Organizational capacity development is an ongoing process by which an organization increases its ability to formulate and achieve relevant objectives. It involves strengthening both its operational and adaptive capacities. Organizational capacity development is undertaken by an organization through its own volition. It is carried out through the application of the organization's own resources, which may be supplemented with external resources and assistance. External support for organizational capacity development can take different forms, including provision of financial resources, technical expertise, training, information, political negotiation, and facilitation of capacity development processes." (Horton, et al, 2003)

The most recent UNDP publication (UNDP, 2007) suggests a comprehensive approach to capacity development and its assessment.

The UNDP suggests considering two points of entry: the enabling environment and the organization.

For each point of entry, ten core CD issues should be addressed:

1. Leadership
2. Policy and legal framework
3. Mutual accountability mechanisms
4. Inclusion, participation, equity and empowerment
5. Access to information and knowledge
6. Human resources (HR)
7. Financial resources
8. Physical resources
9. Environmental resources
10. Human rights

For each core CD issue, five functional capacities should be developed:

- Engaging in multi-stakeholder dialogue
- Analyzing a situation and creating a vision
- Formulating policies and strategies

- Budgeting, managing, and implementing
- Monitoring and evaluation

A thorough analysis of all core CD issues for both points of entry—with a consideration of all functional capacities—would be difficult and time consuming work. This is not our goal in the context of this evaluation. We do want to note the wherewithal and highlight the opportunity to use a comprehensive approach to CD based on a contemporary methodology.

Even a brief look at the UNDP capacity development framework is helpful in identifying priorities for PROACT Project follow-up.
It might be fruitful to pay special attention to the following core CD areas:
- Leadership
- Mutual accountability mechanisms
- Inclusion, participation, equity, and empowerment

…with particular emphasis on the following functional capacities:
- Engagement in multi-stakeholder dialogue
- Monitoring and evaluation

EYE

The EYE project was oriented toward solving the following problems:

1. A weak economy with high unemployment and a low standard of living causes many large families to feel that they are forced to send their children to work.
2. The transformation of family relations and changes in the society's economic structure directly influence changes in family roles. Today, children as young as six, as well as their parents and elder brothers and sisters, must take care of their families and look after themselves. The need to contribute to the family income is the main incentive for child labor.
3. Other values change as the apparent value of a good education decreases. Some children consider work to be much more useful than education.
4. Traditional adult attitudes toward working children may not be taken into consideration. A lack of attention to the child labor problem stems from a society as much as government. Approaches to education often take child labor as the social norm and regard the choice of this traditional "right upbringing" to be the parents' privilege.

Data collected in the course of this evaluation confirmed that these problems were identified correctly and formulated properly.

To address these problems the EYE project implemented the following interventions:
- Provide access to basic and non-formal education
- Assistance in developing National Action Plans on Youth Employment
- Skill development and vocational training
- Public works and community services (improving public infrastructure, temporary work in public services, etc.)
- Starting a business or income-generating activity
- Group-based youth entrepreneurship

These interventions were relevant to the identified problems and contributed to improving the situation. There is a very long way to go, and with one exception it is too early to assess any positive changes at the country or sub-regional level. The one exception is the appearance of new policies that have begun to play an important, positive role in creating the enabling environment for future change. Continued lack of viable alternatives to child labor, despite the promotion of education, vocational and

skills training and youth employment, does not mean that the project design was not relevant. There has simply not been enough time to achieve visible results.

Conclusions

- *The PROACT Project design was relevant to variations in the implementing environment of the project countries.*
- *The PROACT design was sufficiently flexible to adapt to political and other changes.*
- *The EYE Project identified existing problems with youth employment and proposed creative and practical solutions, but there is not enough evidence to make judgements about its relevance. There was a consensus among most respondents in Tajikistan that the capacity building component of the EYE Project was more relevant than the components aimed at prevention, withdrawal, and rehabilitation.*
- *Capacity development was more relevant than networking, information sharing, and knowledge generation at the sub-regional level since people need to gain knowledge and experience before they feel able to share. The networking component is becoming more relevant than at the beginning of the project.*
- *A concept for capacity development was not apparent in project documents and it seems likely that an explicit and comprehensive approach to capacity development could increase the relevance of future projects. Developing capacity in leadership, mutual accountability, and monitoring and evaluation could prove to be particularly fruitful.*

Recommendations

- *Put an emphasis on a sub-regional component that includes networking, communication, information sharing, and knowledge generation in the next stage of the project.*
- *Consider a more comprehensive approach to capacity development.*
- *Continue capacity development and awareness building work in each of the countries with consideration for the unique environments and needs.*
- *IPEC should seek country specific interventions that consider national contexts and differences starting with the planning and design of country specific goals, objectives, results and strategies.*

Adaptation

The ILO/IPEC sub-regional and country offices were opened in Kazakhstan in 2005. The projects succeeded in developing working relationships with key government partners, notably the Ministry of Labor and Social Protection. In July 2005 a major national meeting was held at the Ministry in Astana[19] during which government officials, employers' organizations, union representatives, and NGOs drafted a national strategy and priorities for the first three years. Later these partners signed a National Plan on Elimination of WFCL. It was certainly no easy task to establish collaborative relationships with the Ministry since child labor has always been a sensitive topic. When the strategy

[19] Capital of Kazakhstan

design was in progress, for example, a research effort called "Child labor in tobacco and cotton growing in Kazakhstan" was being conducted. The government's first reaction to presentation of the research was very negative. When the researchers later clarified that most children involved in WFCL were migrants from neighboring countries, the report was accepted. It is now accurate to say that despite certain difficulties the NGO sector in Kazakhstan is viable and influential. Some NGOs are highly professional and recognized by the government in their respective areas of work. In that particular respect the situations in Kazakhstan and Uzbekistan are quite different.

In Kyrgyzstan the major challenge was staff turnover among government employees. For a period of time it took flexibility and consistency for the project to re-establish relationships with several newly appointed officials. Strategic decisions made by the country leader helped establish a positive context for cooperation between the project and the government. The NGO sector in Kyrgyzstan is very active; numerous professional NGOs with direct contacts in the government and presidential administration are recognized and used by the government as service providers.

Networking helped the project find its niche in the development community in Tajikistan. Though a joint working group on WFCL that included government representatives was established, it was not particularly effective. The project wished to increase the group's effectiveness and influence and sent a formal letter to that effect to the Deputy Prime Minister. She supported formalization of the working group and appointed the Deputy Minister of Labor and Social Protection as chairperson. We have already noted his skepticism about the project and the subsequent end of the working group's activities. Concerted negotiation and networking are needed to restore the partnership's effectiveness.

In Uzbekistan the project has a working relationship with the government and the Inter-Agency Working Group is active. The project demonstrated flexibility in avoiding use of the term WFCL. An emphasis on opportunities for vocational education, health care services, etc. proved more effective here in negotiations with the government. The NGO sector in Uzbekistan is totally controlled by the government and very few NGOs are operating in the country. Thus the key to success in Uzbekistan will be to sustain and develop collaborative relationships with the government.

Conclusions

- *The Project successfully adapted to the changing political climate in the region and actively involved government partners in Kazakhstan and Kyrgyzstan.*

- *More work needs to be done to actively involve government partners in Tajikistan and Uzbekistan.*

Coordination

The grant program had two stages, starting with mini-programs and then going on to larger action programs. Project leaders accurately assumed that for the most part their partners were not experts in child labor issues. A successful strategy was created that effectively used mini-programs that helped the partners get involved with the project and helped the project get acquainted with their partners. Mini-programs, with simple applications and quick funding decisions, were supported during the first year of project implementation and most of the action programs were supported during the second and third years.

Administration of the mini-program grants was simple and effective. The more complicated action program procedures, however, sometimes involved the Moscow ILO office and often required a much longer approval time. It took up to six months to make funding decisions with the result that some action programs were started with a three to four month delay. Unfortunately the project completion dates could not be modified because the PROACT Project was coming to an end. The stressful time

pressure that resulted could have had a negative affect on the quality of the IAs' work and was the major reason they had not completed their final reports in December.

The PROACT and EYE Projects frequent use of the same IA as partners guaranteed continuity of activities. Although mini-programs and action programs were not purposefully structured to compliment each other or lead to common objectives, synergy was assured to a certain degree by the project design and strategic directions, areas of work, and types of model interventions.

IPEC has clear guidelines on how to call for action program proposals. In particular "IPEC strongly advises against the use of media and advertisements in soliciting proposals. While it may appear that this makes the process more transparent, IPEC experience shows that the outcome is usually not very positive. One of the reasons is that IPEC partners are not only selected based on their capacity to deliver a service, but also on their potential to sustain services to the target group beyond the lifetime of the project[20]." While the rationale for this recommendation is clear, the approach may have negative consequences because the selection of partners does not involve the open competition and collective assessment of proposals by an expert committee commonly used to decrease the risk of subjective bias and mistakes.

There appear to be several disadvantages to the present approach. It increases the workload of IPEC coordinators but does not enhance the image of ILO/IPEC for lack of transparency. It did not give some very capable NGOs in the sub-region the opportunity to apply for ILO/IPEC grants. There were also several instances in which projects with questionable logic supported by ILO/IPEC produced poor or no results. These issues suggest that the present approach for selection of partners, the proposal assessment procedure, and the project monitoring and evaluation system may need modification.

Here are three specific examples of these issues:

- A project to teach cooking skills to young sex-workers that was intended to provide new employment opportunities was implemented according to the plan but gave no evidence of their withdrawal from sex-work.
- Cows purchased to create income generation opportunities for poor families with working children in rural areas were given without a clear explanation of the purpose of the project. Absent an explicit connection between the project and child labor, the community was left with the assumption that this was solely an income generation project. The increased income, however, did not have any impact on child labor and did not further the ILO/IPEC mission. The community-based implementing organization did not understand the aim of the PROACT project and had little capacity to undertake child labor-related initiatives.
- The Apprenticeship Programme for graduates from the Special Vocational School in Kyrgyzstan was implemented in a way that caused serious concerns among human rights activists. The Youth Human Rights Group wrote a special report on that case and the ILO/IPEC coordinator had to undertake a monitoring visit with the IA to resolve the problem.

In most cases grantees were not even aware that they had received grants from two different but integrated projects. The fact that the two projects worked as a single unit with a very high level of coordination meant that it was difficult to distinguish their outcomes for reporting and evaluation purposes.

Partners in all four countries emphasized the friendly work style of the ILO/IPEC offices. There has been uniquely creative cooperation between the ILO/IPEC country offices in Uzbekistan and Tajikistan whose joint action program is developing a Manual for practitioners on development of life skills, career guidance and counselling of working children. The development of the manual was followed-up with a workshop for participants/practitioners from both countries.

[20] Programme Operations Manual (POM), Chapter 3.

Conclusions

- *Mini-programs and action programs were coordinated in a professional and friendly manner.*

- *Beginning activities with mini-programs and building to larger action programs proved to be an effective strategy.*

- *The level of coordination between the PROACT and EYE Projects was so high that the two projects were effectively integrated into a single program thrust.*

- *Some administrative procedures require special attention and may need modification:*
  - *approval of funding for the action programs*
  - *search for proposals*
  - *proposal assessment*
  - *monitoring*
  - *evaluation*

Unexpected effects

The evaluation team has not identified any unexpected effects beyond those already described.

Sustainability

Factors that contributed to the sustainability of activities initiated by the project include:

- Adjustment of national legislation
- Development of law enforcement mechanisms
- Approval of government programs on WFCL and youth employment
- Inclusion of child labor and WFCL issues in the agendas of government entities such as Ministries of Labor and Social Protection
- Increased awareness and knowledge of WFCL issues
- Inclusion of the child labor issues in the agendas of local NGOs
- Arrival of new international donors supporting child labor-oriented programs[21]

Many partners emphasized that ILO/IPEC is one of the few if not the only organization supporting local capacity development in the field of child labor. They believe that the project succeeded in highlighting the problem but that capacity development work and financial support for local implementing agencies should continue until there is a proper system in place, including sources of local funding. Partners still consider activities oriented toward child labor and WFCL deal with sensitive matters and they are not sure that they will continue after the ILO/IPEC project is over. We did not receive any information on the phase-out strategy for the project and so far the partners know nothing about it.

In Kazakhstan and Kyrgyzstan, National Programs on Elimination of WFCL have been approved, national committees are active, and there is a high probability of allocating government funds to support those activities. This positive public sector involvement and the high potential of NGOs in these two countries increases the likelihood that follow-up activities will continue. In Uzbekistan and Tajikistan, local ownership of the program is questionable and follow up without ILO/IPEC support is less likely.

[21] It is possible that the World Bank and Bota Foundation will support programs dealing with child labor issues in Kazakhstan in the near future.

Conclusions:

- *Projects contributed to the creation of an enabling environment and to developing the capacity of local partners though the capacity is not yet sufficiently high to guarantee sustainability in any of the countries.*

- *There is a higher probability of follow-up with child labor-related activities in Kazakhstan and Kyrgyzstan than in Uzbekistan and Tajikistan.*

- *ILO/IPEC has not articulated a clear phase-out strategy.*

Recommendations

- *Develop phase-out a strategy and discuss it with key partners.*

Impact

As we noted above, signs of positive project impact are most noticeable in legislation and policy development in Kazakhstan and Kyrgyzstan. We could not identify any indications of impact in Uzbekistan and Tajikistan.

Use of SPIF

A strategic programme impact framework (SPIF) process was used by the project to develop plans in a participatory manner. Because the effectiveness of this approach depends on the commitment of the participants and their experience in participatory planning, SPIF outcomes in Kazakhstan and Kyrgyzstan turned to be very useful while in Tajikistan and Uzbekistan it worked more like a project's introductory presentation.

ANNEXES

Annex 1. Terms of Reference

International Programme on the Elimination of Child Labour
ILO/IPEC

Terms of Reference
For
Joint Independent Final Evaluation
of
Capacity Building Project (PROACT): Regional Programme on the Worst Forms of Child Labour
and
Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment (EYE): An Innovative Regional Approach

ILO Project Code	PROACT: RER/04/P54/USA EYE: RER/05/05/FRG
ILO Project Number	PROACT : P.280.05.400.054 EYE : P.340.05.400.005
ILO Iris Code	PROACT : EYE : 100171
Countries	Kazakhstan, Kyrgyzstan, Tajikistan, Uzbekistan
Duration	PROACT : 39 months EYE: 24 months
Starting Date	PROACT :September 2004 EYE: Aug. 05
Ending Date	PROACT :December 2007 EYE: Aug 07
Project Language	English/Russian
Executing Agency	ILO-IPEC
Financing Agency	PROACT :US DOL EYE: Federal Republic of Germany
Donor contribution	USDOL: US $2,500,000 FRG: US $ 1,300,000

I. Background and Justification

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 raising awareness on the negative consequences of child labour, promoting social mobilization against it, strengthening national capacities to deal with this issue and implementing demonstrative direct action programmes (AP) to prevent children from child labour and remove child labourers from hazardous work and provide them with appropriate alternatives.

2. ILO Decent Work Country Programmes (DWCPs) are being introduced in the ILO to provide a mechanism through which to outline agreed upon priorities between the ILO and the national constituent partners with a broader UN and international development context. For further information please see http://www.ilo.org/public/english/decent.htm

3. 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 to which it contributes. DWCP are beginning to be gradually introduced in various countries planning and implementing frameworks and in Indonesia.

4. 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 cooperation and it is within this framework that the activities developed by regional and national projects should be analyzed.

5. The Central Asian Republics (CAR) of Kazakhstan, Kyrgyzstan, Uzbekistan and Tajikistan all share a past as former parts of the Soviet Union. With independence they faced the formidable task of restructuring their economies. This led to substantial, sometimes drastic changes in the social fabric of society. Amongst them is child labour, widely unseen in the past.

6. In their Soviet past, child labour was known only in agriculture where it was seen as a natural part of a life cycle that was dominated very much by farming and herding. Exploitative and hazardous forms of child labour in other fields were largely absent; labour markets were tightly controlled and the state assured childcare and monitoring services that minimised exploitation and abuse of children. This changed with the collapse of the socialist model of a planned economy in the early nineties of the last century.

7. During the past few years, child labour has emerged as a major issue in the CAR countries. The transformation of the economic structure in the past decade brought to life a large segment of the shadow economy in which child labour is widely used. The number of children working under emerging 'free market' conditions started to increase rapidly. General social disorder and economic decay rendered children unprotected, particularly in relation to the employer. Children became an object of manipulation and exploitation under the conditions of absence of legal and administrative control and regulations of their reliable enforcement. According to reports the most prevalent worst forms of child labour in the sub-region are found in agriculture, urban informal economy, domestic work, commercial sexual exploitation (CSEC) and trafficking of children.

8. ILO-IPEC had already launched comprehensive Country Programmes against child labour in transition economies of Eastern and Central Europe. The PROACT and EYE projects were designed to extended this work throughout sub-region. Initial assessment missions found that there was urgency in responding to the challenges posed by the Worst Forms of Child Labour (WFCL) and that capacity building amongst the CAR governments was essential. ILO/IPEC through the PROACT and later EYE project attempts to lay the groundwork for the future to enable CAR governments to develop a robust system for preventing child labour and withdrawing and rehabilitating children from WFCL.

PROACT

9. The overall strategy of the USDOL-funded *Capacity Building Project: Regional Programme on the Worst Forms of Child Labour* (PROACT) is to build capacity of national institutions and organizations prevent WFCL and to protect, withdraw, rehabilitate and reintegrate children found in the WFCL. Particular emphasis is on moving the fight against WFCL 'up-stream' to the policy level and to build a basic national capacity to integrate child labour concerns with national development efforts at national and local levels. In order for the project to comprehensively address country specific needs while maintaining the sub-regional advantages for the project, the project was designed with two components.

10. Component 1 promotes the capacity of national organizations and institutions in five technical areas: building the knowledge base, raising awareness, supporting targeted interventions, creating linkages, and policy development. For each of these technical areas a menu of core and optional activities was offered. Component 2 promotes sharing experience and information. Sub-regional training workshops were held in which key partners shared innovative approaches, lessons learned, and good practices on issues such as mainstreaming/integration and networking, resource mobilization, child labour monitoring systems, and strengthening the role of workers' organizations in WFCL.

EYE Project

11. With funding from the FRG, *Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment* (EYE) was developed as a response to the strong correlation that exists between child labour and youth employment. The overall strategy for the EYE-project is to build capacity of national institutions and organisations to integrate appropriate education, training and youth employment measures and initiatives in their programmes against the WFCL. Emphasis will be given to moving the fight against WFCL "up-stream" to the policy level and to mainstream child labour issues into national development policies in regard to education, training and youth employment.

12. Much like the PROACT project above the project has two components to address both the national needs as well as the sub-regional learning aspect. Component 1 promotes creating and/or strengthening national capacity and developing and implementing pilot action programmes (AP) focusing on one or several elements from a menu of interventions. Component 2 focuses on sub-regional activities which will build the knowledge base, facilitate sharing experience, and build the capacity of key partners on specific issues such as education, skills development, training and youth employment.

PROACT and EYE Development and Immediate Objectives

13. PROACT and EYE have the same Development Objective: To contribute to the elimination of the worst forms of child labour in Central Asian Countries. At the Immediate Objective level there is substantial overlap. Both sets of Immediate Objectives place emphasis on building the capacity of major stakeholders to integrate child labour issues into national policies. Furthermore, both focus

on building the knowledge base and disseminating the information throughout the sub-region. However, there are also some important differences as well. EYE IO1 contains an explicit reference to awareness-raising that is absent from that in PROACT. EYE also has an additional IO that drives direct action on youth education and training.

PROACT	EYE
Immediate Objective 1: By the end of the project, governments, workers', and employers' organisations, NGOs and other partners will have the technical skills and organisational capacity to formulate and implement policies, programmes and other initiatives to facilitate prevention, protection, withdrawal, rehabilitation and reintegration of children engaged in the WFCL.	Immediate Objective 1: Awareness and capacity of major stakeholders in the participating countries in place to mainstream child labour and youth employment issues into relevant national policy frameworks.
Immediate Objective 2: By the end of the project, knowledge and experience on child labour will have been jointly generated and shared at sub-regional level and knowledge generation and sharing mechanisms are in place.	Immediate Objective 3: Knowledge base in place and networking at sub-regional level on-going to generate synergy and contribute to building capacity within central areas of fighting child labour through activities related to youth-employment.
	Immediate Objective 2: Target groups have access to viable alternatives to child labour through the promotion of education, vocational and skills training and youth employment.

14. Because of the similarities between the strategies and Immediate Objectives of the PROACT and EYE, the ILO-IPEC views both projects as two elements of a larger umbrella-programme (CAR). This has had direct implications for the administration of the projects. The management of both projects work very closely together. Project activities are carried out in tandem and in a complementary fashion—some Action Programmes are funded by both projects. It also has had implications for evaluation. For example, the mid-term evaluation was carried out as a joint-evaluation.

Mid-Term Evaluation

15. The mid-term evaluation of the PROACT-CAR project was originally scheduled to take place in June 2006. Based on the process of implementation of the action programmes at that time it was decided, in consultation with key stakeholders, that the evaluation would be postponed to November 2006.

16. The mid-term evaluation found that the environment for implementation of ILO–IPEC projects is very difficult and much different from that found in other parts of the world. The civil society is extremely weak and NGOs are generally unable to raise their own funding for significant interventions. The partial disintegration of society and poverty can be easily identified as the main contributing factors to child labour. However, in farming there is also a tradition of employing children. Street children and other forms of the WFCL however are a relatively new phenomenon in the CARs.

17. The lack of capacity at both government and civil society regarding a response to the WFCL has implications for planning and monitoring. Partners have a difficult time grasping the concept of strategy development and how to prioritize activities. Therefore, ILO–IPEC has to take a much more proactive role than usual..

18. The attitude of stakeholders is still quite close to the one found during the Soviet time during which it was the government's duty to address all problems identified. However, currently governments in the CARs are not geared towards assisting children in the WFCL. Legislation still needs to be harmonized, and the rules and regulations for implementation are largely missing. Furthermore, the focus on economic growth in the CARs weakened the status of the labour inspectorate which would have the mandate to address also the WFCL in their work.

19. The trade unions that had a very different role during the Soviet times of providing social services and to some extend monitor the working conditions, are still struggling to find their new role in the market economy. Employers' organizations are extremely weak and due to the lack of an employers' specialist in the sub-regional office in Moscow did not have much assistance over the past years.

20. Given this environment the PROACT and EYE projects made outstanding progress towards the awareness rising of the WFCL and developing pilot actions on how to assist children in WFCL. The evaluator observed that the national committees formed were actively debating how to move forward, and seemed to be genuinely committed to the issue. The awareness on the WFCL seems to build in governments in the CARs and stakeholders are beginning to act. Given the traditions this action is first on the legal side and it will take significant time until the effects will be felt at the grassroots level.

21. The current serious lack of funding opportunities and weakness of the NGOs makes it very difficult to develop models of intervention of direct assistance that are sustainable. In Uzbekistan two of the NGOs working directly with children rely completely on ILO – IPEC and other international donors, as internal funding is difficult to raise, and government slow to respond. At the same time the Business Women Association in Uzbekistan is the only NGO in the CARs that has significant own resources to at least start address the WFCL. However, Uzbekistan is reforming the education sector and it is likely that government will be able to improve the relevance of education for the labour market as well as offering education opportunities for working children as well.

22. At the community level organizations dealing with social concerns are largely absent, especially in urban areas. The lowest level government organizations are the most likely counterparts and in Uzbekistan the mahalla organizations. However, their focus so far has been on infrastructure interventions, and it will still take a long time until capacity at the community level can provide services for children in the WFCL.

23. The awareness regarding the WFCL is best at NGO and technical government level at the national level. These stakeholders acknowledge that at rayon, oblast, and municipal level the awareness is still largely non existent. Even in the Kyrgyz Republic which has the most responsive society, at local level the administration is either complacent with the situation, or in some instances promotes WFCL for economic reasons.

24. Likewise at the very highest central level the awareness is still low. The project made some inroads, in the Kyrgyz Republic through the president's office, and in Uzbekistan and Tajikistan through research institutes connected to the presidents' offices. However, until the effects of this activities will be felt at the grassroots level it will take more time.

25. Data availability regarding the WFCL has greatly improved due to the projects. The PROACT – CAR and EYE projects were absolutely instrumental to generate the first relevant data on working children as well as starting to compile the relevant legislation and identify gaps in legislation and rules and regulations. These efforts are not yet institutionalized, and the capacity to generate data and research results still needs to be improved.

26. Overall the evaluator believes that more time is needed at all levels of the intervention. The task of raising the awareness is still huge especially at the highest policy making and local levels. The data gathering efforts need to be institutionalized. Models for the sustainable provision of services to children in the WFCL relevant for the CARs are still lacking.

27. It seems that in the CARs there is a different role of ILO – IPEC. In the CARs ILO – IPEC needs to take a more proactive role than in other parts of the world. Activities related to the WFCL are largely absent prior to the start of the PROACT – CAR and EYE projects. The tripartite partners of ILO have very limited knowledge about their role in ILO, in the market economy, and even less so in addressing the WFCL.

28. The approach towards advocacy is good but needs more time so that additional time should be devoted by ILO – IPEC to make a difference.

29. Work on the institutionalization of data gathering and research likewise should be continued. The capacity building for partners needs to be intensified in the area of development of interventions and strategies.

30. To address the serious lack of funding for sustainable interventions of civil society, other approaches need to be investigated. This will include a re-evaluation of the role of government offices and their potential to address the issue. The legalistic approach in the CARs towards problems solving is both an obstacle as well as a chance for ILO – IPEC. In this respect champions for implementation of activities need to be identified.

Current Status

31. The current status is that all countries have some form of Child Labour coordination council or committee (although none of them qualifies as a "real" National Steering Committee) which meets more or less regularly and which function as a sounding board for project activities.

32. There is among most of the constituents, including government, an increasing willingness to admit to the issue and discuss measures to be taken (compared to the denial which was commonplace in the beginning). However, some government officials still see acknowledgement of the problem as admission of failure—something one does not do in inherited Soviet style governmental culture.

33. The capacity of national partners in all countries to develop and implement projects and programmes to address child labour issues has also increased considerably. In addition, awareness of the issue has increased at most levels in all the countries. However, there is still work to be done both on building institutional capacity and raising public awareness of the problems related to the issues.

34. In general, the issue of child labour is still politically sensitive in each of the countries. Labour migration and trafficking is increasing becoming a problem with no real policies to deal with it and little, if any, cooperation among countries. However, child labour has begun to finding its way into policy documents and legislation (e.g., Kazakhstan migration white paper and new Labour Code).

35. The prospects for sustainability took a large step forward when the government of Kyrgyzstan approved and allocated (US$113,000) for a state programme to combat the worst forms of child labour. However, that optimism is mitigated by the fact that large numbers of children are involved in agricultural work on government farms.

36. However, social partners – both workers' and employers' organizations are very weak and struggling to define their roles in society. Child Labour is still not a priority issue for the Governments and Social Partners (not a single country included Child Labour in DWCP on their own)

II. Scope and Purpose

37. According the project documents, the nature of the monitoring and evaluation processes will be decided in consultation with partners including US-DOL and FRG. The Design, Evaluation and Documentation (DED) Section of ILO/IPEC will coordinate the consultations, planning, and coordination of the evaluations. Appropriate partners, stakeholders, and donors will receive a copy of all evaluation reports.

38. At the outset of the final evaluation process, input was solicited from key stakeholders. The scope of the evaluation will encompass both PROACT and EYE. The main purposes for which the evaluation should be conduced are to assess the implementation of the project, document achievements and key legacies, and to identify models and elements that can be taken to scale. The results will be used by USDOL, IPEC HQ, and field staff to guide future programming and design decisions

III. Suggested Aspects to be Addressed

39. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects. For gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995.

40. In line with results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results through addressing key questions related to the evaluation concerns and the achievement of the Immediate Objectives of the project using data from the logical framework indicators. Answers to the key questions will be interpreted in light of relevance, efficiency, effectiveness, and sustainability—core values of ILO-IPEC.

41. The following are the broad suggested aspects that can be identified at this point for the evaluation to address in the context of the evaluation concerns and immediate objectives of the project. 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 (DED). The evaluation instrument prepared by the evaluation team will indicate further selected specific

aspects to be addressed. The evaluation instrument should identify the priority aspects to be addressed in the evaluation.

42. Building the capacity of major stakeholders to integrate child labour issues into national policies.
    - How many times and in what ways have WFCL issues been included in the agendas and workplans of partners such as educational and training institutions? What were the results?
    - Which national institutions (central government units, local government, civil society organisations) and international partners in the participating countries include WFCL in their area of work? How has this changed the nature of their work?
    - Which models of intervention were used most often by national partners and why? Which were use the least and why?
    - How did capacity development influence the flow of resources allocated for combating WFCL in each country?
    - How many times and in what ways were child labour issues included in national employment or youth employment policies and programmes and/or PRSPs?

43. Building the knowledge base and disseminating the information throughout the sub-region.
    - How much information was contributed to the knowledge base? What was the quality of the information?
    - What channels were used for the dissemination of the information? Which was most efficient and effective? Why?
    - How was the information able to increase key partners understanding of child labour issues?
    - What was the degree of use of information produced and compiled by the project as measured by
        - Frequency of use of inventory
        - Evidence of use of references to inventory and material in publications and programmes of partners and other organisations.
    - What were the outcomes of the information use?

44. Target groups have access to viable alternatives to child labour through the promotion of education, vocational and skills training and youth employment.
    - What alternatives targeting children at risk or withdrawn were offered by initiatives?
    - How many children were prevented, withdrawn and rehabilitated through model interventions implemented using built capacity?

45. Cross-Cutting Questions
    - How relevant is the project design with regards to variations in the implementing environments of the project countries? Was the design sufficiently flexible to adapt to political and other changes?
    - How is the project adapting to the changing political atmosphere? Is the project able to actively involve government partners in countries such as Uzbekistan and Kazakhstan where the activities of NGOs and the international community are under increasing scrutiny?
    - Were the action programs and mini-programs well coordinated? Were they structured to compliment each other and lead to common objectives? Is the strategy of beginning activities with mini-programs and building to larger action programs effective?
    - Assess the level of coordination between this project and IPEC's Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment t project? How effective is the project in leveraging resources (e.g. by collaborating with non-IPEC initiatives and programs launched during its life)? What process is being undertaken by the project to identify and cooperate with other initiatives and organizations?
    - Identify unexpected and multiplier effects of the project.

- How effective has the project been to date in promoting local ownership of the program and promoting long-term sustainability? Has the idea of a phase-out strategy for the project been clearly articulated and progress made toward this goal?
- What capacity of local/national institutions (including governments) and the target groups to continue delivering goods, services, education, and awareness raising activities begun by the project after the project's end date?
- In the evaluator's opinion, what will be the long-term impact of the project in the region?
- How was the SPIFF process used in the projects? How can it be made more useful?

V. Evaluation Methodology

46. The following is the suggested methodology for the final evaluation. The methodology can be adjusted by the evaluation team if considered necessary in accordance with the scope and purpose of this exercise as described above. This should be done in consultation with the Design, Evaluation and Documentation Section (DED) of ILO/IPEC.

47. An international evaluator will be hired as team leader of the evaluation. On of the first tasks of the team leader will be to conduct an **desk review** of appropriate material, including the project documents, progress reports, previous evaluation reports, outputs of the projects and action programmes, and relevant material from secondary sources. This includes baselines and any government documents.

Sources of Information

Available at HQ and to be supplied by DED	Project documents DED Guidelines and ILO guidelines Mid-term country review/evaluation
Available in project office and to be supplied by project management	Progress reports/Status reports Evaluation and similar reports at the action programme level Technical and financial report of partner agencies Other studies and research undertaken Action Programme Summary Outlines Project files National workshop proceedings or summaries Country level planning documents SPIF documents Master list and records of beneficiaries Action Programme Progress Reports Baseline reports and information
To be located as appropriate	Relevant national development programme and policy documents PRPS documents such as strategies, monitoring plans and reports, costing Relevant documents on the development situation in the Central Asian Republics and context of child labour

48. In addition, the international evaluator will recruit and oversee the work of a team of national consultants based in Kazakhstan, Kyrgyzstan, Tajikistan, and Uzbekistan. The national consultants will conduct project reviews of activities in their respective countries. These reviews would be based on a standard framework developed by the international consultant in consultation with DED.

49. Data collection for the national project reviews could include document analysis, group and individual interviews with key stakeholders, surveys, and site visits to select Action Programs. Sources of information would be children, parents of beneficiaries, teachers, government representatives, professionals linked to the targeted sectors, representatives from trade unions and employers' organizations, partners, implementing agencies and all major stakeholders, including the donor. Minimal travel is anticipated.

50. Lastly, the team leader will write two reports that integrates the results from his/her desk review with the four national consultant reports. The first report will focus on the PROACT and the second will focus on EYE. The team leader will prepare a brief document indicating the methodological approach to the evaluation (the "evaluation instrument"), to be discussed and approved by DED prior to the commencement of the field fieldwork. The report should include IPEC's standard evaluation instrument in an annex.

51. The evaluation should be carried out in adherence with the ILO Evaluation Framework and Strategy, the ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and the OECD/DAC Evaluation Quality Standard.

IV. Expected Outputs of the Evaluation

52. The evaluation reports in draft form and in English should be presented to IPEC DED one week after the finalization of the field mission. After a methodology review by DED, the reports will be circulated to all relevant stakeholders for their comments. The evaluation consultant should consider the comments for the preparation of the final draft of the report.

53. The length of each of the two reports should not exceed 20 pages (excluding annexes). It is suggested to structure the report as follows:
    - Executive Summary with key findings, conclusions and recommendations
    - Description of the project
    - Clearly identified findings
    - Clearly identified conclusions and recommendations
    - Lessons learned
    - Potential good practices and effective models of intervention.
    - Appropriate annexes including TOR
    - Standard evaluation instrument matrix

54. The report should include specific and detailed recommendations solidly based on the evaluator's analysis and, if appropriate, addressed specifically to the organization/institution responsible for implementing it. The report should also include a specific section on lessons learned from this project that could be replicated or should be avoided in the future, in the same or in other IPEC projects.

55. The report should clearly reflect the differences and similarities between countries when making general assessments, conclusions, and recommendations to avoid factual and actual inaccuracy in details related to a specific country.

56. 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.

VI. Resources and Management

57. The evaluation will be carried out by a team with extensive experience in the evaluation of development or social interventions, preferably including practical experience in assessing comprehensive policy/program frameworks or national plans. The team members should have an advanced degree in social sciences, economics or similar and specific training on evaluation theory and methods. Working experience on issues related to child labour, education and children's welfare will be essential. Full command of English as a working language will be required. The final selection of the evaluation team will be done by DED.

International Evaluator	
Responsibility	Profile
• Desk review • Prepare an evaluation plan • Prepare evaluation report consolidating country specific project reviews	▪ Extensive experience in evaluation of development projects, in particular with local development projects and as team lead of multi-cultural teams. ▪ Relevant regional experience in the region ▪ Familiarity with and knowledge of specific thematic areas ▪ Experience working with local organisations/local partners agencies ▪ Experience in UN system or similar international development experience including conducting evaluations ▪ Experience evaluating gender issues. ▪ Understanding of the ILO's tri-partite structure
National Consultants	
Responsibility	Profile
• Conduct a review of project in his/her respective country	• Extensive knowledge of respective country's geography and culture • Documented experience in disciplined inquiry—preferably in evaluation. • Prior knowledge of ILO/IPEC an advantage

58. The following are the resources needed for this evaluation (for detailed information see the Evaluation Timeline below):
    - Fees for one international consultant during 15 working days
    - Fees for four national consultant during 15 working days each
    - Editor to polish the English version of the reports

59. The DED responsible official in IPEC HQ will manage the evaluation process. In country management and logistics support will be provided by the CTA of the projects and the IPEC team as a whole.

Evaluation Timeline

Phases	*Tasks*	*Responsible*	*Dates*	*Outputs*
Phase One: Preparatory	Briefing with IPEC DED and preparatory desk review Meet with CTA in Moscow Design of the evaluation instrument	International consultant with DED support	8-12 Oct, 2007 (5)	Evaluation instrument
Phase Two: Data collection	Field work, interviews and data collection for project review	National consultants with Team Leader and DED support	15-26 October, 2007 (10)	Data
Phase Three: Report writing	National consultants write project reviews Project reviews submitted to Team Leader Team leader consolidates desk review and national project reviews into final report	National consultant International consultant	Report writing: 29 Oct to 2 Nov (5) Submission of project reviews: 5 November, 2007 Report writing: 5-16 Nov (10) Submission of final version report: 30 Nov, 2007	Project Reviews Draft version evaluation report Final version evaluation report

Annex 2. Conclusions and recommendations at a glance

In this section we summarize the principle conclusions and recommendations. We have aggregated program lessons into one section for the sake of convenience.

1. PROACT and EYE Projects models

Conclusions

- The PROACT (or WFCL) Project and the EYE Project were designed as two parts of one program funded from two different sources.
- The PROACT (or WFCL) and EYE Projects' theoretical frameworks are closely aligned: their development objectives are the same and their immediate objectives overlap; their menus of model interventions are identical and their strategies are similar; and the beneficiaries of each project are the same.
- The two projects are executed in collaboration with the same principal partners.
- The different scope of each project's logic is the single distinguishing characteristic: the PROACT Project includes employment as a minor element among numerous directions whereas the EYE Project focuses on youth employment alone.
- As the project models coincide to a great extent, including similar development objectives and overlapping immediate objectives, one would expect certain difficulties in identifying the causal chains and distinguishing each project's effects. At the same time it should not be a problem to analyze the projects interventions separately.

2. Building the capacity of major stakeholders

2.1. Who are the major stakeholders

Conclusions

- Major stakeholders in the PROACT (or WFCL) Project and EYE Project were similar to a great extent. EYE used existing connections developed by PROACT.
- In all four countries the main government partners for both projects were ministries of labor and social protection (or social development) and the key strategic partners were ministries of education and ministries of health.
- The UNICEF country offices in all four countries supported PROACT and EYE to the extent that UNICEF could be considered the key sub-regional international project partner.
- Federations of Unions and Associations of Employers were also involved as per the project concept in all four countries, but they were strong enough to be considered major stakeholders only in Kyrgyzstan and Kazakhstan.
- Although NGOs participated in both projects as implementing agencies, the extent of their participation varied depending on the country context and the level of development of the NGO sector.
- Several respondents with positive experiences of collaboration with religious leaders in Uzbekistan believe that this approach is underused in Tajikistan and could be even more fruitful in the future.

2.2 Use of model interventions

Conclusions

- The intervention models most commonly used by PROACT and EYE were research, discussion and dissemination of research results, training, and policy development. The reason for the common use of those interventions was their relevance to the primary task of raising awareness and mainstreaming the issues of WFCL.

- The least commonly used interventions were services aimed at withdrawal and rehabilitation of children involved in WFCL. Most of our respondents explained that in all four countries it was too early to use those interventions extensively for want of adequately established capacity and a sufficiently supportive environment.

- The EYE Project research and training were focused on youth employment issues, whereas the PROACT Project did not a put special emphasis on youth employment and considered it along with other WFCL-related issues.

Recommendations

- Further work is needed to raise awareness in the sub-region and should be planned with careful regard for the significant differences among the four countries.

- Design-phase planning for interventions aimed at withdrawal and rehabilitation of children involved in WFCL should include a comprehensive and realistic assessment of possible related risks. Each project of this kind should involve scrupulous self-evaluation and lessons learned should inform future planning. Project directors should be both realistic and cautious in implementing such interventions in the sub-region and it will be prudent to focus on Kazakhstan and Kyrgyzstan.

- As withdrawal of children involved in WFCL is a burning issue it is important to support further development, especially implementation of legislation aimed at protecting children from WFCL, while more complex, systematic approaches are piloted and disseminated in the sub-region.

2.3. Upstreaming WFCL issues

Conclusions

- The PROACT and EYE Projects succeeded in upstreaming the issues of child labor, WFCL, and youth employment in the sub-region and today legislation in all four countries is better harmonized with international conventions forbidding child labor and its worst forms. Uzbekistan remains the only country that does not yet accept the term WFCL. The ILO/IPEC projects were sufficiently flexible to adjust to varying situations.

- Enforcement of laws on child labor remains an issue in all four countries, although Kazakhstan and Kyrgyzstan are more advanced and are already implementing certain mechanisms. Kyrgyzstan is officially oriented towards social partnerships in combating WFCL. Tajikistan has recognized the existence of the problem and has declared its willingness to combat it. Uzbekistan is still denying the problem of WFCL, although, the issue of using child labor in general and for picking cotton in particular has been officially recognized. The situation in Uzbekistan remains very sensitive far beyond issues related to the wording of policies and legislation.

Recommendations

- Both projects should consider country differences in future planning. The remaining need to up-stream strategies for dealing with WFCL requires that unique goals and objectives be created for each country.

- Special attention should be paid to Uzbekistan, with ILO/IPEC being consistent in implementing their agenda with sensitivity to each national context.

2.4. Inclusion of WFCL issues in education and training

Conclusions

- WFCL has been included in the work plans of partners such as education and training institutions in all the countries except Uzbekistan, where the very term WFCL remains unacceptable.

- The involvement of professional education and training organizations proved effective even when those organizations, like "Accord" in Kazakhstan, did not have particular expertise in the field of WFCL. Organizations with good training methodologies designed effective WFCL training modules that were broadly used by other partners.

- The project demonstrated that a qualified trainer is able to prepare and conduct a good training on WFCL issues even when that person is not a WFCL expert. Note "Youth 21 Century" in Tajikistan.

- Various kinds of training programs, from short introductory presentations to intense, three to five-day interactive trainings are needed to address the unique needs of different target groups.

- When appropriate a training should incorporate problem-solving and planning components to intensify the use of training results.

- Although numerous training materials were developed and published in both Russian and the native languages, mostly hard copies were disseminated and only a few of these publications are available in electronic format[22].

Recommendations

- Involve professional education and training institutions and invite professional trainers to conduct high quality training workshops. WFCL experts could be used at the design stage and during the training as resource persons. This recommendation could be particularly important for Kyrgyzstan where the full potential of highly qualified local training organizations has not yet been fully used.

- Make training materials available at the sub-regional and international levels. The project website could become a natural place for disseminating such resources.

- Facilitate networking among the education and training institutions at the country and sub-regional levels.

2.5. How the work of the major stakeholders changed

Conclusions

- One the obvious achievements of the projects is raising awareness of WFCL in the sub-region. With ILO/IPEC help, the representatives of many major stakeholders have walked the distance from denying WFCL to recognizing its existence and the need to combat it.

- Although there are indications that awareness building can lead to changes in the perceptions and attitudes of major stakeholders, it is too early to see changes in the nature of their work.

[22] Manual for Practitioners on Career Guidance and Life Skills of Working Children was published in 4 languages: English, Russian, Uzbek and Tajik and are available in both hard and electronic formats. Know About Business programme is available in Russian and Uzbek languages in electronic format.

- The situation in Kazakhstan and Kyrgystan is more promising in terms of actual changes in the work of government institutions and moves to combat WFCL. The projects in Tajikistan and Uzbekistan have just begun to "prepare the ground" for future change.

- Since the EYE Project started much later than the PROACT Project, it is too early to report changes in the nature of stakeholders' work due to EYE Project interventions.

- Resistance to change related to child labor and WFCL is still very high in Uzbekistan and Tajikistan due to tough economic conditions and existing cultural norms and attitudes.

Recommendations

- Take country differences into account in future planning to increase the effectiveness of IPEC's interventions. For example, Uzbekistan and Tajikistan will need more awareness-building work while Kazakhstan and Kyrgyzstan are ready for action-oriented projects.

3. Building the knowledge base and disseminating the information

3.1. Quantity and quality of information

Conclusions

- ILO/IPEC projects supported high quality research in all four countries.

- Research outcomes provided a unique, evidence-based picture of the situation vis-a-vis child labor and its worst forms.

- The key government partners considered this research trustworthy and used it in decision making and policy development.

- On-going, systematic research on child labor remains an important need.

Recommendations

- The projects should support child labor-related research if and when possible

3.2. Channels for dissemination

Conclusions

- ILO/IPEC and its partners used a variety of channels for disseminating information.

- In all four countries most respondents emphasized that the effectiveness of any channel for disseminating information depends on the context, the target group, the nature of the information, and the conditions in the country. There cannot be a one-size-fits-all approach.

- The only universal conclusion is that it is a good idea to use of various channels and combinations of channels for communication.

- The Internet was underused as a channel.

Recommendations

- Use diverse channels to disseminate information.

- Put special emphasis on the use of the Internet and electronic publications.

3.3. Use of information

Conclusions

- Information provided by the project increased partners' knowledge of child labor issues. These key national players now understand what WFCL is and that it:
  - creates many real problems
  - requires regular and systematic research efforts
  - is a problem of strategic importance
  - is a problem that requires urgent action
  - creates country-specific child labor issues
  - exists in countries with positive experience combating WFCL
  - is impossible to guarantee 100% success using strategies developed by others

- Information on child labor and its worst forms was highly appreciated, though there is still a need for more information of this kind.

- The capacity of the key partners to combat WFCL increased and they helped their direct beneficiaries to increase their capacity.

- While there is a need and readiness for direct action in the region, awareness building and information dissemination work is still needed.

Recommendations

- Include systematic research on WFCL in future plans.
- Make sure that research results are available at the country and sub-regional levels.
- Continue information dissemination and awareness-building activities.

3.4. Alternatives to child labor

Conclusions

- Activities targeting at-risk children included:
  - awareness building
  - teaching the basics of business
  - formal vocational education
  - vocational training
  - helping children find jobs
  - providing psychological and legal consultations to children
  - medical examination

- Projects have not yet succeeded in creating real alternatives to WFCL. None of the model interventions managed to address all the key factors that put children at risk.

- Projects do not have a proper monitoring system to collect reliable data on prevention, withdrawal and rehabilitation and the quantitative data provided by project partners in many cases cannot be considered valid. It seems likely that the complexity of monitoring has been underestimated.

Recommendations

- The project monitoring system should be further developed so that it can measure prevention, withdrawal and rehabilitation outcomes. Such a system should include clearly defined indicators to be used by all four countries.

- For the present, prevention should be emphasized in all four countries. A period of capacity building is needed so that future pilot projects aimed at withdrawal and rehabilitation can be designed thoughtfully, assessed carefully, and evaluated honestly. Most likely such activities could be piloted in Kyrgyzstan and Kazakhstan where the environment is more supportive.

3.5. Flow of resources allocated for combating WFCL

Conclusions

- ILO/IPEC projects influenced the allocation of funds in several ways:
  - the key government project partners allocated budgeted funds for combating WFCL at the national level
  - some funds were allocated at the local level to underwrite follow up for PROACT/EYE-supported projects
  - a Union decided to allocate funds to combat WFCL
  - Local and international NGOs included WFCL issues in their agendas and succeeded in raising funds to support these activities.

- Though the governments of Uzbekistan and Tajikistan are not yet active in funding anti-WFCL activities, opportunities are open for negotiations with these governments to jointly fund anti-WFCL activities with ILO/IPEC.

4. Cross-Cutting Topics

4.1. Relevance

Conclusions

- The PROACT Project design was relevant to variations in the implementing environment of the project countries

- The PROACT design was sufficiently flexible to adapt to political and other changes

- The EYE Project identified existing problems with youth employment and proposed creative and practical solutions, but there is not enough evidence to make judgements about its relevance. There was a consensus among most respondents in Tajikistan that the capacity building component of the EYE Project was more relevant than the components aimed at prevention, withdrawal, and rehabilitation.

- Capacity development was more relevant than networking, information sharing, and knowledge generation at the sub-regional level since people need to gain knowledge and experience before they feel able to share. The networking component is becoming more relevant than at the beginning of the project.

- A concept for capacity development was not apparent in project documents and it seems likely that an explicit and comprehensive approach to capacity development could increase the relevance of future projects. Developing capacity in leadership, mutual accountability, and monitoring and evaluation could prove to be particularly fruitful.

Recommendations

- Put an emphasis on a sub-regional component that includes networking, communication, information sharing, and knowledge generation in the next stage of the project.

- Consider a more comprehensive approach to capacity development.

- Continue capacity development and awareness building work in each of the countries with consideration for the unique environments and needs.

- IPEC should seek country specific interventions that consider national contexts and differences starting with the planning and design of country specific goals, objectives, results and strategies.

4.2. Adaptation

Conclusions

- The Project successfully adapted to the changing political climate in the region and actively involved government partners in Kazakhstan and Kyrgyzstan.

- More work needs to be done to actively involve government partners in Tajikistan and Uzbekistan.

4.3. Coordination

Conclusions

- Mini-programs and action programs were coordinated in a professional and friendly manner.

- Beginning activities with mini-programs and building to larger action programs proved to be an effective strategy.

- The level of coordination between the PROACT and EYE Projects was so high that the two projects were effectively integrated into a single program thrust.

- Some administrative procedures require special attention and may need modification:
  - approval of funding for the action programs
  - search for proposals
  - proposal assessment
  - monitoring
  - evaluation

4.4. Sustainability

Conclusions:

- Projects contributed to the creation of an enabling environment and to developing the capacity of local partners though the capacity is not yet sufficiently high to guarantee sustainability in any of the countries.

- There is a higher probability of follow-up with child labor-related activities in Kazakhstan and Kyrgyzstan than in Uzbekistan and Tajikistan.

- ILO/IPEC has not articulated a clear phase-out strategy.

Recommendations

- Develop a phase-out strategy and discuss it with key partners.

Annex 4. Literature

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