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IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

**National Programme
Prevention and Elimination of Worst
Forms of Child Labour in Romania
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An Independent Final Project Evaluation

By

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List of abbreviations

AP	Action Programme
CLU	Child Labour Unit
CSDR	The Confederation of Romanian Democratic Unions
CTT	Core Training Team
DME	Design, Monitoring and Evaluation, ILO
FICE	International Federation of Educative Communities in Romania
GDP	Gross Domestic Product
GIS	General Inspectorate of Police
GO	Governmental Organisation
IA	Implementing Agency
ICT	Intersectoral County Teams
ICTT	Intersectoral Central Training Team
IFCF	International Foundation for Child and Family, an NGO
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour, ILO
IRCP	Institute for Research and Crime Prevention
LFA	Logical Framework Approach
MAP	Mini Action Programme
MER	Ministry of Education and Research
MLSS	Ministry of Labour and Social Solidarity
MoU	Memorandum of Understanding
NACPA	National Authority on Child Protection and Adoption
NGO	Non Governmental Organisation
NIS	National Institute of Statistics
NPM	National Programme Manager, IPEC
NSC	National Steering Committee
PCM	Project Cycle Management
SbyS	Step by Step, an NGO
SCH	Save the Children, an NGO
SIMPOC	Statistical Information and Monitoring Programme on Child Labour, ILO
ToR	Terms of Reference
ToT	Training of Trainers
USD	United States Dollar
USDOL	United States Department of Labour

Executive Summary

The National Programme for Prevention and Elimination of Worst Forms of Child Labour (WFCL) in Romania was designed in February 1999. The programme, funded by the United States Department of Labour, was to be initiated in March 2000 for a 24 months period with start-up in September 2002. The project has been prolonged to July 2003. The overall aim for IPEC in Romania had been established as assisting the country to promote the policy development initiatives, prevent the increase of child labour, build the capacity of concerned governmental and non-governmental agencies, conduct qualitative research to assess the extent and character of the forms of child labour, implement direct action activities and raise public awareness in the country about child labour. In line with the ILO/IPEC policies and procedures and the project document, the programme was subject to a Mid Term Review in July 2001 and the final evaluation took place in April 2003. The findings, conclusions and recommendations of this latter evaluation are presented in this report.

The past decade has been one of political and economical transitions for Romania. The communist legacy left Romania with a distorted and unproductive economy and progress on structural reforms and privatisation has been slow. Urban migration, privatisation of land and housing and restricted welfare policies, among with other socio-economic changes, have caused difficulties for its population. Membership of the European Union (EU) is one of Romania's top foreign policy objectives and the EU underlined the importance of judicial and administrative reform to help bring forward Romania's overall preparation for membership, foreseen in 2007. Approximately 500.000 children below the age of fifteen dropped out of school in 1998 and it is assumed that many of these are working, it is said that some 140.000 children carry out an economic activity, predominantly in the agricultural sector. Low family income is one of the major factors pushing children to work, especially in relation to the negative perception of many young people towards the importance and relevance of education. The educational system does not cater for the needs of working children while the economic justification is partly due to the low awareness of the parents and children of the damaging effect of labour on the children.

The project document defines three specific objectives:

- 1 The government will have an updated and approved National Policy and Plan of Action, harmonized its child labour legislation with international standards and developed its institutional capacity to deal with the problem.
- 2 Successful pilot projects will have changed attitudes and perceptions about child labour in these regions and resulted in the effective prevention of child labour and the rehabilitation of a selected number of street children.
- 3 A new approach will have been developed to improve the quality of educational and other protective services catering to the needs of Roma working street children and their families

Objective 1 Institutional capacity and national policy

A national survey was initiated to provide basic information to IPEC and the Romanian Government concerning the child labour situation. However, the delay of this survey affected the development of a national comprehensive report and the discussion thereof in a national tripartite workshop. The national legislation has been reviewed and the final report will be part of the same report. Even though the comprehensive report might be submitted soon, it is unlikely that the report will be accepted by the Government in the near future. The capacity of a considerable number of institutions has been increased but the most important actor, the National Steering Committee (NSC), is not yet functioning satisfactorily. It lacks a formal status, has not been able to develop its own agenda and is not yet recognised as a 'key actor' by the Romanian Government itself.

The institutional capacity at county level has been increased by creating Intersectoral County Teams in a number of counties. This effective, efficient and sustainable model could easily be replicated in the remaining counties but this awaits a policy decision from the government. At national level, three Child Labour Units have been created that were to serve as focal points within the National Authority on Child Protection and Adoption (NACPA), the Ministry of Labour and Social Solidarity (MLSS) and the Labour Inspectorate. Staff had been capacitated but due to various personnel changes the units appear rather weakened. The National Steering Committee and the National Advisory Group have played an important role for IPEC, but serious concerns are expressed about their functioning after the end of this IPEC country programme. It is highly recommended that more emphasis be paid to the organisational setting of these three national institutions.

Objective 2 Changed attitudes and perceptions resulting in prevention and rehabilitation

Three Action Programmes¹ (APs) have been implemented by NGOs to address rural working children, Rroma children and urban street children in various counties and towns. These interventions have included various research and baseline studies and its results have been disseminated and proven crucial for the design of the interventions. All the interventions contained capacity building elements for government institutions at local levels and recommendations have been presented to the relevant authorities that included monitoring and educational aspects. However, not all recommendations have been accepted or implemented by the Government yet.

More concrete impact has been made through the direct action components of these interventions that have prevented hundreds of children at risk to work, it withdrew some four hundred street children from work and provided services to numerous children, parents, teachers and community leaders. It is recommended to further analyse the findings and to enter into a dialogue with the relevant authorities, through the National Steering Committee, to ensure that the recommendations are discussed and to ensure that the child labour issue is being mainstreamed.

Objective 3 A new approach to improve the quality of education for Rroma working street children.

A thorough analytical report by one implementing agency on the socio-cultural and psychological characteristics of Rroma working street children provided IPEC and the Government with in-depth knowledge, training materials and concrete recommendations. This report provides valuable input to policy development, especially since experts from the Ministry of Education and Research (MER) participated in all stages. The Government recently initiated the development of a strategy for improving the situation of Rroma and through the involvement of the said implementing agent therein, it can be safely assumed that the findings of the analysis will further provide important inputs and will have the desired effect on the quality of education.

Conclusions

The strategy, which includes research, awareness raising, capacity building and focuses on prevention, is certainly relevant in combating child labour in Romania. However, it appears that the programme underestimated the fact that child labour was not perceived as “an issue” and getting the issue “on the government agenda” has been difficult. A less comprehensive and more process-oriented design combined with more mechanisms to provide in-country ownership could have contributed to an increased ownership of this programme. IPEC has on the other hand been extremely successful in making maximum use of the trained staff and partners and it appears that a broad alliance of knowledgeable partners and individuals has been created.

¹ Sub-projects or specific components of the project

However, the institutional setting is still weak and might dwindle if the IPEC office provides no follow-up. While this IPEC programme will be concluded in June this year, the evaluator advocates to prolong the IPEC country programme with another 12 to 18 months in order to ‘harvest what has been sown’, thereby increasing the impact of the interventions that have been implemented during this phase.

IPEC should provide technical and moral support to the said institutions in order to create a country owned institutional framework and through these institutions provide further support to the development of a National Policy and Plan of Action. IPEC should seek alternatives for involving trade unions and employers’ organisations in combating child labour and should further facilitate potential partners with technical advice and assist them in obtaining donor funding. Last but not least, the National Programme Manager (NPM) should contribute to the development of regional good practices by collecting and documenting good practices and approaches from the region.

I. Introduction

1.1 The IPEC programme

The National Programme for Prevention and Elimination of Worst Forms of Child Labour in Romania was designed in February 1999 and revised in May of the same year. The programme, funded by the United States Department of Labour (USDOL) in September 1999, was initiated in March 2000 for a 24 months period and in first instance extended with 10 months to December 2002, and later on prolonged with another 6 months to July 2003. The overall aim for IPEC in Romania had been established as assisting the country to:

- Promote the policy development initiatives;
- Prevent the increase of child labour;
- Build the capacity of concerned governmental and non-governmental agencies;
- Conduct qualitative research to assess the extent and character of the forms of child labour
- Implement direct action activities; and
- Raise public awareness in the country about child labour.

1.2 The evaluation methodology

In line with the ILO/IPEC policies and procedures and the project document, the programme was subject to a Mid-Term Review by a team from IPEC headquarters in July 2001. The final independent evaluation was conducted in spring 2003. This latter evaluation assesses the effect and impact of the country programme, focusing on effectiveness, relevance, efficiency and sustainability of the programme as a whole as well as for its components. The Terms of Reference (ToR) for the mission are provided in Annex 1. The purpose of this Final Independent Project Evaluation is to draw lessons from the experience gained during the period, and how these lessons can be applied in programming activities within the framework for other existing or planned ILO/IPEC interventions by IPEC, the Romanian stakeholders, as well as in broader terms of action against child labour.

The evaluation was undertaken by an external evaluator², who visited Romania from 13 to the 19 April, 2003. The ILO/IPEC HQ, Regional Desk Officer participated for three days, including participation in the stakeholders' workshop.

The evaluation team was briefed on route by the Senior Evaluation Officer and the Regional Desk Officer in Geneva³. Before departure, the evaluator reviewed the major documents as listed in Annex 3 and prepared structured interviews for the proposed persons and institutions to be visited. Upon arrival, a half-day briefing was held with IPEC staff. During the week, some 15 structured interviews were held with key persons and project partners and the evaluator also observed the presentation of an evaluation of one Action Programme (AP) and made three field visits to meet and discuss with beneficiaries and implementers. The evaluator participated in two workshops to seek the views and opinions of the National Steering Committee (NSC) and the National

² Hans Posthumus (www.hposthumus.nl)

³ The evaluator's briefing for this mission was simultaneously with the briefing for the Ukraine Mid Term Project Evaluation

Advisory Group (NAG), focussing on strategies, ownership and impact of the programme and the participants are listed in Annex 5 and 6 respectively. A debriefing was held with ILO/IPEC staff to conclude the mission. Reference is made to the itinerary in Annex 2.

A draft report⁴ was submitted to the stakeholders for comments and the consolidated comments⁵ have been taken into consideration for this final evaluation report. The major comments to the draft version, including the evaluator's opinion, are summarised in Annex 13.

1.3 The report structure

In the first chapters a short programme description and background are provided. In chapter 4, the programme progress is reported, a factual presentation, while the analysis thereof, the evaluation of the programme, is discussed in chapter 5. The main conclusions are thereafter summarised in chapter 6 and the main lessons learned and recommendations in chapter 7 and 8 conclude this report.

⁴ First Draft 25th April 2003

⁵ Consolidated comments received on June 11th from ILO/IPEC/DED

2 Short Programme Description

The objective of this programme is to contribute to the prevention and progressive elimination of child labour and the related phenomenon of street children in Romania.

Romania was the first IPEC participating country in the Central and East European region⁶. In 1999, the first survey on child labour was initiated with the support of the Statistical Information and Monitoring Programme on Child Labour (SIMPOC). The basic ILO Conventions concerning child labour issues have been ratified: the ILO Convention No. 138 on the Minimum Age for Employment in 1975 and the ILO Convention No. 182 on the Worst Forms of Child Labour in 2000. During the implementation period of this programme, a Memorandum of Understanding (MoU) between ILO/IPEC and the Romanian Government was signed⁷.

The project document defines three specific objectives⁸:

- The government will have an updated and approved National Policy and Plan of Action, harmonized its child labour legislation with international standards and developed its institutional capacity to deal with the problem.
- Successful pilot projects will have changed attitudes and perceptions about child labour in these regions and resulted in the effective prevention of child labour and the rehabilitation of a selected number of street children
- A new approach will have been developed to improve the quality of educational and other protective services catering to the needs of Roma working street children and their families

The main areas of interventions are:

- *Capacity building* for the National Steering Committee (NSC) and key agencies
- *Research* and analysis on child labour issues, including surveys and qualitative research
- *Prevention* by training and awareness raising activities to improve school enrolment and attendance
- *Awareness raising* among the public in general, collaborating partners and parents and children
- *Direct action* through various Action Programmes (APs), benefiting 1500 working children

⁶ The others are Ukraine, Albania and St Petersburg-Russia

⁷ In 2000 for one year and in 2002 for a five year period

⁸ The comprehensive logical framework is provided in Annex 4

The total project budget, USD 586.168, can be summarised as follows:

Table 1.1 Budget for ILO/IPEC programme for 24 months, in USD:

	<i>Budget lines</i>	USD	%
Programme & office costs	<i>11,13,15,16,17</i>	115.575	20
Office equipment	<i>40</i>	5.000	1
Office operational costs	<i>50</i>	12.000	2
Programme support costs	<i>60.00</i>	63.255	11
Studies, surveys, monitoring	<i>20.1,20.2</i>	36.000	6
Awareness raising	<i>20.3</i>	30.000	5
Training	<i>30</i>	81.000	15
Direct Action	<i>20.4</i>	207.000	34
Provisions	<i>70.00</i>	36.338	6
Total		586.168	100

Source: Project Document, Annex VIII

The previous extension from 24 to 34 months⁹ was done with a neutral budget. The later six-month project extension¹⁰ to 40 months implied a budget increase of USD 56.956. By reallocating the balance of unspent funds in the current budget, USD 25.067, only USD 31.889 was de facto added to the original budget.¹¹

Table 1.2 Budget for ILO/IPEC programme for 40 months, in USD:

	<i>Budget lines</i>	previous in USD	changes in USD	revised in USD
Programme & office costs	<i>11,13,15,16,17</i>	115.575	23.685	139.260
Office equipment	<i>40</i>	5.000		5.000
Office operational costs	<i>50</i>	12.000	1.593	13.593
Programme support costs	<i>60.00</i>	63.255	3.676	66.931
Studies, surveys, monitoring	<i>20.1,20.2</i>	36.000		36.000
Awareness raising	<i>20.3</i>	30.000		30.000
Training	<i>30</i>	81.000	3.000	84.000
Direct Action	<i>20.4</i>	207.000		207.000
Provisions	<i>70.00</i>	36.338	-65	36.273
Total		586.168	31.889	648.424

Source: Project Revision From 21/11/2002

⁹ The original project period from March 2000 to March 2002 had been extended with 10 months to December 2002, approved by USDOL in January 2002

¹⁰ Project Revision Form submitted 02/09/2002 and approved in December 2002 for the six-month period January - June 2003

¹¹ Table 1.2 only reflects the increased budget; no information was obtained on the reallocation of unspent budget lines.

3 Background

3.1 Social and Economic Context

The past decade has been one of political and economic transitions for Romania. The communist legacy left Romania with a distorted and unproductive economy dominated by inefficient state owned enterprises and collective farms. Progress on structural reforms and privatisation has been slow and Romania faced three years of recession in the mid-nineties. In recent years, the GDP has been increasing¹² and even though still high, inflation has been decreasing¹³. Urban migration, privatisation of land and housing and restricted welfare policies, among with other socio-economic changes, have caused difficulties for its population, especially the growing number of the unemployed.

Membership of the EU is one of Romania's top foreign policy objectives. In 1999, Romania was invited to begin EU accession negotiations. In 2002, The European Council in Copenhagen marked the conclusion of accession negotiations with other states and this has lent a new dynamism to the accession of Romania. The Union underlined the importance of judicial and administrative reform to help bring forward Romania's overall preparation for membership, foreseen in 2007.

3.2 Child Labour

Romania has a population of around 22 million, of which one quarter are younger than 19 years. In the nineties, the situation of the families with children deteriorated and it is said¹⁴ that 70 percent of couples with three or more children lived below subsistence level at that time. Approximately 500.000 children below the age of fifteen dropped out of school in 1998¹⁵ and it is assumed that many of these are working.

Officially child labour is illegal and official reporting does not occur. The preliminary results of the SIMPOC survey mention that some 142.000 children¹⁶ carry out an economic activity, predominantly in the agricultural sector and in the South and South Western region. The main reasons were to help the household or to supplement the household income. Other studies¹⁷ mention that some eight percent of these working children work more than eight hours a day and that half of the Roma children will not complete primary education.

3.3 Problem analysis

Little is known about the child labour phenomena in Romania. The SIMPOC survey that is to provide an overall picture of the issue is not yet completed but a few qualitative surveys¹⁸ have been undertaken. Low family income is one of the major

¹² GDP in 2001 was 5.3% and 2002 figures are expected to hit 4.7%, Source: Foreign & Commonwealth Country Profile

¹³ From 40.7% in 2000 to 17.8% in 2002, Source: Foreign & Commonwealth Country Profile

¹⁴ Source: Project document, page 1, 1.1 background

¹⁵ Source: Ministry of National Education, project document, par 1.2.

¹⁶ Source: National Survey in Children Activities, preliminary version; table; according to children's answer: 141.905

¹⁷ Save the Children Romania, the International Working Group on Child Labour, Gallup International, 1997

¹⁸ E.g. the Rapid Assessment on Working Street Children in Bucharest in 2002

factors pushing children to work, especially in relation to the negative perception of many young people towards the importance and relevance of education. The educational system does not cater for the needs of working children, nor for children who have skipped two years of education but wish to return to school. The economic justification that children have to either help in the household or to supplement the household income, is partly due to the low awareness of the parents and children of the damaging effect of labour on the children, although (too) low incomes appear to remain the major factor.

3.4 The approach

To work towards the progressive elimination of child labour, ILO/IPEC developed a phased, multi-sectoral Country Programme Approach.

Ideally it first encourages ILO constituents and other partners to enter into a dialogue and create alliances. It then determines the nature and extent of the child labour problem and assists in devising national policies to counter it. Mechanisms to provide ownership and to design a national programme of action are set up. It creates awareness in the community and the workplace and promotes the development and application of protective legislation. Direct action to prevent child labour or withdraw children from work is supported and successful projects are replicated. Through this strategy child labour issues are to be systematically integrated into social and economic development policies, programmes and budgets.

These elements (or phases) are complimentary, creating flexibility in the approach since the specifics of a national situation allow a particular country programme to identify appropriate entry points. In Romania, IPEC designed a country programme that, to a certain extent, addressed all the mentioned elements. Research, capacity building and awareness raising were the main ingredients for policy formulation, whereby the educational system was to play a key role in the prevention of child labour.

The Government had expressed its intentions to sign the MoU at the time when this programme was launched¹⁹. The trade unions and employers' organisations had at that time not yet shown such a clear commitment. The setting up of a NSC and the NAG was considered an essential tool to encourage dialogue and create alliances as well as to provide national ownership of the programme. Since there were a considerable number of NGOs working in the field of child protection, a number of them have been invited to implement APs, either to implement direct activities or as capacity builders for Government Organisations (GOs).. Various studies were made and the APs provided a framework for developing and testing various interventions to prevent, withdraw, rehabilitate and reintegrate children.

¹⁹ During the implementation of this programme the MoU was signed: in 2000 for one year and in 2002 for a five year period

4 Progress in programme implementation

The factual progress of the programme is reported here, using the logical framework as presented in the project document. The information focuses on the implemented activities, a description of what has happened, and an analysis thereof, the evaluation itself, is provided in chapter 5.

4.1 Institutional framework (objective 1)

Policy reform and legal reform as well as enhancing the planning and implementation capacity of the GOs were considered a priority in order to ensure long-term perspectives and strategies by the Romanian Government. The outputs referred to the national policy, the legal framework, the institutional capacity and the police.

4.1.1 National policy

The SIMPOC study was initiated in 2000 by ILO/IPEC²⁰ and the National Institute of Statistics (NIS). The study was meant to provide basic information to IPEC and the Romanian Government concerning the child labour situation. Unfortunately, the study has been seriously delayed²¹ and will most likely be only published later this year.

The development of a national comprehensive report and the discussion thereof in a national tripartite workshop are consequently delayed. The ToR for the comprehensive report²² was drafted in autumn 2002, re-submitted early 2003 and the consultant appointed in the spring of 2003²³. The report is expected to be ready for discussion in the national workshop in May, and might be submitted to the Government in June this year, if all proceeds as planned.

Two more surveys were undertaken during the programme implementation. A baseline study on rural working children was undertaken in 2001²⁴. Some 400 households were interviewed and focussed discussions with local community leaders were held in the five poorest counties. The study results have provided valuable inputs to the AP on rural working children²⁵. The NGO 'Save the Children (SCH)' has undertaken a rapid assessment on the street children phenomena and this has served as a valuable tool and a crucial input for the AP on street children by that same NGO²⁶.

4.1.2 Legal framework

A consultation round with various GOs and NGOs preceded the finalization of the ToR of the review. A consultant was appointed in 2001 who reviewed the national legislation in 2002. The final report has been submitted to the relevant GOs and will be part of the national comprehensive report that will be discussed in the tripartite workshop in June.

²⁰ The SIMPOC studies are managed by the ILO/IPEC but are not part of this IPEC country programme

²¹ Reference is made to annex 9

²² the report should be based upon the SIMPOC results, the qualitative studies, the legislation report and the reports of the APs

²³ The consultant was appointed by IPEC/ILO Geneva after consultation with the MLSS

²⁴ The publication in 2003 was financed by UNICEF

²⁵ AP Enhancing capacity of MER by SbyS

²⁶ AP Integrated programme in three selected metropolitan areas by SCH

It seems that no consensus was reached on whether a new law should be drafted or whether existing laws should be adjusted in order to bring the national legal framework in compliance with international standards. ILO Convention No. 182 has been ratified in November 2000.

Shortly after the review had taken place, and before it was published, another legislative review was ordered by the Prime Minister, initiated under pressure from the EU. IPEC and some individual members of the NSC were requested to provide inputs and comments to this review, which deals not specifically with child labour but more with children in general²⁷.

4.1.3 Institutional capacity

Child Labour Units (CLUs) have been established in the National Authority on Child Protection and Adoption (NACPA)²⁸, the Ministry of Labour and Social Solidarity (MLSS) and the Labour Inspectorate serve as focal points in these institutions. Many efforts have been taken to identify their needs and train the CLU members on child labour issues and on project cycle management (PCM). A training workshop for the members of the established Intersectoral Central Training Team (ICTT) and the CLUs has been conducted by ILO/IPEC in September 2000²⁹, complemented by on the job training by the National Programme Manager (NPM). Unfortunately few members are still active within these CLUs due to personnel changes in these GOs.

The AP “Strengthening the Capacity of Key Personnel from the Specialised Public Service for Child Protection (SPSCP)” was initiated in November 2001³⁰. The members of the ICTT and CLUs trained some 48 members from 18 county SPSCPs and six sectors from Bucharest³¹. Intersectoral County Teams (ICTs) have been established in these counties, composed of the SPSCP and local police, labour inspectorate, trade unions, NGOs and other relevant actors, and formalised through collaboration and partnership contracts. These ICTs develop local action plans and monitor child labour through the established monitoring system. The final report is not yet available.

4.1.4 General Inspectorate of Police

The AP “Increasing the Institutional Capacity of the Police Officers within the General Inspectorate of Police (GIS)” was implemented by ‘Ariadna’, a local NGO. They developed training materials, trained the Core Training Team (CTT)³² and organised two seminars for 47 police officers from various counties. Various members of the ICTT participated in the initial training and the training materials were developed in consultation with the Institute for Research and Crime Prevention (IRCP). A monitoring system has been developed and a practical referral guide³³ has been disseminated. Some

²⁷ “Child Law”

²⁸ In the project document this GO is referred to as the Department of Child Protection (DCP)

²⁹ Eight members of the CLUs and ten members of the ICTT

³⁰ The International Foundation for Child and Family (IFCF) is the Implementing Agency (IA)

³¹ Due to budget restrictions only 24 counties were involved in stead of the 41 planned counties in the project document

³² 21 police officers were trained

³³ Containing a presentation of the conventions, possible interventions and addresses of various institutions, 2000 copies

of the trained police officers are being included in the ICTs, but no concrete CTT activities were identified after the AP had been concluded.

4.1.5 National Steering Committee

Further to these four outputs and activities described in the logical framework, the National Steering Committee has been established. It is headed by the Labour Inspectorate and composes of 23 members, among which high level representatives from the MLSS, MER, NACPA, GIP, trade unions and employers' organisations, as well as various NGOs and experts. Some 8 meetings have been held, most of these meetings focussed on the APs and the reports and studies produced under the IPEC programme. Although the NSC is officially recognised by the government as a result of the signing of the MoU, the final official registration is still missing. The National Advisory Group, composed of various IAs, GOs and experts, has been established as well and has been a useful forum for discussing APs and studies, supposedly on a more technical and practical level.

4.2 Changed attitudes and perceptions resulting in prevention and rehabilitation (objective 2)

Successful pilot projects were assumed to change attitudes and perceptions about child labour and result in the effective prevention of child labour and the rehabilitation of a selected number of street children. Three APs were implemented: for rural working children, for Roma children and for urban street children.

4.2.1 Rural working children

The AP "Enhancing the Capacity of the Ministry of Education and Research (MER)" was implemented by the NGO 'Step-by-Step (SbyS)'. They identified 20 schools in five counties with high drop out rates and identified 50 children at risk in each of these schools. A five-day Training of Trainers (ToT) was given to 25 participants of the five counties, followed by two-day workshops in each of the counties early 2002. Two sessions in spring and autumn of 2002 were organised in each county to train some 324 teachers, school inspectors, principals and local authorities, while some 1000 parents attended a one-day workshop. A monitoring and referral system had been developed and implemented, and various awareness materials have been developed and disseminated. The schools have organised a considerable number of extra curricular activities with some 1000 children.

4.2.2 Awareness among Roma parents

The AP "Enhancing the Capacity of Roma Communities in Selected Areas for the Withdrawal of Roma Working Children from the Streets and/or other Hazardous Works" has been implemented by the NGO 'ECHOSOC' starting April 2001. After the problem identification³⁴, community leaders, local authorities, NGOs and parents have

³⁴ See also 4.3: Education for Roma working children (objective 3)

been identified and awareness-raising materials³⁵ have been developed and disseminated. Seven workshops have been organised in three communities reaching some 85 schoolteachers, principals and inspectors, 45 community leaders and 48 parents. The AP has not led to direct action with respect to the withdrawal of working Roma children, although some 2500 children and their families were reached through the awareness activities.

4.2.3 Urban working street children

The AP “Integrated programme in three selected metropolitan areas” has been implemented by the NGO Save the Children (SCH). The rapid assessment in Bucharest³⁶ and the baseline surveys in the other two towns³⁷ gave valuable input to the needs analysis and provided the IA with a sound database of the target groups. After setting up action committees and collaboration mechanisms between the various partners, training materials and monitoring systems were developed and disseminated during training workshops. Some 473 children have been provided with educational services in either neighbouring schools, a centre for street children or with weekend courses and preparatory classes. From this number, some 359 children have been withdrawn from work and provided with education, counselling, health and nutrition services. Various awareness-raising activities have taken place and the final report and policy proposals were submitted during this evaluation exercise.

4.3 Education for Roma working children (objective 3)

The output “awareness among Roma parents” under the second objective (see 4.2.2) and the outputs under this third objective, “an analytical report” (4.3.1) and “curricula, methodologies and materials revised” (4.3.2), are included in one AP. However, this AP pays less attention to the second part of the first planned output³⁸: “...on the basis of this research, Roma community leaders/volunteers and parents of street children will be involved in the withdrawal of children...”

4.3.1 The analytical report

The AP, “Enhancing the Capacity of Roma Communities in Selected Areas for the Withdrawal of Roma Working Children from the Streets and/or other Hazardous Works” has been implemented by the NGO ‘ECHOSOC’. A qualitative study has been drafted to provide information on the socio-cultural and psychological characteristics and living circumstances of Roma working children and their families from three diverse Roma communities³⁹. The training materials and workshops mentioned under this output are the same as reported under 4.2.2. Various NGOs and schools have developed local action plans and proposals, but it was also mentioned that more support

³⁵ Two brochures: “Roma children education: specific elements and prospects for integration” and “How the local community representatives should act for the prevention and progressive elimination of child labour in Romania”, as well as notebooks and pens with “combat child labour” inscriptions

³⁶ This rapid assessment was undertaken before and outside this AP

³⁷ Iasi and Craiova

³⁸ As presented in the project document for the country programme

³⁹ The analytical report consumed 70% of the AP budget

is needed to mobilize them to take concrete action⁴⁰. The report has been presented to the NSC and the National Seminar on the 'Improvement of the Situation of the Roma' in November 2001, jointly organised by the UN and Romanian Government.

4.3.2 Curricula, methodologies and materials revised

The curriculum, training methodologies and materials have been analysed and recommendations were discussed with the MER. At that time, the MER expressed it appreciated the recommendations, but indicated that it would like to address the issue in a more systematic manner by a larger group of experts in consultation with Roma teachers and parents. Therefore the planned printing of the curricula and materials as well as the training of the teachers therein has not taken place.

4.4 Mini Action Programmes

Three mini action programmes (MAPs) were designed and implemented during the programme implementation: training labour inspectors, training trade unions and support to day care centres.

4.4.1 Training Labour Inspectors

Some 25 labour inspectors from some 20 counties participated in a seminar to understand and acquire the skills to combat child labour, to train other inspectors with such skills, and provide assistance to employer organisations. A Turkish expert introduced their model for training and monitoring, whereby focus was on the advisory and educational role of the inspectors. The trained inspectors have trained other inspectors⁴¹ and are participating in the Labour Inspectorate's National Campaign 2001-2004.

4.4.2 Training Trade Unions

The Confederation of Romanian Democratic Unions (CSDR) initiated a training programme to train some 31 trade unionists during a five-day workshop, whereby a Turkish unionist acted as a resource person. Thereafter, three two-day workshops were organised at three locations involving some 100 unionists. In all locations local action committees were established to develop action plans.

4.4.3 Day care centres

The International Federation of Educative Communities in Romania (FICE) initiated a MAP to prevent school drop out by operating day care centres, one in Bucharest and

⁴⁰ E.g. two NGOs initiated projects that included child labour issues, one NGO formulated a proposal for a day care centre, one school submitted a proposal to the EU and one NGO continued with the initiated activities after the AP's closure.

⁴¹ Exact numbers were not obtained on 'indirect trained inspectors' as it concerns rather informal on-the-job training

two in rural schools. Children at risk were provided with additional education, counselling, health and nutrition services and (material) support to the families. Some 100 children have been reached directly and another 1000 children from other schools were the target of awareness raising activities, while some 60 educational staff and some 75 parents have been trained or sensitised.

5 Evaluation of the Programme

The programme is evaluated using the same structure as applied in the previous chapter that described the factual progress. The evaluation includes an analysis of the reported progress as well as some lessons learned and recommendations that are later discussed in more detail in consecutive chapters.

5.1 Institutional framework (objective 1)

5.1.1 National policy

The national policy and plan of action have not yet been defined. It is understood that such a policy⁴² can only be proposed to the government after sufficient information has been gathered about the prevalence of child labour in general⁴³ and the lessons learned from the APs. The mentioned delays in studies, surveys and APs have contributed to the delay of the national comprehensive report, but the drafting of the ToR as well as the identification and appointment of the consultant have also taken considerable time.

Although the delay of the SIMPOC survey could hardly have been foreseen, especially since it was not under control of this IPEC programme, it could have considered writing a preliminary comprehensive report in an earlier phase (2002). The report could have been based upon the results of the other studies and reports of APs that were available⁴⁴ at that time, and to allow a second reporting phase to include the SIMPOC results and the lessons learned from those APs that were not yet completed⁴⁵. Through such an approach, the dialogue could have been initiated with the Romanian government at an earlier stage. In the present situation, a report might be submitted just in time or just after the closure of this IPEC programme, leaving little or no room for follow-ups. Given the factual delays of the APs as foreseen in 2002 there was already (too) limited time for policy formulation within the present six-month prolongation and a longer prolongation should have been requested.

Submitting a comprehensive report to the government is only the first step in defining a national policy and plan of action. There are no clear signals that the government has given high priority to combating child labour and it remains to be seen when and how the government will define its National Policy and Plan of Action. The risk of submitting a comprehensive report to the government that will not be accepted or will not lead to the desired policy development is considerable. The status of the NSC as discussed in 5.1.5 is a contributing factor to the limited progress made in this respect.

This IPEC country programme has been designed on assumptions rather than facts⁴⁶ and thus faced considerable constraints in 'justifying' its activities because no official statistical data are available. The impression prevails that, although various attempts have been made by the NPM, it has been difficult to enter into a constructive dialogue with the government and 'get child labour on the agenda of the government'.

⁴² A national comprehensive report

⁴³ The information obtained through the SIMPOC study and the additional studies.

⁴⁴ The baseline study on rural working children, the rapid assessment on street children and the legislation review

⁴⁵ Basically the APs by SbyS and SCH

⁴⁶ The correctness of the assumptions is not important in this respect, the simple fact that they were assumptions and not facts made it difficult 'to be convincing'.

It is recommended to:

- Prolong the IPEC programme to ensure sufficient time for the submission of the national comprehensive report and to allow ample time for establishing a dialogue with the government, including additional studies and policy formulations.

Lessons learned:

- In future, only start IPEC country programmes after the SIMPOC exercise has been completed and published.
- In future, plan such key activities, which are dependent on the successful and in-time implementation of other activities, whether within or outside the control of the programme, in a phased and process oriented approach.

5.1.2 Legal framework

The legal framework has been reviewed, discussed in the NSC and its outcome submitted to relevant institutions. It appears that little progress was made, perhaps because no real consensus was achieved on the outcome of the review within the NSC. A final decision has been pushed forward by including the review in the comprehensive report that will be discussed during the tripartite workshop in June 2003. However, the consultant wonders in how far the exercise has been successful⁴⁷, and what other supporting ongoing efforts were or could have been undertaken to ensure its enforcement.

The involvement of many actors in the design of the ToR could have been repeated upon submission of the report, and consensus should have been reached about the quality of the report and the recommendation, as well as upon the necessary follow-up actions. Again, the status of the NSC might have been a contributing factor to the limited progress made so far. The fact that a similar review⁴⁸ requested inputs from some of the members but not of the NSC as such, gives a clear indication of the limited role and position of the NSC.

The project document only stipulates that national legalisation be harmonised through a review and consultation exercise, but if and how the outcome of that process leads to the factual harmonisation by the Romanian government is not elaborated upon. The actual harmonisation depends on external factors and the output should have been defined differently and might have elaborated on additional activities that are within the control of IPEC

It is recommended to:

- Pay outmost attention to the other reviews in progress and further develop links between this EU review and commission, and the IPEC review and the NSC⁴⁹.
- Include the review (again) in the coming NSC meeting and to seek consensus on the outcome and the necessary steps to be taken and if necessary, seek a second opinion⁵⁰.

⁴⁷ The consultant is not qualified to judge on legal aspects in this respect

⁴⁸ The Prime Minister ordered a legal review, see 4.1.2

⁴⁹ During this evaluation, contacts were established and the commission expressed its interest in meeting the NSC.

Lessons learned:

- In future, distinguish between controllable and external factors when designing such activities.

5.1.3 Institutional capacity

The performance and sustainability of the CLUs in the three GOs has been rather disappointing. This is mainly due to the high turnover of personnel but might also be partly due to the low priority given by these GOs to the child labour issue. Trained staff has been promoted or changed and replacements were not always automatically appointed or trained by the CLU itself. Moreover, the activity level of the CLU members depends on personal motivation, which in some cases is extremely high, combined with capacity provided for by the GOs. It appears that GOs have appointed CLU members but too little attention has been paid to create capacity for these CLU members to execute their tasks. It is further noted that the CLUs mainly function as focal points and are rather inward oriented, with limited formal links to other CLUs or the NSC, and as such have a rather invisible status within their and other GOs. Reference is made to section 5.1.5 and Annex 10 as to the role these CLUs could play in relation to the NSC.

The AP “Strengthening the Capacity of the SPSCP” has provided an effective and replicable model for counties to monitor and combat child labour. However, it is realised that some members of the ICTs had been trained in other APs and were already aware of the child labour issue, and that the IA provided additional training and guidance to the ICTs during the implementation. Their success is thus the result of various interventions. It was also concluded that the monitoring system should be tested over a longer period and that the system might require more attention. The replicability of the model depends on the funds available for the said coaching in the other counties for which there are no IPEC finances available. The model itself is certainly sustainable since the limited operational costs of the ICTs are to be covered by the participating organisations. Yet, child labour is more common in the poorer counties and these poorer counties have lower local budgets. Whether the model will be replicated in other countries will depend to a large extent of the national policy and plan of action that are to be developed. If the central government accepts the model and prioritises child labour, the necessary additional (central) state funding might be allocated and an effective, efficient and sustainable model can be applied nation wide.

It is recommended to:

- (If a prolongation of this country programme is agreed), to negotiate the above conditions and to design not only a training programme for these CLUs but to pay attention (conditions, mechanisms) to maintaining their institutional memory.
- Evaluate the ICTs in December 2003 in the present counties, one year after the ending of this AP
- Advocate replicability by the government in the remaining counties

⁵⁰ This suggestion was still relevant for the draft report but is now overtaken by time since the meetings will have been held when this final version is submitted.

- Design a similar model for spreading the model from county level to village level in a few selected counties

Lessons learned:

- The design of the CLUs as rather undefined units within the GOs did not contribute to the sustainability of these units, and a more prominent role and status would have improved their performance and sustainability. When initiating country programmes, it is recommended to negotiate⁵¹ with the GOs on the status of the CLUs, including the creation of capacity and institutional support for these units by these GOs
- Creating ICTs appears a low-cost and sustainable mechanism for monitoring and combating child labour at county level due to its multi-sectoral approach and partnerships, but the establishment of ICTs in other countries does require more financial and technical support.

5.1.4 General Inspectorate of Police

The ICTT has trained a considerable number of police officers from various counties during the AP that are now aware of the child labour issue, but is as such no longer active as a team. Even though the IRCP has been involved in the design of the material, this material has had no measurable impact on the curricula for the police academies. It remains a question whether the many personnel changes in 2000 could not have been foreseen and whether sufficient attention was given to the institutional setting of the ICTT. Even though some of the trained police officers are participating in the AP SPSCP, it seems to have been a one-time event. In retrospect, it might have been wiser to focus on mainstreaming the child labour issue in the general training at the academies, combined with a limited pilot in fewer counties.

It is recommended to:

- Enter into a dialogue with the GIS on how the pilot experience could be mainstreamed in the general training for police officers
- Advocate that the GIS undertakes 'short training workshops' for interested police officers at county level

Lessons learned:

- Straightforward but rather isolated interventions have a limited impact and mainstreaming child labour issues requires more institutional attention during the project design, however difficult that might be.

5.1.5 National Steering Committee

Referring to the observations made under 5.1.3, it seems that too little attention has been paid to address the institutional setting of the NSC and as a result, Romanian ownership is too limited. Although the NSC is officially recognised by the government as a result

⁵¹ The CLUs and NSC status might be included more specifically in the MoUs

of the signing of the MoU, the final official registration is still missing. The status and role of the NSC is thus unclear and needs to be resolved soon. If the IPEC programme assistance will not be continued, it is very likely that the NSC will dissolve in practical terms.

The NSC is composed of high-level executives from some GOs, a large number of trade unions and employer organisation representatives, as well as experts and representatives from NGOs. As such, it is a rather large and diverse group that has been functioning on a more technical than political level, discussing APs and studies that were on the IPEC agenda. The NSC has little authority in terms of these IPEC activities given the defined programme design and strict procedures and systems, and has failed to design their own agenda in terms of addressing the child labour issue within the GOs. The latter might be the result of the limited priority given by the GOs themselves to the issue and the fact that there are “numerous committees” created in the Romanian government structure at present.

The NSC is headed by the Labour Inspectorate, part of the MLSS and a natural partner for ILO/IPEC. However, it appears that the NACPA is “a stronger player in the field of children”, especially in the present situation of EU pressure to address the issue of children in institutions. It seems that the power of the Labour Inspectorate is too limited, or it has made too limited efforts, to create a strong and visible NSC that is recognised by the various GOs. The fact that the NSC is still not formally recognised, and that it remained unclear if and which actions have been taken in that respect, is a clear signal of too limited ownership.

Both the NSC and the NAG have been playing a major role in the implementation of the IPEC programme, even though their roles and relations might have been confusing. Many of the APs presented their findings and recommendations to the NSC and/or NAG, but little concrete follow-up by the NSC has been noted. Moreover, now that there will be no further APs and inputs from IPEC, the question of what the role of the NSC will be in the future arises.

In Annex 10 the present situation is visualised and an alternative composition is proposed. For the NSC to become a governmental structure it needs an executive body, such as an organ composed of CLUs from all GOs, trade unions and employers organisations. The NSC, composed of high level executives, has to define its own (political) agenda and the organ composed of CLUs needs an executive mandate, to implement the (political) decisions by the NSC. The NAG is a ‘free group of experts’ that provides advice, both requested and non-requested, to both NSC and CLUs.

It is recommended to:

- Prolong the IPEC country programme and enter into a dialogue with the relevant institutions on how to institutionalise the NSC, CLU and NAG.

Lessons Learned:

- The composition, status and function of the NSC, the CLUs and the NAG needs more attention during the design and negotiation of an IPEC country programme, whereby more ownership should be advocated during the initial stages, which can be achieved through a more flexible process design, a process

that could be initiated by reviewing the present design, functioning and level of ownership in various IPEC countries.

5.2 Changed attitudes and perceptions resulting in prevention and rehabilitation (objective 2)

5.2.1 Rural working children

The AP has been successfully implemented in 20 schools in five counties, involving some 1000 children, their teachers and their parents. The major success factor appears to be that “attention” has been paid to children, teachers and parents and that this mere fact has contributed to increased awareness and improved performance. However, this ‘attention’ was mainly possible due to a relative⁵² generous budget for extra curricular activities but it is rather doubtful that similar budgets will be available in the near future through local fundraising or be provided by the local government. The AP has provided an enormous stimulus to the schools, although the impact is limited to sensitised teachers who could lose their enthusiasm when faced with fewer funds for extra curricular activities. The replicability of this model in other schools and counties seems constrained by limited budgets, even though the MER has indicated that it will support the extension of this programme in other counties. The recently introduced national school-feeding programme appears to have a considerable positive impact on school attendance. The monitoring and referral system that had been developed and tested has been recommended to the MER in September last year.

It is recommended to:

- Evaluate the pilot in November 2003, one year after the completion of the AP
- Enter into dialogue with the MER to see how the model can be further replicated in other counties and how the child labour issue can be further mainstreamed in the teacher education.

Lessons learned:

- Piloting educational programmes are an effective way of testing innovative models to combat child labour, but more attention should be paid to financial and organisational sustainability and they should be complemented by a follow-up phase to advocate the replicability of the ‘good practices’.

5.2.2 Awareness among Rroma parents

This objective was part of the overall Rroma AP⁵³ and a considerable number of awareness raising activities have been implemented that had a sure impact on the Rroma communities. How far these awareness-raising activities have led to an increased awareness of the communities is difficult to measure. Relations between teachers and communities have been established and the training of the schools and NGOs has

⁵² In one school that was visited USD 800 had been spend on extra curricular activities for 50 children, while the annual government budget amounts to USD 6000 per year for two schools and two pre-schools, which is to cover all costs except the salaries of the educational staff

⁵³ see also 5.3

triggered some of them to design and propose additional activities to address the child labour issue.

Lessons learned:

- Awareness raising activities work best when combined with other direct interventions, unless they are of a very general nature such as national mass media campaigns. Including concrete actions to combat child labour appear most effective.

5.2.3 Urban working street children

The two-level objectives, building institutional capacity and direct support to children, have had different approaches and results in the three towns.

The creation and performance of action committees has been difficult. The multi-sectoral approach is rather new and even though much attention has been paid to cooperation and communication mechanisms, responsibilities need to be more clearly defined, while some doubts are expressed about their sustainability after the AP. The training of social workers and educational staff has been considerable but also different and no common curriculum has been defined. However, the collaboration between the two sectors has improved and it is recommended to develop such instruments for nation wide application. The planned monitoring system has been developed for application at local levels but no model is yet developed for nationwide application.

The IA has established partnerships in a flexible manner and the approaches and services to the children and their parents differ. The diversity of their situations implied that parents received individual counselling and that children were provided with a range of diverse services, including extra curricular activities. These direct effects on the beneficiaries appear to be the most important outcome of the AP. The needs of these 500 children and their parents have been addressed, to a certain extent, and GOs and NGOs have taken over most cases. However, to continue with the identification of other children and to make changes in the perception and practices, more ongoing support is needed.

It is recommended to:

- Critically analyse the final report and policy recommendations⁵⁴ and identify follow-up activities

Lessons learned:

- The success of this rather complex AP can be contributed to this IA, which has reputable experience in this field. However, the two-fold objective has proven to be rather difficult to achieve and this AP has mainly proved that various models and approaches are possible and it has thus contributed to the discussion on how to best combat child labour.

⁵⁴ These documents were only presented during this mission, not yet submitted to the NSC nor IPEC

5.3 Education for Rroma working children (objective 3)

5.3.1 The analytical report

The analytical report has provided IPEC, the NSC and the GOs with in-depth knowledge, training materials and concrete recommendations to address the special needs of Rroma working children and communities. Even though this report provided valuable input to policy development, it is disappointing that the recommendations were not yet accepted by the MER⁵⁵. They have indicated that they would like to consult more experts in a more systematic way and this might be linked to their programme⁵⁶ to address the education of Rroma children⁵⁷. In retrospect, one may wonder if this AP could not have been designed in such a way that a better coordination with this programme had been achieved to ensure that the findings would have contributed more directly to the policy formulation of the MER.

It is recommended to:

- Document the follow-up proposals made by the other actors and to support them with technical advice and fund raising.

Lessons learned:

- The implicit assumption in the objective that an analytical report automatically leads to active withdrawing of working children by others is too optimistic and should either be further specified or be separated into two phased APs.

5.3.2 Curricula, methodologies and materials revised

The analysis of the curricula, methodologies and materials by the IA involved experts from the MER in all stages and its outcome has been discussed during a one-day workshop. The bi-lingual brochure on methodology and curricula is considered an important tool for teachers and has been submitted to the MER and NSC. The recommendations are now being considered by the MER in the complex process of improving the national curriculum⁵⁸. ECHOSOC is still actively involved in the elaboration of a MER strategy for Rroma education⁵⁹ and it is expected that the experiences made in this AP will still provide a valuable input for the strategy development.

⁵⁵ as stated in the ILO-IPEC Final Output Form on the AP, December 2002, page 3, fifth bullet point.

⁵⁶ “access to education of disadvantaged groups, especially Rroma children, 200-2002”, 8.33 million Euro, EU co-funded

⁵⁷ The evaluator concludes from the consolidated comments on the first draft that the recommendations are now accepted by the MER, that is currently working on mainstreaming these proposals into the MER strategy on education for minorities

⁵⁸ The evaluator concludes from the consolidated comments on the first draft that the recommendations are now accepted by the MER

⁵⁹ Strategy for Improving the Situation of the Rroma in Romania

It is recommended that:

- The NSC compiles and analyses all experiences made with education APs⁶⁰ and formulate recommendations to the MER, as well as specific supportive actions that can be initiated by the NSC.

Lessons learned:

- The assumption that one analytical report automatically leads to recommendations that are accepted by the MER is too optimistic, but the exercise itself creates valuable capacity of NGOs and GOs to further develop strategies.

5.4 Mini Action Programmes

5.4.1 Training Labour Inspectors

The MAP has had a multiplier effect and some of the trained inspectors are participating in the ICTs established under the AP SPSP, while the Labour Inspectorate's National Campaign 2001-2004 will further build upon the experiences gained during this MAP, including the nationwide application of the new monitoring system and supported with non-financial assistance by IPEC. However, the present activities are geared towards the formal sector, in which there are relatively few reported cases of child labour⁶¹, while there appears to be no attention paid to the informal sector. However the informal sector may be defined⁶², it is generally recognised that the majority of child labour takes place in the informal sector.

It is recommended to:

- Discuss in the NAG how the government could address the issue of child labour in the informal sector: the most suitable partners, strategies and approaches.

Lessons learned:

- The effect of a rather small training programme can be quite substantial, but its success is clearly dependant on the level of ownership by the IA, in order to ensure a larger impact through additional activities

5.4.2 Training Trade Unions

Some of the trained unionists, especially those that are part of the teacher union, are still active through their involvement in LCTs (AP SPSCP) or schools (APs MER). It is through these APs that action has been undertaken and not through the established local action committees as was planned. The establishment of a CLU within the union has faced both organisational as well as financial constraints and the CSDR has not undertaken any other activities, other than an active role in the NSC and NAG.

⁶⁰ AP Rroma, AP rural education, AP street children, MAP day care centres, etc.

⁶¹ in 2001 and 2003 some 23 cases of young labourers without a legal contract were discovered, while some 58 cases of clear child labour were addressed in 2002.

⁶² Domestic, not (legally) formal, or criminal

Lessons learned:

- In a situation whereby a large number of trade unions are facing new roles and functions, implying many organisational and financial constraints, trade unions appear to give priority to their principal roles with little room for “additional” activities like combating child labour. In such cases, the trade unions need more capacity building⁶³.

5.4.3 Day care centres

The day care model appears to be an effective model for paying attention to children at risk. The operational costs are relatively low since the services are provided by teachers on a voluntarily basis. However, the amount of material support contributed to allow children to participate in the day care centres is unknown, and whether this model can be replicated in other schools will depend on the MER.

It is recommended to:

- Support the FICE in their efforts to push the MER to replicate their model, whereby the NSC and NAG seem the most appropriate vehicles.

Lessons learned:

- MAPs are very useful in piloting small projects in order to test models and trigger other (N)GOs to replicate the experiences, while at the same time it creates some flexibility for the IPEC country programmes.

⁶³ reference is made to the sections on the CLU, NSC and NAG and annex 10

6 Conclusions

It is acknowledged that this IPEC country programme was the first of its kind in Eastern Europe and as such it must be looked upon as a pilot programme in itself. It is further noted that the lessons learned from this first programme have been applied in other country programmes⁶⁴, and as such many of the observations and recommendations made in this report are already applied in other programmes.

6.1 Strategy

The strategy, which includes research, awareness raising and capacity building elements and focuses on prevention, does seem relevant in combating child labour in Romania.

However, it appears that the programme has underestimated the fact that child labour was not perceived as “an issue” in Romania. Whether the said objective of “getting the issue on the government agenda” was realistic and achievable, given the limited time frame, remains difficult to judge. The government had signed the MoU and as such the issue should have been already on their agenda. One only needs one or two “strong high level advocates” within the government structure to push the issue onto the agenda. On the other hand, attitudinal changes and policy development within government institutions do take time and a two-year project period might reflect more optimism than realism. The fact that the child labour issue was not high on the government priority list only became visible during (the later stages of) the implementation of the country programme.

The chosen approach for this country programme⁶⁵ was to address most elements of the basic phased multi-sectoral country approach and to do so through multiple interventions at various levels and through various partners at the same time. In retrospect, it appears that rather than ‘addressing all elements to a certain extent’ a more in-depth, focussed or phased approach might have been more effective, whereby the importance of setting-up mechanisms to provide in-country ownership cannot be overestimated.

The basic ILO/IPEC country approach provides sufficient flexibility for the design of a country approach, but certain mechanisms to ensure more flexibility during the implementation phase would enhance its effectiveness. In this case, the flexible country approach has been ‘translated’ in a rather well defined and ‘tight’ logical framework, reducing the flexibility of the programme. The time between defining the programme strategy and the start of the first concrete activities is, naturally, considerable. A so-called inception phase, concluded by an inception report, would be a useful tool for re-defining or adjusting the country approach after making the first experiences ‘on the ground’⁶⁶. It also implies that the initial logical framework can and should be less detailed, more geared towards the process and dynamics of the programme.

In the present logical framework, three objectives are specified and for each of them a number of specific outputs are defined.

⁶⁴ The evaluator has also reviewed the Ukraine IPEC country programme in March this year

⁶⁵ Reference is made to section 3.4

⁶⁶ A inception period of 3 to 6 months seems most workable, the report to be prepared by the NPM with assistance of the IPEC HQ, and agreed upon by USDOL.

The first objective deals with policy and institutional development, but pays limited attention to the creation of institutional capacity at national level, other than the formation of intersectoral training teams at both national and county level. Given the missing recognition of the issue, an additional output on the national institutional setting would have forced the programme to pay more attention to this important factor.

The output related to the GIS seems to fit in better with the second objective, changing attitudes through a number of pilot projects. The outputs under this objective deal with rural education and prevention, withdrawing urban working street children and awareness raising under Roma communities, while the third objective deals with research, withdrawing and education for Roma children only. It seems more logical to either develop objectives related to the 'methods' such as research, awareness raising, prevention or withdrawing, or to develop separate objectives according to the target groups such as rural, urban and Roma children. Last but not least, there is limited attention for the social partners, trade unions and employers organisations, and incorporating certain capacity building elements for them in the programme design might have led to more involvement by these partners.

As discussed above, the design includes a number of rather specified activities. Such a comprehensive design leaves little room for the IAs to develop designs that are innovative, adjusted to local or changed circumstances, and take into account the core competences of the IAs. The impression prevails that IAs were sought to implement the IPEC APs and such an approach also leaves little room for the NSC to play a role in the design of the programme⁶⁷.

6.2 Implementation

Quite some time has passed between the design of the programme and the design and completion of the main APs. As concluded earlier and elsewhere, planning such ambitious country programmes within a two-year time frame is rather optimistic.

Given the starting point of 'zero-level', IPEC has paid considerable time and effort in training the members of the CLUs, but these efforts have been rather ineffective due to the various changes in personnel. IPEC has on the other hand been extremely successful in making maximum use of the trained staff and partners (the ICTT). They have been participating in most APs as either trainers or advisors and it appears that a broad alliance of knowledgeable partners and individuals has been created, which is evidenced by an active, participative and open attitude in e.g. the NSC and NAG meetings. It can be safely assumed that more interventions will be designed by these coalitions.

A similar effect could have been achieved between the various components in terms of geographical concentration. The various programme components have covered almost every county with one or two interventions, which is positive in the sense of maximum outreach, but this achievement might also be formulated as "scattered throughout the country". IPEC could have chosen a representative but limited number of counties in which the individual components would be implemented, thereby creating a more solid base with probably more impact⁶⁸. In this respect, reference is made to the flexible basic

⁶⁷ e.g. "...organise two-day workshops..." and not "... transfer the knowledge to the target group..."

⁶⁸ e.g. rather than training 20 persons from 20 counties (one each), training 20 persons from 5 counties (four each).

ILO/IPEC country approach that does allow certain elements to be ‘only’ dealt with at certain levels or regions.

Given the earlier mentioned comments on the design of the programme, the management has made maximum use of reputable IAs, although as a result thereof, NGOs seem to play a more dominant role in the APs. This might be partly caused by the fact that NGOs have more experience in PCM and child labour than GOs, but might also be due to the limited interests and perceptions of the GOs towards child labour. In this respect, working through NGOs might be more efficient but in the end might be less effective, since results achieved by NGOs in terms of policy recommendations have simply less ‘weight’ than (the same) conclusions drawn by GOs.

Nevertheless, it has also proven difficult for these IAs to design APs according to the IPEC frames and procedures and more emphasis on training partners in the Logical Framework Approach (LFA) and Project Cycle Management (PCM), combined with streamlining the formats and procedures for programme proposals and reporting, would have improved efficiency and effectiveness. The impression remains that more emphasis is placed on producing ‘high quality reports for the reader’ rather than to use the reports as a management tool, i.e. a tool to initiate a dialogue between the various actors in the reporting chain.

The evaluator subscribes to the conclusions and suggestions in the NPM’s report⁶⁹ to further detail the general management constraints and proposed solutions to increase the efficiency and effectiveness of the country programme. The relevant parts of that report are therefore copied in Annex 11.

6.3 Achievements

The achievements are hereafter presented according to the objectives defined in the logical framework.

6.3.1 Objective 1 Institutional framework

Policy reform and legal reform as well as enhancing the planning and implementation capacity of the GOs were considered a priority in order to ensure long-term perspectives and strategies by the Romanian Government. The outputs referred to the national policy, the legal framework, the institutional capacity and the police.

A comprehensive report, including a harmonisation of the legislative framework, will be submitted towards the end of this IPEC programme, but it is rather unlikely that a national policy will be designed by the Government in the near future. The capacity of a number of GOs has been increased through various APs but the main institution that could ensure long-term attention to the child labour issue, is not yet functioning in a satisfactory manner. It not only lacks a formal status, but also is not yet recognised as a ‘key actor’ by the Romanian Government itself and last but not least, has not been able to develop its own agenda. The said objective has thus not been achieved at national level, although at local level considerable achievements have been made through the establishment of the ICTs at county level. Whether these ICTs are sustainable and

⁶⁹ Workshop for NPMs, Eastern Europe and Arab States, April 2001, Ankara

whether they will be replicated in the other (planned) counties, now depends on the policy of the government.

6.3.2 Objective 2 Changed attitudes and perceptions resulting in prevention and rehabilitation

Successful pilot projects were assumed to change attitudes and perceptions about child labour and result in the effective prevention of child labour and the rehabilitation of a selected number of street children. Three APs were implemented: for rural working children, for Roma children and for urban street children.

The APs were certainly relevant and have been implemented in an efficient and effective manner. The direct environment has to a certain extent changed their perceptions and the direct actions, preventing children at risk and withdrawing working children, have achieved their numerical targets. In how far these activities have had a 'demonstration effect' towards the national and general public remains difficult to measure, but given the number of NGOs and GOs that are and will be involved with 'child labour issues', a certain impact has been achieved. In how far the APs are sustainable remains doubtful and more attention to the elements of sustainability, replicability and mainstreaming during the design, might have improved the impact of the APs. However, the impact of the APs depends on the 'level of ownership' by the Romanian Government. Given the importance the Romanian Government pays to the EU, ILO/IPEC might have tried to build alliances with the relevant commissions in Brussels to form a coalition and 'get child labour' on the agenda of the Romanian Government.

Through these and other APs, a number of pilot monitoring systems have been designed, tested and applied. This approach implies that each IA and GO designed their own monitoring systems thereby creating 'ownership' of the system, but on the other hand some more 'combining efforts' might have been more efficient to achieve a 'standard national monitoring system' that has not (yet) been achieved. The same might be said about the educational components and it seems necessary to analyse all the findings of these APs and suggest 'a comprehensive package' to the MER to initiate the dialogue on mainstreaming.

6.3.3 Objective 3 Education for Roma working children

A new approach was supposed to be developed to improve the quality of educational and other protective services catering to the needs of Roma working children and their families.

The AP has focussed on analysing the socio-cultural and psychological characteristics and the findings have been discussed with various stakeholders. Although it is realised that the input is and will be further used on the development of appropriate curricula, it cannot be concluded that through this AP alone, the objective has been achieved. Even though it might be questioned whether the said objective was not too optimistic, it might also be argued that if a link had been made with the other (EU driven) interventions, probably at higher levels and with a stronger NSC, more could have been achieved. It is unknown whether the latter interventions were known at the time of designing the country programme, but it must have been known at the time the AP was designed. The

IA has been much more successful in linking with local partners and through that link, and the other mentioned interventions, it is expected that more concrete results will be achieved in the near future.

6.4 Overall conclusions

The IPEC programme is relevant and the strategy, focussing on prevention, appears the most suitable. However, more attention on mechanisms to achieve in-country ownership would have increased the impact and sustainability of the interventions. The institutional setting is still weak and might dwindle if the IPEC office provides no follow-up.

As a result, it must be concluded that the IPEC country programme has not yet achieved what it was supposed to achieve according to the stipulated objectives in the project document. Reference is made to Annex 12 whereby the original indicators are presented.

While this IPEC programme will be concluded in June 2003, the evaluator advocates to prolong the IPEC country programme for another 12 to 18 months in order to 'harvest what has been sown', and increase the impact of the interventions that have been implemented during this phase. However, the Romanian Government should express a clear commitment to that prolongation. The evaluator has not been able to meet the relevant decision makers, but most members of both the NAG and NSC have expressed great concerns if and when the present programme would 'simply end'. An outline of a second phase is provided in section 8.2.

7 Lessons learned and good practices

In the previous chapters the programme has been discussed in detail and in this chapter only the main lessons learned and good practices are summarised for easy reference.

- ❖ IPEC country programmes should only start once the SIMPOC study has been published or when very clear signals are provided by the Government that child labour has been recognised.
- ❖ The composition, status and function of the NSC, the CLUs and the NAG needs more attention during the design and negotiation of an IPEC country programme, whereby more ownership should be advocated during the initial stages, which can be achieved through a more flexible design process.
- ❖ The introduction of an inception phase and concluding inception report will ensure that the flexible basic country approach is translated in a process-oriented logical framework, leaving sufficient room to adjust the strategy and further detail the logical framework once experiences have been made ‘on the ground’.
- ❖ The design of the CLUs as rather undefined units within the GOs did not contribute to the sustainability of these units, and a more prominent role and status improves their performance and sustainability.
- ❖ Straightforward but rather isolated interventions have a limited impact and mainstreaming child labour issues requires more institutional attention during the project design, however difficult that might be.
- ❖ Outputs that are not within the control of the programme need to be defined differently and should define additional activities that are within the control of IPEC in order to influence the actors.
- ❖ Creating ICTs appears to be a low-cost and sustainable mechanism for monitoring and combating child labour at the county level due to its multi-sectoral approach and partnerships, and more attention should be paid to sustainability and replicability (i.e. transferring ownership) at an early stage.
- ❖ Piloting educational programmes are an effective way of testing innovative models to combat child labour if sufficient attention is paid to financial and organisational sustainability and should be complemented by a follow-up phase to advocate the replicability of the ‘good practices’.
- ❖ Awareness raising activities are best combined with other direct interventions, unless they are of a very general nature such as national mass media campaigns. Including concrete actions to combat child labour appear most effective.
- ❖ In a situation whereby a large number of trade unions and employers organisations are facing new roles and functions, implying many organisational and financial constraints, they appear to give priority to their principal roles with little room for “additional” activities like combating child labour. In such cases, these social partners need more capacity building.

- ❖ MAPs are very useful in piloting small projects in order to test models and trigger other (N)GOs to replicate the experiences, while at the same time it creates some flexibility for the IPEC country programmes.
- ❖ International exchange between IPEC countries, both for NPMs and the partners, can be a very effective tool to promote the child labour issue among partners and will improve the impact of the programmes.

8 Recommendations

The previous recommendations are presented under two headings; recommendations for this programme and recommendations for setting up similar country programmes in the future.

8.1 Recommendations for this programme

The present phase of this IPEC country programme is ending in June 2003. Although the achievements in terms of APs are considerable, the impact, sustainability and ownership of the programme is still limited and could easily be increased through an extension of the present phase.

It is therefore recommended to:

- Prolong this IPEC country programme by 12 to 18 months whereby attention should focus on the institutional setting, combined with limited co-funding of possibly few additional studies. An indicative budget of some USD 40.000 to USD 70.000 should be sufficient to cover the operational costs of the office and minor co-funded activities. The activities of the NPM could then focus on:
 - Institutional framework building:
 - Provide technical and ‘moral’ support to the NSC, CLU and NAG in order to create a country owned institutional framework
 - Through these institutions, their members and similar programmes financed by the EU⁷⁰, provide further support to the development of a national policy and plan of action
 - Seek alternatives for further involvement of trade unions and employers organisations in combating child labour
 - Advocate the child labour issue among GOs, NGOs and donors in general and by facilitating GOs and NGOs in the development of concrete APs and assist them in obtaining donor funding
 - Follow-up of the present APs:
 - Evaluate the ICTs, define modes for its replicability, both at county level and at village level
 - Advocate follow-up activities with the GIS
 - Evaluate the impact of the rural education AP one year after its completion
 - Evaluate the impact of the urban street children AP one year after its completion
 - Evaluate the impact of the Roma children AP one year after its completion
 - Improve regional good practices⁷¹:
 - Collect and document good practices from the region

⁷⁰ such as programme interventions for and with minorities, MER and others.

⁷¹ These activities could be executed jointly by both the NPM or IPEC Regional Coordinator

- Provide, advise or train staff from other IPEC countries with these documented good practices and approaches.

8.2 Recommendations for similar programmes in the future

- Only start these IPEC country programmes after the SIMPOC exercise has been completed and published.
- Plan key activities, which are dependent on the successful and in-time implementation of other activities, whether within or outside the control of the programme, in a phased and process oriented approach.
- Distinguish between controllable and external factors when designing activities.
- Introduce an inception phase to ensure flexibility during the initial implementation phase
- When initiating country programmes, negotiate with the GOs on the status of the CLUs, including the creation of capacity and institutional support for these units by these GOs.
- Pay more attention to the design of NSC, CLU and NAG, a process that could be initiated by reviewing the design, functioning and level of ownership in various IPEC countries.
- Pay more attention to the sustainability and replicability of pilot projects.

ANNEX 1: Terms of Reference



INTERNATIONAL PROGRAMME ON THE ELIMINATION OF CHILD LABOUR

ILO/IPEC

TERMS OF REFERENCE

for

Final Independent Project Evaluation

National Programme for the Prevention and Elimination of Worst Forms of Child Labour in Romania

ILO TC Project number:	ROM/99/ 05 /050
ILO Project code:	P340.74.437.050
Country:	Romania
Duration:	24 months (totally extended by 21 months)
Official Starting date:	September 1999 (activities started March 2000)
Ending dates:	June 2003 (project extension)
Programme location:	Romania
Programme site/venue:	ILO Bucharest
Programme language:	English
Executing agency:	ILO-IPEC
Financing agency:	US Department of Labour
Donor contribution:	US\$ 586'168

Evaluation period (indicative): 13 April to 30 May 2003 (mission 14-18 April)

Date of preparation of the TOR: /March 2003

Final version:
Basis for Contract

I. BACKGROUND AND JUSTIFICATION

Background to Project

The programme, started in 2000 in Romania, applies the IPEC's country programme approach adapted to the national conditions. The IPEC Country Programme Approach (as illustrated in Annex 1) is phased, multi-sectoral, multi-partner and multi-level approach that consist of phases or elements that have normally been seen to be part of a effective country programme that builds the foundation for action against child labour. While the elements can be seen as following a sequential approach, they are primarily complementary and the idea is that the specifics of the national situation will allow a particular country programme to identify appropriate entry points and start with those elements that are most conducive for the process. As the country programme develops and the basis emerges for other elements and further work with existing elements, initiatives within these elements can be put in place.

The overall Development Objective of the programme is to contribute to the prevention and progressive elimination of child labour and the related phenomenon of street children in Romania.

The specific project objectives to be achieved by the end of the project are:

Immediate Objective 1: By the end of the programme, the government will have: i) updated and approved the National Policy and Plan of Action on child labour developed during the national Seminar in March 1998; ii) harmonized its child labour legislation with international standards; and iii) developed its institutional capacity to deal with the problem.

Immediate objective 2: By the end of the programme, successful pilot projects in Moldavia and southern Romania will have changed attitudes and perceptions about child labour in these regions and resulted in the effective prevention of child labour and the rehabilitation of a selected number of street children.

Immediate objective 3: By the end of the programme, a new approach will have been developed to improve the quality of educational and other protective services catering to the needs of Roma/"Gypsy" working street children and their families by taking into account their specific needs in terms of socio-cultural and psychological characteristics and living circumstances.

Following from these objectives and in line with the objective of reaching the programme sustainability, key areas for intervention have been institutional capacity building, research on the issue of child labour, direct support to working children and awareness raising.

Activities have mainly focused on developing the capacity of concerned agencies to deal with the problem of child labour, promoting the ratification of ILO-s Convention 182 and creating widespread awareness on child labour issues among the governmental agencies, employers and workers associations, NGOs, public and media. In addition, child labour surveys, pilot project targeting rural child labour, working street children and Roma children were developed. The table below shows the situation of the programmes carried out in Romania aiming at contributing to the prevention and progressive elimination of child labour.

	Completed	Ongoing
AP within the framework of the CP	10	1
AP outside the framework of the CP (separately funded)	1	3

The main activities of the programme are:

- **Child labour conventions ratified:** ILO Convention 138, Convention 182 and UN Convention on the Rights of the Child
- **Institutional Infrastructure** established including The National Steering Committee (NSC), e Child Labour Units, the Intersectoral Central Training Team, and the National Advisory Group of Child Labour consisting of representatives of Government agencies, trade unions, employers organisation s and NGOs
- **Child Labour Data** made available via three IPEC surveys on specific target groups conducted in parallel with the National Modular Survey on Child Labour.

- Direct support to working children: 1,598 children have been withdrawn from work or prevented to enter work through education or training opportunities or other services (legal assistance, counselling, health services, nutrition, uniforms, books and school supplies, stipends, other incentives), as follows (Data available by 31 December 2002):
 - 315 children withdrawn from work, out of which 188 boys and 127 girls.
 - 1,283 children prevented to enter work, out of which 664 boys and 619 girls.
- Mainstreaming child labour in the Romanian legislation
 - The National Strategy on Child Protection (2001-2004) and the Operational Plan for Implementation approved by the Government (Decision 539/14.06.01)
 - Law (No. 678/2001) on prevention and combating trafficking in persons/children
- Awareness raising activities:
 - Campaigns, workshops, seminars, press conferences, press releases, etc
 - Newsletter in electronic format (English and Romanian versions) sent to the relevant social partners, including UN agencies, World Bank, the Delegation of the European Commission in Romania, embassies, NGOs and media.
- UN interagency cooperation and fundraising: UNICEF, UNDP, US Embassy and USAID attend the NSC meetings as observers and provide complementary funds for the APs.

Background to evaluation

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

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

The project was subject to a Mid-Term Review in July 2001 by a team from IPEC headquarters. The mission assessed the actual progress made, i.e. analysed the validity of the approaches and strategies adopted, identified achievements, constraints of the ongoing Action Programmes and reviewed the ones in pipeline. The review also focused on managerial and organisational aspects of the country programme, capacity development and institution-building efforts, terms for co-ordination and co-operation among various partners and lessons learned. The main feature of the MTR exercise was to contribute to the improvement of the quality of programme implementation. In this respect, recommendations were made to assist IPEC Country Office and partners in optimising impact of the programme.

The review produced a series of findings and recommendations on Capacity development and sustainability efforts; on Relevant, Effectiveness and Efficiency of the specific programme objectives and outputs; and on programme management. A series of initial lessons learned were identified and Recommendations for Improvement and Follow-up agreed upon with programme management.

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

II. SCOPE AND PURPOSE

Scope

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

Purpose

The evaluation should emphasise assessment of key aspects of the program, such as strategy, implementation, and achievement. It should assess effect and impact of the work done during the implementation of IPEC's Country Programme in Romania, using particularly data collected on the indicators of achievement and focusing on benefits accrued to the target groups.

It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in any follow-up interventions to the programme, for other existing or planned ILO/IPEC interventions as well as broader in terms of action against child labour in Romania.

In addition, the evaluation should enhance the management skills of the IPEC stakeholders for further activities, to enable them to take policy and operational decisions on a more solid information base. The evaluation report should provide information regarding extension of the programme and "lessons learned" to be considered when planning for further actions.

III. SUGGESTED ASPECTS TO BE ADDRESSED

As an ILO evaluation, in principle, the evaluation should address the general overall evaluation concerns such as relevance, effectiveness and sustainability should be addressed, as defined in the ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects, section 1.2, November 1997).

The evaluation should address information on the Action Programmes and Implementing Agencies, Outputs and Inputs, Types of Interventions, Target Groups, Objectives, Special Concerns and Corrective Action.

The evaluation should be based on the quantitative as well as qualitative data to identify efficiency, effectiveness, relevance, and sustainability of the programme and interrelationships between the objectives. Specifically, the gender issue should be addressed.

The following are the broad suggested aspects that can be identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluation consultants in accordance with the main purposes of the evaluation."

The following issues could be addressed under the respective evaluation concerns:

Validity of Project / Programme Design

- How effective is the project design in articulating a strategy for program phase-out and sustainability?
- How clear, realistic and useful are the indicators for measuring the impact of program activities? Have means of verification and baseline data been established for all the indicators?
- Did the project / programme document provided adequate guidance on how the intervention would address the relevant gender issues among the target groups
- Was the original program design based on well-conducted research activities, such as a rapid assessment and baseline surveys?

- How well focused was the original program on the identified problems and needs of the target groups? Please assess the strategy outlined in the project document for addressing these issues.
- Given the established timeframe and budget for the program, please assess how clear, realistic and achievable the program objectives were.
- Were the sectors targeted for direct action—working street children in urban areas, in Roma communities, and in rural areas—the right sectors deserving priority?
- If any problems with the design of the program identified during the program period, what corrective steps were taken to solve them?

Relevance

- Are there other needs emerging that needs to be satisfied?
- Were the needs and targets as stated in the programme's project document addressed?
- What are the views of the intended beneficiaries and/or direct recipients on the usefulness of the outputs of the programme and whether the progress made towards the achievement of the objectives has contributed to meeting their needs?
- Does the strategy address the different needs and roles, constraints, access to resources and access to project services of women and men, boys and girls, in the target group? Have men and women, girls and boys, participated in the definition of their own needs?
- Do these needs still exist?
- Does the programme address practical and strategic gender needs of boys and girls? Was gender equality adequately promoted in the strategy?
- Is the strategy in line with the relevant Conventions of child labour?
- How does the strategy fit within national development efforts, existing policies and programmes on child labour and interventions carried out by other organisations (be as specific as possible)
- Were alternative strategies considered?

Performance and achievements of the project / programme (Effectiveness, efficiency and unexpected effects)

- What are the main constraints that are being experienced by the programme?
- Has the technical and administrative support provided by IPEC HQ, sub-regional and area office been adequate?
- Has the programme produced the outputs as planned in the work plan?
- Has the budget allocated been sufficient and has funding been dispersed on time?
- Has the budget been revised? If yes, what necessitated the revision?
- Have the intended beneficiaries been reached?
- How have the lives of the working children have been changed?
- Assess the work carried out in Romania towards meeting the objectives of the country program and provide an assessment of the effectiveness, relevance, efficiency and sustainability of program activities.
- Assess the strategies and progress of the individual action programmes. How have the action programs supported the objectives of the country program? Please assess the degree to which action programs targeting working children effectively respond to the educational and social service needs of the children and their families.
- Assess the degree to which program activities are being implemented on schedule and within budget.
- Assess the relative level of stakeholder support and commitment to the program. How effective is the National Steering Committee in carrying out its duties and supporting implementation of the program? Please assess the level of local ownership of the program.
- Assess the working relationship between the National Steering Committee and the implementing agencies and partners, and between the implementing agencies and program staff. Does the program provide adequate support to its implementing agencies and partners? How are specific concerns of partners followed up?
- Please identify the major results/accomplishments of the project to date. What are the major weaknesses and how can they be addressed?
- What system(s) are being developed to monitor/track child labour and how effective is it?

- Is data on indicators being measured periodically and effectively to measure impact over time?
- Please assess the degree to which the project has taken steps to ensure implementation of the program's strategy for phase-out, including through transfer of responsibility to national or local partners.
- Did the intervention reach the expected target population? Were specific groups of boys or girls, men or women, excluded from the benefits of the intervention?
- Identify whether progress review and self-evaluation reports provided information on the participation rates of men and women in the programme. If such data are not available, the evaluation should try to assess how many men and women have participated in the programme and in what way
- Capacity of the partner organisations (especially implementing agencies); quality of the human resources, learning capacity, awareness of gender issues and child labour conventions, etc.
- Were specific models of intervention developed? Are there possibilities for replication? Under which circumstances?
- Determine the desired effects of the project on the policy environment and the capacity of relevant institutions (at local or national level) dealing with child labour issues
- Did the project / programme contribute to changes in the cultural perception of child labour among men, women, girls and boys?
- Identify unexpected effects on boys and girls, men and women, both in the target groups or in other sectors of the population
- Identify unexpected effects in the development of policies and programmes, in the creation of institutional capacity, in gender relations, in socio-cultural relations, in the environment, etc.
- Were the objectives of the programme clear, realistic and likely to be achieved within the established time schedule and with the allocated resources?
- Were there any internal and/or external factors which have (positively or negatively) influenced the achievement of the objectives?
- Did the programme's results achieved justify the costs incurred?
- Provide an assessment of how the various elements of the strategy provided addressed the problem of child labour in Romania. How well did activities such as the SIMPOC survey and resource mobilization contribute to the overall goals of the national program?
- Assess the effectiveness of actions taken by IPEC to introduce IPEC's vision, objectives, strategies and operations and the roles and responsibilities of social partners. How did such action by IPEC contribute to promoting country/local ownership of the program?
- How effective was the program strategy in promoting child labour policy formulation and legal reform?
- How did the program respond to external factors or changed in the implementing environment through adjustments in the program strategy?
- Assess the program's impact on cultural attitudes related to Roma children as they relate to child labour and basic education. Assess the program's overall impact on Roma children and their families.
- During the midterm management review meeting, a number of problems were identified and recommendations developed for improvement of the quality of program implementation. Please assess the actions taken by program staff and implementing agencies as follow-up to the midterm.
- How effective was the program in delivering at a satisfactory rate to allow the objectives to be met?
- Has the program staff delivered planned outputs in a timely way through appropriate utilization of donor resources?
- Assess the level of guidance, backstopping and flexibility given to the NPM to make decisions and manage the program at the national level?
- Assess the administration and financial management of the program?
- How were action programs initiated? Was the process through which beneficiaries are identified efficient and fair? Was input from target groups involved in the design of action programs?
- How was data collected on the target groups, and how is it maintained? Have data been collected by the program on the indicators of achievement? Do they provide adequate evidence regarding the effects and impact of the program?
- Assess the effectiveness of the Inter-sectoral County Teams (ICT) and effectiveness in investigating and monitoring the child labour situation.
- Is there a tracking system in place to monitor the status of the beneficiaries of the program? Is it institutionalized and can it be maintained?

- Have linkages been established between key stakeholders? In what ways has capacity to address child labour been built through collaboration with the program?
- Assess the effectiveness of the strategy used to raise awareness of child labour among central and local authorities, the public and the media.
- Identify and analyze the effects of program constraints or unexpected external factors.
- Identify emerging good practices and/or pilot activities that could be expanded/replicated.

Sustainability

- How can networking and relationship with other organisations be strengthened?
- Assess the sustainability of the programme, i.e. its longer-term impact after withdrawal of external support. Assess the degree to which program results/accomplishments are likely to be sustainable
- Identify the long-term commitment and the technical and financial capacity of local/national institutions and the target groups to continue delivering goods and services adequately
- Assess the degree of ownership of and participation in the project / programme both institutionally and individually, considering boys and girls, women and men
- Which are the possibilities of replicating all or part of the project / programme in a different location or at a bigger scale?
- Have child labour issues been mainstreamed into the policy environment and in relevant institutions?
- Assess whether the required human and material resources will be made available to continue and further develop activities for the elimination of child labour and the promotion of equality between boys and girls
- Identify whether actions have been taken to ensure the continued access of vulnerable groups to services and resources
- Examine whether social-cultural and gender aspects endanger the sustainability of the project and assess whether action has been taken to sensitise local institutions and target groups on these issues
- Have institutional arrangements been made to ensure the continuation and/or further development of activities initiated under the programme? Has the local personnel been equipped to assume responsibilities after the completion of the programme?
- Has the required personnel and other resources been sufficient to ensure the continuation and further development of activities initiated under the programme (e.g. Child Labour Unit (CLU) in Ministry of Labour)? Make reference to specific decisions and commitments made by the authorities concerned (e.g. local contributions, additional funds of external sources raised, Strategy on the Protection of Children in Romania).
- Were the various program activities designed from the beginning with long-term sustainability in mind? What actions have been taken to promote sustainability and strengthen the capacity of local actors and related institutions to take on child labour initiatives?
- How will the government's participation in the program contribute to the sustainability of efforts to address child labour issues?
- To what extent are existing national development policies and interventions sensitive to child labour and the worst forms of child labour? Do key national development partners recognize the issue of child labour?
- Is there sufficient capacity and commitment among institutions such as the Ministry of Labour, Ministry of Education and the National Statistics Office to develop and implement action plans or interventions related to child labour? Is there evidence of capacity and a commitment to the cause?

IV. EXPECTED OUTPUTS OF THE EVALUATION

The following are the expected outputs:

- A **one page note on questions and issues for the stakeholder meeting** in the context of the National Steering Committee.
- A **first draft report** with two weeks of completing the in-country mission
- A final **Evaluation Report**, based on consolidated comments from stakeholders to the first draft

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

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

It would be crucial to elaborate and clearly identify in the final report, a list of main findings, recommendations and lessons learned from the programme. The recommendations should contain guidance for the planning and implementation of future programme interventions. The lessons learned should describe any conclusions, observations or recommendations, which may improve other programmes.

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

All drafts and final outputs, including supporting documents, analytical reports and raw data, should be provided both in paper copy and in electronic version compatible with either Word for Windows or WordPerfect. Ownership of data from the evaluation rests jointly with ILO-IPEC and the consultants. Use of the data for publication and other presentations can only be made with the agreement of ILO-IPEC.

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

V. PROPOSED METHODOLOGY

The following is the suggested methodology that can be adjusted by the evaluation consultant in consultation with the technical focal point for the evaluation in DED, if the research and analysis suggests changes and provided that the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

The following methodology is proposed

1. Briefing in Geneva by DED on methodology and by the IPEC Desk Officer on the context of the project.
2. In-country mission with
 - a. Desk review of relevant documents
 - b. Individual meetings with IPEC partners (e.g. relevant ministries, UNICEF, UNDP, trade unions, employers, NGOs etc.
 - c. Stakeholder meeting of maximum half a day with the National Steering Committee
3. Field visit to selected sites, including to schools in rural areas where Action Programmes have been implemented.
4. Drafting of report

Composition of the Evaluation Team:

The evaluation will be done by an external, independent consultant who will be responsible for the report.

The profile of the consultant should be as follows

- Previous experience in evaluation of development programmes, including facilitation and use of stakeholder evaluation workshops.
- Experience in managing or evaluating social programmes dealing with social development issues, including education and vocational training, as well as employment and labour issues
- Regional or country experience
- Adequate degree and language skills

The chosen consultant will also have been responsible for the preceding mid-term evaluation of the Ukraine national programme allowing for some comparative perspective in the assessment, although the Romania national programme should be considered in its own right. The timetable is coordinated with this and while the contract is seen as an extension of this, it is seen as complementary assignments where the period for comments by stakeholders on the first draft of the Ukraine mid-term evaluation is the mission period for this evaluation.

The in country IPEC management in the form of the National Programme Manager will be providing support to the evaluation and be present as required by the consultant. The following are the tasks of project management:

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

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

Timetable and itinerary

The following broad timetable has been established

Briefing in Geneva (as part of briefing for Ukraine mid-term evaluation)	14 March
Travel to Bucharest	13 April
Mission in Romania (interviews and field visits)	14-18 April
Debriefing (1/2 day)	18 April
Travel back	18 April
First draft	By 30 April (at the latest)
Comments from stakeholder and consolidated comments	1 – 16 May
Second draft	19- 23May (by 30 May at the latest)

The total period of the complete evaluation exercise is 6 weeks, with 3 ½ weeks of actual work, of which one week is in-country.

Sources of information and Consultations

The following is a tentative list of stakeholders to interview:

- Ministry of Labour and Social Services (MLSS)
- UNICEF Romania

- UNDP Romania
- Trade unions
- Employers Associations
- NGOs
- Implementing Agencies
- Research institutes and others with knowledge of the programme
- Representatives of target groups (if possible)
- ILO/IPEC at headquarters
- USDOL (via telephone if needed)
- ILO National Correspondent in Romania
- Others as appropriate

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

- Project / Programme documents
- Progress reports, mid-term evaluation reports, other evaluation reports
- Budget revisions forms
- Reports and other documents produced by the implementing agencies
- Studies and other reports, including Rapid Assessment reports
- SIMPOC material with relevant references
- Reports and material from other organisations on programme/project
- Site visits
- Participatory exercises, stakeholder consultations
- Secondary official and non-official records, studies, reports
- Project / Programme monitoring system
- Child Labour Monitoring Systems
- Mission reports
- Web-site reports

Final Report Submission

For independent evaluations, the following procedure is used:

- The evaluation team will submit a draft report to the IPEC DED in Geneva by 25 April 2003. IPEC DED will forward a copy to key stakeholders for comments on factual issues and for clarification
- IPEC DED will consolidate the comments and send these to the core evaluator by 16 May or as soon as comments are received from stakeholders.
- The final report is submitted to the IPEC DED at the latest by 23 May 2003, who will then officially forward it to stakeholders, including donor, within two months of the completion of the fieldwork.

VI. RESOURCES AND MANAGEMENT

Resources

The required resources are:

- Fees for external evaluator
- Travel and DSA for evaluator for in-country mission
- Internal travel in country, including DSA for accompanying project staff and fee for interpreters
- Translation Printing and other expenditures

A complete budget is available separately.

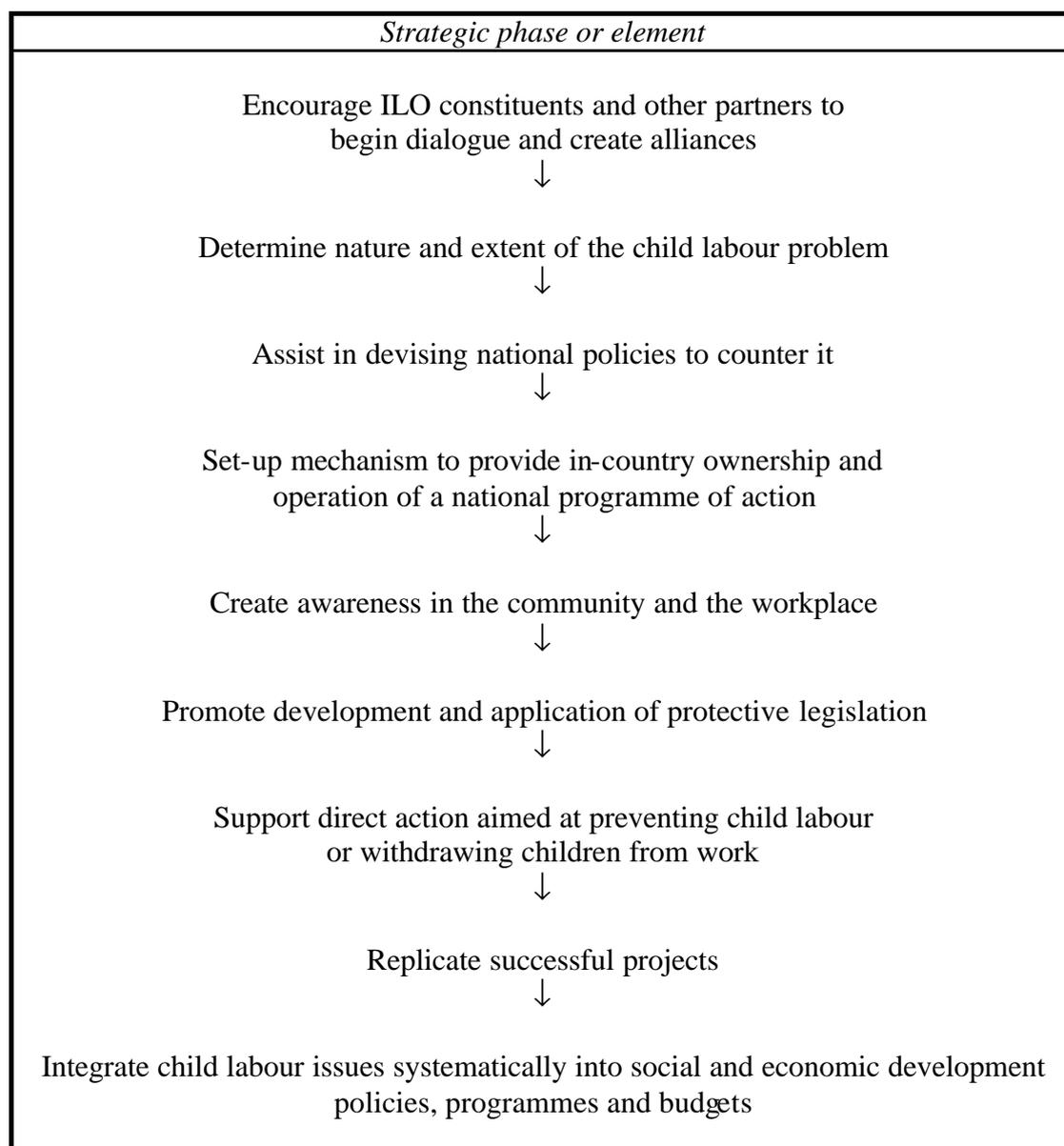
Management

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

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

ILO/IPEC COUNTRY PROGRAMME APPROACH

Phased, multi-sectoral Strategy



ANNEX 3: Documents

- General:
 - Country information, various books en websites
 - IPEC WebPage
 - The project document, May 1999
 - IPEC Romania at a glance
 - Report on the NPM Workshop in Ankarra, April 2001, Rodica Moise
 - Information material provided by IAs: APEL, Ariadna, IFCF, CSDR

- Status:
 - Report on Mini Programme Training Labour Inspectors
 - Report on Mini Programme Strengthening Capacity of CRD Trade unions
 - Report and proposal on Action Programme Street Children / Save the Children
 - Report and proposal on Action Programme Rural Children / Step by Step
 - Report and proposal on Action Programme Police / Ariadna
 - Report and proposal on Action Programme Rroma children / Echosoc
 - Proposal on Action Programme Specialised Public Services / IFCF
 - Mid Term Review July 2001
 - TPR IPEC #3 December 2000
 - TPR IPEC #x December 2001
 - TPR IPEC #4 December 2002
 - TPR IPEC #x March 2003
 - Status of the Action Programmes, 2000 – 2003
 - Target groups map and legend, 2003

- Proposals:
 - Project Revision Form, September 2002
 - Project Proposal Basic Facts (2nd phase)

ANNEX 4: Log Frame

Source: Project document, May 1999 revision, which includes the additions in italics.

Immediate Objective 1

By the end of the programme, the government will have:

- i) Updated and approved the National Policy and Plan of Action on child labour developed during the national Seminar in March 1998;
- ii) Harmonized its child labour legislation with international standards; and
- iii) Developed its institutional capacity to deal with the problem.

Given the little experience Romania has in dealing with the emerging issue of child labour, policy formulation and legal reform will be a major focus of the programme. This is considered necessary to assist Romania in setting priorities for action against child labour and developing long-term perspectives and strategies to deal with the problem. Another priority is to enhance the planning and implementation capacity of relevant agencies in the field of child labour.

Output 1.1: Updated and revised National Policy and Plan of Action to combat child labour, based on information gathered through SIMPOC and qualitative research

Activities:

- Develop an approach to utilizing data on child labour provided by SIMPOC (which is to be carried out by the National Commission for Statistics in cooperation with ILO/IPEC);
- Develop a qualitative methodology and conduct a study on rural child labour in selected counties (while waiting for the outcome of SIMPOC);
- Prepare a comprehensive report on the child labour situation as well as the ongoing and planned programme activities carried out to combat child labour in Romania;
- In consultation and with the participation of the NSC to be established, organize a national tripartite workshop, including NGO partners, to discuss the report and its recommendations and to update and revise existing national policy and plan of action;
- Submit the revised national policy and plan of action for adoption by the Government.

Output 1.2: Legal framework for child labour reviewed and national legislation harmonized with international standards

Activities:

- Review the national legislation in order to eliminate inconsistencies between the Romanian Constitution and Labour Code on the minimum age for the employment of child labour;
- Consult experts on how to bring the national legal framework into compliance with international standards on child labour;
- Promote the ratification of the new ILO Convention on the Worst Forms of Child Labour (No. 182).

Output 1.3: Increased capacity of the Department of Child Protection (DCP) and Ministry of Labour and Social Protection (MLSP) to investigate and monitor the situation of child labour

Activities:

- Establish child labour teams in the DCP and MLSP to investigate and monitor child labour;
- Carry out a needs assessment to identify areas where capacity building is needed;
- Develop and implement training programmes based on the needs assessment for key personnel of the DCP and MLSP at various levels;
- Carry out adaptation/translation of ILO-IPEC's relevant information and training materials on child labour;
- Establish an Intersectoral Central Training Team (ICTT) by recruiting potential experts from all partners, including experts from the universities and mass media;
- Conduct training of ICTT trainers in child labour investigation, project development, project implementation and monitoring. Training will be conducted by ILO-IPEC;

- Organize an initial workshop to create the Intersectoral Judet/County Teams (IJT) at the local level (in six “Sectors” of Bucharest and 40 Counties/Judets). These teams will consist of representatives of all the intersectoral partners at the judet/county level (notably Specialized Public Services for the Protection of Children’s Rights (SPSPCR) and County Labour/Inspection Office);
- Train five or six IJTs at a time in 2-3 day workshops, starting with the Judets/counties with the highest child labour and street children problems. Repeat the workshops until all judet/county teams are trained. Training will be conducted by the ICTT;
- Prepare action plans for each county to investigate and monitor the situation of child labour and street children. Action plans will be prepared by the IJT;
- Support pilot projects to remove children from hazardous work, involving IJTs and NGOs as a direct follow up to the capacity building efforts.

Output 1.4: Police officers in the General Inspectorate of Police trained to deal with the problem of working street children and act as awareness raising agents

Activities:

- Develop training materials about the international and national legal aspects of child labour, working street children, child prostitution, and other extreme forms of child labour in consultation with the Institute for Research and Criminality Prevention of the General Inspectorate of Police;
- Form a Core Training Team within the Institute for Research and Criminality Prevention of General Inspectorate of Police and train the team during a 1-2 day workshop (with the assistance of the ICTT);
- Select police officers from units located in different “sectors” of Bucharest and various counties that have significant problems with street children, child labour, and child prostitution, in consultation with Institute for Research and Criminality Prevention of General Inspectorate of Police;
- Train selected police officers on how to deal with child labour using adult education techniques;
- Support pilot programmes on awareness raising involving trained officers;
- Conduct regular monitoring visits in the streets by trained police.

Immediate objective 2

By the end of the programme, successful pilot projects in Moldavia and southern Romania will have changed attitudes and perceptions about child labour in these regions and resulted in the effective prevention of child labour and the rehabilitation of a selected number of street children.

While policy formulation and capacity building are necessary in starting-up a country programme it is equally important to initiate practical and direct action from the outset. A prerequisite in combating child labour is to mobilize public support and opinion. Experience from other countries has shown that well targeted information campaigns can go a long way toward reducing the incidence of child labour. Child labour can be prevented in large part by changing attitudes of the general public, policy-makers, families, and other concerned groups. Attitudes can be influenced so that people no longer ignore the existence of child labour or condone it as a necessity and see that putting children in school outweighs the temporary benefit of putting children to work. In particular, schools and their teachers have proven to be an excellent medium for bringing messages across concerning the costs and dangers of child labour to children as well as families, local communities, and society at large. Concrete initial activities will have to be made to set the tone for action programmes that rehabilitate children or that strengthen the child so that s/he can go to school or training. These action programmes, although benefiting small groups of child workers, will have a “demonstration effect” showing that these children are not lost to society and that their situation can be reversed. Considering the importance of showing results, a reputable research institution will be involved from start to finish in documenting, assessing, and monitoring the programme’s impact on the beneficiaries.

Output 2.1: Teachers in about 20 Romanian schools in selected counties trained to act as a main awareness-raising force in the campaign against abusive child labour

Activities:

- Develop training and campaign materials to prevent school drop-out and child labour, targeting 1,000 children⁷² between the ages of ten and 12;
- Form a Central Training and Campaign Committee (CTCC) with the help of the Ministry of Education;
- Train these trainers with the help of the Intersectoral Central Training Team (ICTT) formed in the DCP and MLSP;
- Identify a minimum of 20 schools in selected counties (Moldavia: Bodosani, Vrancea. Southern Romania: Ilfov, Giurgiu, Ialomita) with high drop-out rates and high incidence of child labour, identify classes and children to participate in the programme, prepare profiles on the children and their families, and process the information in a data base;
- Organize 2 day training courses for school inspectors, principals, and teachers selected from these schools;
- Develop proposals for activities at the school level, involving trained teachers and NGOs focusing on prevention as well as reintegration of recent school drop-outs. These activities may include exhibitions of paintings produced by children, photos and posters; information packets to be disseminated through the local and national media; essay competitions on child labour, etc.;
- Organize a regular review to examine results and take corrective measures;
- Assess the overall impact of the project in keeping the target children in school and out of work;
- Organize an evaluation workshop to discuss and review results of the campaign;
- Prepare final report with conclusions and recommendations for consideration by the Ministry of Education and other relevant governmental organizations.

Output 2.2: Improved awareness amongst parents in selected Romanian villages about their children's psycho-physiological development needs, the dangers of employment at an early age, and national and international legal provisions on the protection of children

Activities:

- Carry out problem identification studies in the villages identified under output 2 through participatory and focus-group interviews;
- Identify community leaders/ volunteers from the villages;
- Develop training materials relevant to the local problems about psycho-physiological and psycho-social needs of children, hazards of employment at an early age, and the value of education and vocational training;
- Organize two day workshops for community leaders/ volunteers;
- Organize two day workshops for parents;
- Assist community leaders/volunteers to conduct informal meetings in their neighbourhoods to discuss child labour problems;
- Identify follow up action in other villages.

Output 2.3: A minimum of 500 working street children in two selected Romanian cities withdrawn from work and related hazards and rehabilitated through a package of education, counselling, vocational training, health services, and nutrition.

Activities:

- Carry out a needs assessment to identify NGOs capable of providing education, counselling, vocational training, health services, and nutrition for (ex) working children;
- Develop appropriate training materials on education and vocational training for their NGO staff as well as modalities to provide health nutrition, psycho-social, and extra curricular support services;
- Train key NGO personnel;
- Identify children working on the streets and discuss options available so that they can find stable homes;
- Provide individual and group psycho-socio counselling services and extra curricular activities for the children;
- Establish educational support programmes for children with different educational needs;
- Carry out regular health checks for the children in the centres and children still working in the streets, in collaboration with the Ministry of Health;

⁷² 50 children between the ages of ten and 12 in 20 schools will be targeted.

- Provide appropriate supplementary nutrition (to be supported by the private sector in Romania);
- Carry out regular monitoring visits in the streets in collaboration with police.

Immediate objective 3:

By the end of the programme, a new approach will have been developed to improve the quality of educational and other protective services catering to the needs of Rroma/ “Gypsy” working street children and their families by taking into account their specific needs in terms of socio-cultural and psychological characteristics and living circumstances.

Output 3.1: Qualitative analytical report on socio-cultural and psychological characteristics and living circumstances of Rroma working street children and their families; on the basis of this research Rroma community leaders/volunteers and parents of street children will be involved in the withdrawal of children from streets and in ensuring their school enrolment and attendance

Activities:

- Conduct anthropological and/or qualitative research on Rroma street children (girls and boys) and their families to identify their socio-cultural approach to the education of children and their engagement in work in the streets and other work places;
- Prepare a report on the findings, giving recommendations about education strategy and withdrawal of children from the streets;
- Develop training materials on psycho-physiological and psycho-social needs of children, hazards of employment at an early age, value of education and vocational training;
- Organize two day workshops with community leaders/ volunteers, and principals and teachers of schools where Rroma children are attending or have dropped-out;
- Organize two day workshops for parents involving community leaders, volunteers and teachers;
- Assist community leaders/volunteers in conducting informal meetings to discuss the value of education, hazards of work at a young age, and ways to re-integrate street children into Romanian society.

Output 3.2: Curriculum, teaching methodology, and teaching materials for Rroma children reviewed, tested, and revised

Activities:

- Identify and analyse the problems related to teaching methodology and educational content provided for the Rroma children;
- Define and develop required educational content by using outputs 1 and 2 and proposed new curriculum;
- Organize a two day workshop to discuss and validate the proposed materials with representatives of the Ministry of Education and other relevant partners;
- Print the final version of the curriculum and materials;
- Organize a training workshop to equip teachers from those schools where Rroma children are attending with necessary skills for applying the material;
- Propose direct action projects involving community leaders/ volunteers and some NGOs focusing on drop-outs and street and working children from the Rroma community;
- Prepare an evaluation report with conclusions and recommendations for consideration by the Government;

Indicators

The following list of indicators⁷³ will be used to measure progress during and towards the end of programme implementation:

- National Steering Committee established and operational;
- National Policy and Plan of Action to combat child labour updated and approved;

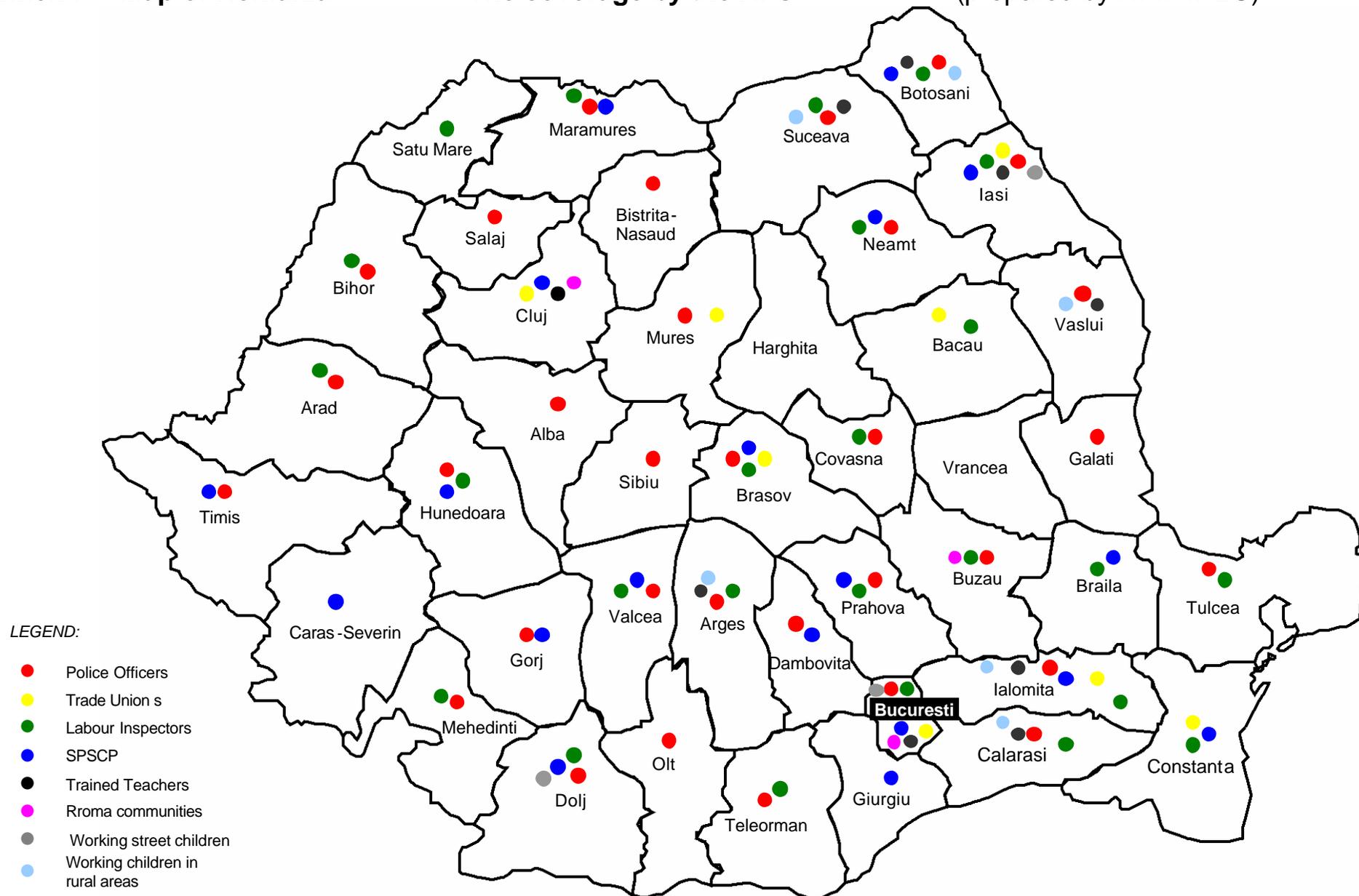
⁷³ Baseline studies/surveys will be conducted at the beginning of the project in order to establish more exact numbers.

- Discrepancies between the Constitution and Labour Code on the minimum age for employment eliminated and national legislation harmonized with international standards on child labour;
- Social workers, teachers, special public service directors, police, and other specialists in child protection and education trained;
- Rural community leaders/ volunteers mobilized to take action against child labour;
- Rural parents mobilized to support action in the programme;
- Reduction in the numbers of working street children in cities where the programme is implemented;
- Street children reunited with their families or placed in foster care;
- Former street children attending schools at level of compulsory education;
- Increase in the enrolment rate in selected counties where the programme is implemented;
- Decrease in the drop-out rate in selected counties where the programme is implemented;
- Rroma parents mobilized to support action in the programme;
- Decrease in the number of Rroma working street children in selected large Romanian cities;
- Increased media reports and coverage of the situation of child workers;
- Increase in the capacity of NGOs collaborating in the programme to provide direct rehabilitation services to child workers;
- New groups (i.e. employers' and workers' organizations, community groups) begin to address child labour;
- Additional activities (not planned and financed under the programme) undertaken by local administrators and communities to combat child labour;
- Sustainable local activities at the end to the programme.

Annex 7 Map of Romania

The coverage by the APs

(prepared by NPM-IPEC)



MAP LEGEND

Target Groups reached by the ILO-IPEC Action Programmes	
●	<p>Police Officers</p> <ul style="list-style-type: none"> - 75 police officers from selected counties trained to act against child labour; additional awareness raising activities at local level carried out by the trained police officers
●	<p>Trade Union Confederations: CSDR (FSLI), CNSLR Fratia, BNS, Cartel Alfa</p> <ul style="list-style-type: none"> - 200 trade union members from four major confederations trained - 200 representatives of local authorities representatives participating in round tables sensitized on child labour issue - 242 trade unionists participated in further awareness raising activities
●	<p>Labour Inspectors</p> <ul style="list-style-type: none"> - 25 Labour inspectors from Bucharest and Territorial Labour Inspectorates trained - Child Labour Unit consisting of five members established and trained - A four year campaign to combat child labour for 2001-2004 has been initiated by The Labour Inspectorate
●	<p>Specialized Public Services for Child Protection (SPSCP)</p> <ul style="list-style-type: none"> - 48 staff members selected from SPSCPs in 18 counties and 6 sectors of Bucharest - 24 Intersectoral County Teams (ICT) established at local level in 18 selected counties and 6 sectors of Bucharest, including about 120 members. The ICT consists of trained police officers and labour inspectors, and representatives of the Public Health Departments, School Inspectorates, City Halls, NGOs, trade unions, church, etc.
●	<p>Teachers</p> <ul style="list-style-type: none"> - 20 professionals of the Ministry of Education and Research and 200 educational staff, including school inspectors, principals and teachers from 20 schools in 5 counties trained to prevent school drop out and combat child labour - Educational staff from 25 schools has been sensitized have an increased level of awareness regarding child labour issue - 15,000 children informed on their rights, the risks and hazards of early entering work
●	<p>Roma communities</p> <ul style="list-style-type: none"> - Local authorities, community leaders/NGOs in three selected areas have an increased level of awareness on child labour issues - 2,500 Roma children and their parents, 50 teachers from five schools sensitized on child labour issue, the importance of education, the risks of early entering in child labour
●	<p>Working street children</p> <ul style="list-style-type: none"> - 500 working street children to be withdrawn from work in three selected metropolitan areas (297 children withdrawn from work by 30 September 2002) - Parents of working street children provided with juridical and psychological counseling - Social workers, teachers from five schools and staff of 15 NGO partners have been trained on the issue of child labour, the hazards children face on the streets, the consequences on children's lives.
●	<p>Working children in 22 schools from rural areas</p> <ul style="list-style-type: none"> - 1,003 children from 20 schools in rural areas combining school and work prevented to drop out school - 100 children (18 children withdrawn from work; 72 prevented to drop out school) provided with educational and support services to prevent school drop out - Parents of (ex) working children trained on child labour issues related to education

In all the above locations awareness raising meetings and press conferences have been organized. They aimed at increasing the public and media awareness on child labour issues, with a focus on the

worst forms of child labour. Leaflets, posters and information materials have been disseminated nationwide.

ANNEX 8 : Debriefing note

IPEC, Romania, Friday 18th April, 2003

This debriefing note is presented to the ILO/IPEC field office for discussion: it merely mentions the major lessons learned as well as some preliminary conclusions, which are of course to be discussed today will be further elaborated in the draft report, in which more attention will be paid to the positive developments and the IPEC achievements.

Findings, lessons and conclusions:

- The design of the country programme has been made at a time when little was known about the child labour phenomena in Romania, implying little awareness thereof by the government institutions. Romania was the first of the East European IPEC countries and the country programme was based upon assumptions that were not based upon concrete data but has proven nevertheless rather correct. However, it might have been wiser to prioritise the data collection even more and design the development of strategies as a process rather than the present (concrete) interventions.
- The Ministry of Labour, a natural partner for IPEC/ILO, is faced with the situation that a (new) national authority of child protection and adoption (NACPA) is also a major player in the field of child labour. The division and/or cooperation between the two institutions is therefore sometimes confusing and maybe not always be as effective as desired.
- The IPEC initiated the programme and the handing over of the programme (ownership) to the counterpart organisations has somehow been late and limited. This might have been caused by limited interest / priority by the counterparts to the child labour issue combined with the limited role it had/could play within a 'defined programme design' and a 'strict IPEC procedures and systems'. Moreover, the delayed signing of the MoU and the lacking formal status of the NSC (till today!) have contributed to a less ideal functioning of the NSC and its role within the government institutions.
- It appears that if more attention had been paid earlier to the structure and functioning of the NSC, the CLU's and the AG, including the participants thereof (also in relation to the NACPA) both in terms of width (institutions) and depth (levels), the present critical situation (ownership and sustainability) would have been on the agenda at an earlier stage (still remaining to be seen if the issue would have been resolved).
- The role the NSC could/should play as 'the child labour body' has not been achieved, and as a result various IPEC/NSC interventions (its proposed effect on policy levels) have been taken over due to / by events and actions by other governmental policies.
- Most of the APs have been implemented and completed more or less according to plan and achieved their immediate objectives, even though some remarks can be made about the direct results in terms of replicability and impact at national and or political levels. Some concern is expressed whether sustainability and replicability have been sufficiently taken into consideration when designing interventions. Nevertheless, the results of the interventions were that the child labour issue, and some of the recommendations, have directly or indirectly lead to sensitised institutions and some actions.
- The design and reporting of APs has been difficult for many IAs and it must be stressed that more attention should have been paid to make 'design and reporting' a management tool rather than a burden to the management.

- This IPEC programme has provided an enormous amount of awareness raising activities, through publications by IPEC and its IAs and in cooperation with other stakeholders. Although hard to measure, these activities have beyond doubt lead to an increased awareness of the institutions and the public.
- The IPEC has reached almost all counties with various interventions but as an afterthought, it might have been wiser to focus on a few selected counties: the pilot aspects would have been covered in a few counties with the same effect but with an increased efficiency: the results now appear rather scattered. Managing these APs would have been easier, more efficient but as effective, had it been limited to a limited number of counties.
- The IPEC has correctly realised the importance of a multi-sectorial approach, hence the AP with ICTs, and has efficiently combined the results (capacitated IAs and intermediaries) of previous APs. The IPEC has been good at linking various APs and IAs and has efficiently and effectively build cross linkages.
- The Employers Organisations have played hardly any role in IPEC activities nor have they taken any initiatives, although it is realised that their role and function in the past decade is new and they are facing other constraints that need to be resolved before they are /feel able to address the issue of child labour.
- The Trade Unions have undertaken some activities but in comparison to GOs and NGOs their role has been rather limited too. Also here it must be realised that they are focussing on other priorities in the new society.
- It appears that IPEC management has implemented more APs with NGOs than with GOs, partly due to the existence and interest of some major NGOs in this field and maybe combined with a limited capacity and interest of GOs in this respect. However, given the status of NGOs this implies less ownership, sustainability and replicability of the APs, even though the IPEC has made efforts to combine NGO and GO IAs and APs.
- The pressure by the EU and desire of the government to apply, has had some effect on GOs' priorities and ownerships. The ILO/IPEC could have tried to advocate / combine efforts to build an alliance with the EU (Brussels/Geneva) to defend its interest in child labour issues.
- If IPEC withdraws in June, the continuation of the NSC and the impact of the present phase, at policy level, are at risk. The SIMPOC study and the development of a national report, supposedly to result in a national policy and plan of action, have been seriously delayed and are very unlikely to be completed within the present phase.

Recommendation:

- Given this crucial phase of the NSC and the child labour issues at present (policy and activity development), it is strongly recommended that the IPEC programme is continued after the ending of the present phase, say 18 months. However, to improve ownership and sustainability, it is recommended to focus on technical advice and gradually reduce financial assistance (limited to publications, studies and expert advice)

Hans Posthumus

APPENDIX 9: SIMPOC

The ILO/IPEC HQ has contacted the National Institute for Statistics (NIS) to undertake this so-called SIMPOC survey in July 2000 and the survey was scheduled to be completed by December 2001 (18 months). During that period ILO/IPEC HQ staff visited the country twice to train the NIS staff on the methodology and tools. One seminar was held with representatives from the Ministry of Labour and Social Solidarity, the Labour Inspectorate, the National Authority of Child Protection and Adoption and the NIS itself whereby the objectives and methodologies were presented and the questionnaire made available.

The NIS trained some 500 data collectors and, after a pilot was completed satisfactory in October 2000, initiated a survey on 18.000 selected households. The actual data collection was said to be completed in September 2001 and validation was completed by the NIS in November 2001. However, the survey results are to date not published (April 2003) and its earliest publication might be expected around June 2003, three years after the start of the programme, implying a 100% time delay.

The delays appear to have been caused by administrative and communication constraints and both NIS and ILO/IPEC have not been able to resolve these constraints till spring 2002 when the first report was submitted by the NIS and accepted by ILO/IPEC¹. Until then, there was hardly any communication between the two institutions². Thereafter the NIS completed the validation of the results till March 2003. In October 2002 the NIS organised a seminar with an estimated 100 participants and disseminated the preliminary findings of the survey, a 5 page-booklet containing a dozen graphs and tables.

Members of the National Steering Committee have commented during the December 2002 meeting that the data do not provide sufficient insight information, i.e. “what do these figures imply?”³, and recommended that a more ‘reader-friendly-brochure’ should be designed in addition to the report, that the age group 5-14 should be more emphasised and that clarity should be given on ‘domestic activities’.

The final results have been sent to IPEC/ILO in March 2003 and the NIS is awaiting their reply to date. The (complete) survey results are meant to be included in a comprehensive report⁴ because the report of the NIS is expected to be a statistical report rather than a thorough analysis with conclusions and recommendations. However, till today the results have not been published or disseminated⁵. The lack of statistical data has hampered this IPEC country programme, even though it has undertaken additional rapid assessments and baseline surveys by consultants and NGOs in order to design Action Plans. However, ‘getting child labour on the agenda of the government’ has been difficult due to lacking ‘official’ data, even though it is recognised that e.g. information on street children is not obtained through these household surveys. The impact on legislation, policies, programmes and awareness raising is nil since the survey is simply not yet available.

A database has been created and the Ministry of Labour and Social Solidarity, the Labour Inspectorate, the National Authority of Child Protection and Adoption and the Ministry of Finance will have access to the database in an aggregated form while the database will be maintained by NIS. It was mentioned that after the publication the responsibility of the NIS ends, but it was also mentioned that there were ideas (by IPEC/ILO) to repeat the exercise in three years time.

The above information has been obtained verbally from various sources during the field visit only!

¹ The IPEC field office has played an important role although it is not part of their responsibility

² It has been mentioned that the change of staff, and the vacant position at ILO/IPEC HQ, have contributed to this lack of communication

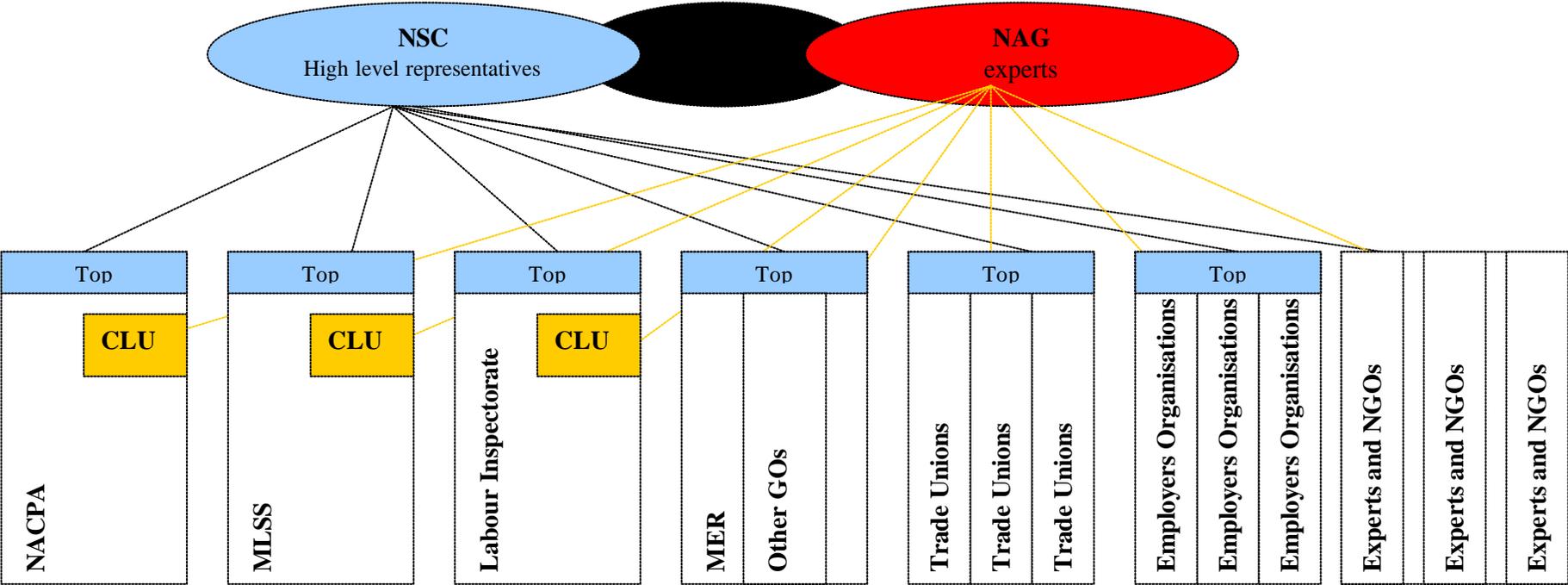
³ It was e.g. mentioned that the data refer to ‘activities by children’ and not ‘child labour’.

⁴ A consultant is at present writing the said report to be presented to the NSC in May.

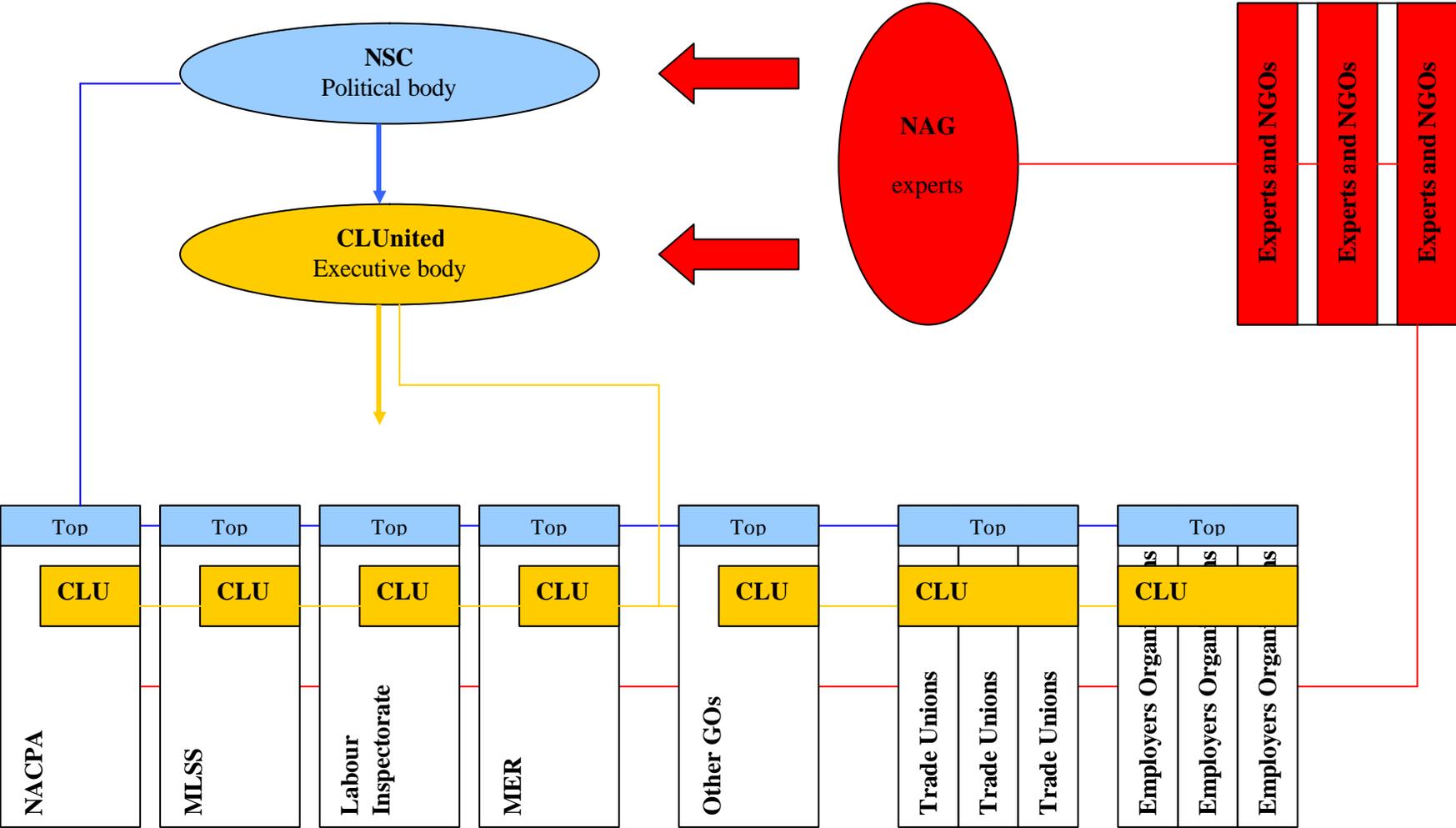
⁵ Only during the evaluation mission the NIS indicated it had obtained permission from ILO/IPEC Geneva to forward copies to the IPEC field office.

Annex 10 Institutional frame

Present situation



Alternative situation



ANNEX 11 : Report of the NPM during the workshop for NPMs in 2001

International Programme on the Elimination of Child Labour (IPEC)

**Workshop for National Programme Managers
Eastern Europe and Arab States
25-27 April 2001, Ankara**

26.04.2001 AFTERNOON SESSION 13:30-19:00

Discussion of major work items such as delivery, quality and expenditure planning

Aim: To identify constraints and propose solutions for improving programme quality, delivery, effectiveness and impact at the country and HQ levels.

Activities: This session was dedicated to a discussion on constraints in programme implementation and on “how to” improve, not just “what should be” improved. The group decided to classify constraints by stages in the project cycle. They felt this was important because many unaddressed constraints at the early stages carry over to the later stage and adversely affect programme implementation.

Constraints experienced for programme effectiveness, quality and delivery are presented in the table below along with proposed solutions.

PROGRAMME PREPARATORY PHASE	
<i>Constraints</i>	<i>Proposed solutions</i>
<p>Absence of office/office equipment</p> <p>In some cases, NPM begin job without an office/ office equipment or lack of budget allocations for these items. NPMs have to spend considerable portion of their time trying to set up an office and this not only creates frustration but also delays in programme development.</p>	<p>Availability of an Office</p> <p>Availability of an Office and office equipment at the start of a job should be ensured.</p>
<p>Lack of strong political and administrative ground for IPEC operations</p> <p>At the outset of the programme, IPEC HQ does not allocate enough time to help establish national infrastructure. In most cases national institutions start IPEC programmes technically unprepared, with a lack of sense of “country ownership”, commitment and practical assistance. The absence of a strong political and administrative infrastructure for effective IPEC operations reduces programme effectiveness. The roles and responsibilities of national institutions, in particular the ILO Constituents, are not clearly defined and, therefore, confusion and misunderstandings may occur. In absence of these crucial elements, it often takes a relatively long period of time for NPMs to lay the ground for effective IPEC operations.</p>	<p>Establishment of more institutionalised mechanism</p> <p>It is proposed that at the initial stage when IPEC is first introduced to a country more time is invested by IPEC HQ in explaining IPEC’s vision, objectives, strategies and operations as well as roles and responsibilities of social partners. In order to establish a more institutionalised mechanism for IPEC operations, negotiating and consensus building with social partners should be given priority.</p> <p>The country ownership of IPEC activities is critical to programme success and sustainability. It is therefore important that political commitment for child labour programmes expressed by the government is followed up with support of IPEC HQ after the signing of the MOUs.</p>

<p>Time gap between project development and implementation</p> <p>There is often a large time gap (more than a year) between project development and its execution leading to irrelevancies in predefined priority objectives.</p>	<p>Revision</p> <p>Prior to the execution of the programme, the priority objectives, outputs and activities should be revised jointly with the NPM to identify areas needing updating and revising.</p>	
<p>The National Steering Committee</p> <p>The NSC dominated by the Ministry of Labour is often leading to a lack of multi-sectoral participation in policy making and implementing. Additionally, the lack of clarity on the roles and responsibilities of the NSC in regard to IPEC projects creates confusion and resistance on the part of the members. This, in return, delays programme implementation.</p>	<p>TOR for the NSC</p> <p>There is an urgent need for the clarification of the roles and responsibilities of the NSC in order to improve programme implementation at the country level. IPEC HQ should also help work with the NSC to include a variety of sectors, and identify strengths and comparative advantages of each sector.</p>	
<p>Competitive environment</p> <p>National institutions seek partnership with other international institutions because of the larger financial contribution and less detailed process of reporting and administration compared to IPEC.</p>	<p>Flexibility</p> <p>The detailed and lengthy procedures of IPEC reporting and administration should be revised.</p>	
<p>PROGRAMME DEVELOPMENT</p>		
<p>Lack of national capacity</p> <p>One of the main constraints for efficient delivery is the lack of national capacity in developing and implementing projects. NPMs have to spend long time, 2 or 3 months, working together on the development of project proposals in order to meet the required standards.</p>	<p>Capacity building</p> <p>One of the most important ways to improve quality and delivery is provision of technical assistance to the implementing agencies in project proposal development as well as implementation. More time and emphasis should be given to training of partners.</p>	

PROGRAMME IMPLEMENTATION	
<p>Administrative procures</p> <p>The lengthy and detailed reporting requirements, delay in approvals, over-regulation and bureaucratic obstacles are hindering delivery. In some cases this delay is caused by the UNDP (1-3 months).</p>	<p>Flexibility</p> <p>IPEC administrative procedures should be revised in terms of their realistic possibilities for implementations within the given systems of countries.</p>
<p>Country Programme Approach</p> <p>Country programmes in most cases are too ambitious in terms of their time frame. It is not realistic to expect a country programme to be completed in two years. The time NPMs have to spend settling in, establishing work relationships and infrastructure and developing Action Programmes in various areas has not been taken into account while setting up the time frame of the country programmes.</p>	<p>Extension of the timeframe</p> <p>The realistic duration for a first phase of a country programme is three years.</p>
<p>Workload of the NPM</p> <p>The overwhelming workload and numerous tasks of the NPM also creates constraints for effective programme facilitating and monitoring. <i>NPMs have to play the role of negotiators, trainers, politicians, secretaries, book keepers, overall managers, report writers, project designer and implementers.</i> There is a need to conduct a job analysis and reduce the discrepancies between job description and the actual work carried out. NPMs also needs to be further capacitated in project various management skills.</p>	<p>Further comprehensive training of NPMs</p> <p>Further support to NPMs in project management skills will facilitate programme improvement in delivery and quality. The following suggestions would also be of great support to NPMs</p> <ul style="list-style-type: none"> • The accesses of all NPMs to IPEC Action Programmes (data base) with specific focus such as education, income generation, working street children. • Utilization of the expertise of knowledgeable NPMs and experienced implementing agencies at country level. • Frequent inter- regional meetings with a focus on specific issues such as child prostitution, child tracking, working street children etc. <p>Further strengthening of information sharing and coordination mechanisms among IPEC staff</p>

ANNEX 12: Indicators

The project document included the following list of indicators to measure progress during and towards the end of programme implementation (left column) and in this annex some notes have been made with respect to the progress (right column).

<p>National Steering Committee established and operational National Policy and Plan of Action to combat child labour updated and approved Discrepancies between the Constitution and Labour Code on the minimum age for employment eliminated and national legislation harmonized with international standards on child labour</p>	<p>Not formalised, limited ownership, doubts on sustainability Comprehensive report might be completed, no guarantee for policy development Review undertaken, no guarantee, as above.</p>
<p>Social workers, teachers, special public service directors, police, and other specialists in child protection and education trained Rural community leaders/ volunteers mobilized to take action against child labour Rural parents mobilized to support action in the programme Reduction in the numbers of working street children in cities where the programme is implemented Street children reunited with their families or placed in foster care Former street children attending schools at level of compulsory education Increase in the enrolment rate in selected counties where the programme is implemented Decrease in the drop-out rate in selected counties where the programme is implemented Roma parents mobilized to support action in the programme Decrease in the number of Roma working street children in selected large Romanian cities</p>	<p>Those that participated / target group of AP Mainly NGOs and parents form 1000 children (AP Rural) To a certain extent Some 359 children withdrawn, 500 provided with services (December 2002) See above See above Measuring system not ideal but positive indications As above Limited, mainly NGOs and schools Not measured, doubtful</p>
<p>Increased media reports and coverage of the situation of child workers Increase in the capacity of NGOs collaborating in the programme to provide direct rehabilitation services to child workers</p>	<p>Very positive Positive indications Mainly limited to Rroma NGOs, hardly</p>

<p>New groups (i.e. employers' and workers' organizations, community groups) begin to address child labour</p> <p>Additional activities (not planned and financed under the programme) undertaken by local administrators and communities to combat child labour</p> <p>Sustainable local activities at the end to the programme</p>	<p>activities by TUs and EOs</p> <p>Reference made to TPRS, but whether these additional reports are a result of IPEC remains to be seen</p> <p>Some activities within some APs appear sustainable but many do require additional technical and financial support</p>
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