



International Labour Organization

IPEC

International Programme on the Elimination of Child Labour

IPEC Evaluation

**National Programme on the
Prevention and Elimination of Worst
Forms of Child Labour
in Ukraine
UKR/01/P50/USA
P.340.001.443.050**

An Independent Mid-term Project Evaluation

by

An Independent Evaluation Team

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The findings and recommendations presented in the report solely represent the views of the evaluator and therefore do not necessarily correspond to the views held by ILO/IPEC.

The evaluator would like to thank
all institutions and persons met for their kind assistance and collaboration0

Executive Summary

The National Programme for Prevention and Elimination of Worst Forms of Child Labour in Ukraine was designed in June 2000 and officially initiated on April 1, 2001. The programme was initiated in July 2001 for a 24-month period. However, in January 2003 this programme, funded by the United States Department of Labour, was extended to July 2004. The overall aim for the programme in Ukraine had been established to assist the country to develop policy initiatives, prevent the increase of child labour, build the capacity of the concerned governmental and non-governmental agencies, conduct qualitative research, implement direct action activities and raise public awareness. In line with the ILO/IPEC policies and procedures and the project document, the programme was reviewed in March 2003 and the findings, conclusions and recommendations of this mission are presented in this report.

Ukraine suffers from a continuing economic recession and the living standards of the majority of the population have fallen beneath the poverty line. The worsening economic situation has led to larger numbers of children becoming active in the labour market. Child work has always been an integral part of the educational system but it was mainly of a non-lucrative nature and limited to training and domestic and subsistence activities. This regulated form of child work was considered to be rather a means of education than of economic subsistence. Due to the economic crisis, child labour is on the rise. It is estimated that there are some 350.000 working children nationwide. Most, if not all, are involved in physical work, many of them in the informal sector. It is expected that the worst forms of child labour are common and on the rise: forced labour, prostitution, drug selling and sale and trafficking of children. The awareness of the public in general and of the parents of the damaging effect that child labour has on the children is low.

The project document defines four specific objectives:

1. The institutional framework for the program put in place and monitoring mechanisms established; tracking system set up and operational.
2. The capacity of the government of Ukraine strengthened to enforce child labour policies.
3. Parents and community leaders have greater awareness and better understanding of child labour issues.
4. At least 1200 children removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training and other social protections.

Objective 1 Institutional framework and monitoring and tracking systems in place

The Memorandum of Understanding has been signed and the National Steering Committee (NSC) and the Child Labour Unit (CLU) have been established. However, the majority of the NSC members have been replaced during the recent changes in the government and there is a need to reconsider the membership and institutional functioning of the NSC and the CLU in order to ensure its institutional sustainability.

The baseline study has been completed and awaits the implementation of the Direct Action Programmes (DAP) funded by this IPEC programme. The tracking system has been adapted to the local infrastructure but due to the delayed implementation, a considerable part of the database entries have been replaced with new entries and it is recommended to document the identification process and track the previous replaced entries at a later stage. The present database seems rather static and it is recommended to transform it in a more replicable and dynamic model.

Objective 2 Strengthened capacity

A working group has been formed to present a concept national policy and a national policy can be expected before the end of the year. It is, however, recommended that more attention be paid to ensure that the recommendations by the programme, including the preliminary findings of the DAPs, are included in the national policy. It is therefore important that the NSC and CLU are capacitated and re-institutionalised, and that a national workshop be held soon to discuss the findings and recommendations.

The legal framework has been reviewed and other institutions and programmes are using its findings. It seems that no further interventions are required because the legal framework is in line with international standards. It is, however, recommended to analyse what other interventions might be appropriate to support its enforcement. The programme has not yet addressed the informal sector and it is recommended to further define the sub sectors and the partners, for which interventions might be designed and be implemented later this year.

A Local Training Team (LTT) has been formed and trained in both child labour issues as well as in project design and management. The partners, however, have had difficulties in applying the new methodologies and some further training or assistance in applying these tools in the DAPs is strongly recommended.

Heads of the regional inspectorates of the Ministry of Labour and Social Policies (MLSP) and the State Committee of Family and Youth Affairs (SCFYA) have been trained by the LTT and are expected to train their inspectors. It is recommended to analyse the impact thereof, and when necessary design interventions to increase its effectiveness.

A national training workshop has been held with trade unions and employers organisations. The former have shown some interest resulting in a training workshop for four trade unions, but the latter are only now involved in some activities within the DAPs. It is recommended to further support possible initiatives by trade unions and employers organisations.

The educational material and recommended strategies have been accepted by the Ministry of Education and Science (MES) and the same institution is at present developing more educational material within the DAPs. It is recommended that consultations be initiated with the MES soon to discuss if and how the produced materials may be disseminated nation wide.

Objective 3 Increased awareness

Awareness raising activities are part and parcel of every activity and a considerable increase in awareness has been noted. The pilot in one region is almost completed and it is important that the findings and conclusions are analysed and lead to recommendations for the DAPs. Several actors have undertaken various initiatives in combating child labour and it is recommended to identify and assist the most active institutions.

Objective 4 1200 children withdrawn, rehabilitated and reintegrated

The three DAPs in four regions were delayed and are only now concluding their preparatory phase. DAPs are practical instruments for developing and testing replicable models, but a balance needs to be found between this objective and the direct objective of reintegrating a certain number of children. The project design is rather complex but it is still premature to draw conclusions and it is therefore strongly recommended that the self-evaluation is undertaken one month earlier than planned and that this includes certain elements like concrete work plans, the identification phase, sustainability and the replicability of the model.

Conclusions

The programme enables partners to develop policies and capacity and although this is done with technical and financial assistance from the programme, local ownership by these numerous institutions seems assured. The programme ensures that national policies are improved and at the same time facilitates partners to develop methodologies and instruments, and to apply them in the field at both national and local levels. This cross feeding between policy development and direct action and between top and grass roots levels seems most effective.

A growing number of activities has been completed while the ongoing activities are now well under way and should be completed in time. However, most of the planned activities had been delayed, not only when compared to the original work plan but also when compared to individual and adjusted work plans. This may be partly due to the approach, involving a high number of local actors to create broad alliances. Such an approach may thus take time to produce concrete results, but at the same time ensures that the initiated activities stand more chance of being carried forward when the programme assistance has ended.

The stated objectives in the project document will most likely be achieved at the end of the project period and as such there is no need to extend the programme. Yet, there seems to be sufficient reason to initiate another programme that addresses other identified areas to combat the worst forms of child labour. At the same time, such a programme could provide technical and moral support to the programmes and partners initiated through the present programme.

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List of abbreviations

CLU	Child Labour Unit
CSEP	Centre of Social Expertise and Prognosis, Institute of Sociology
DAP	Direct Action Programme
DME	Design, Monitoring and Evaluation, ILO
GDP	Gross Domestic Product
GO	Governmental Organisation
IA	Implementing Agency
ILO	International Labour Organisation
IPEC	International Programme on the Elimination of Child Labour, ILO
LFA	Logical Framework Approach
LTT	Local Training Team
MES	Ministry of Education and Science
MLSP	Ministry of Labour and Social Policy
MoU	Memorandum of Understanding
NGO	Non Governmental Organisation
NPM	National Programme Manager, IPEC
NSC	National Steering Committee
PCHR	Podilsky Centre on Human Rights
PCM	Project Cycle Management
SCFYA	State Committee on Family and Youth Affairs
SIMPOC	Statistical Information and Monitoring Programme on Child Labour, ILO
ToR	Terms of Reference
URMC	Ukrainian Research Methodical Centre on Practical Psychology and Social Work
USD	United States Dollar
USDOL	United States Department of Labour
VOST	All Ukrainian Union of Workers Solidarity

1 Introduction

1.1 The IPEC programme

The National Programme for Prevention and Elimination of Worst Forms of Child Labour in Ukraine was designed in June 2000 and officially initiated on April 1, 2001. The programme was started in July 2001 for a 24 months period, but in January 2003 this programme, funded by the United States Department of Labour (USDOL), was extended to July 2004.

The overall aim for IPEC in Ukraine 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 in March 2003. This evaluation assessed 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 Mid Term Project Evaluation is to draw lessons from the experience gained during the period under review and how these lessons can be applied in programming activities within the framework of the existing programme, for other existing or planned ILO/IPEC interventions, as well as more broadly in terms of action against child labour.

The evaluation was undertaken by an external evaluator¹, who visited Ukraine from March 13 to 27, 2003. The ILO/IPEC Regional Coordinator participated for four days, including the stakeholders' workshop. Unfortunately, the USDOL Representative² could not participate as scheduled due to *force majeure*.

The evaluator was briefed en route by the Senior Evaluation Officer and the Regional Coordinator 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. He has also been observing various ongoing programme events and has held discussions with the IPEC staff. Halfway through the mission, the evaluator facilitated a two day workshop to seek the views and opinions of the stakeholders. A debriefing was held with 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.

¹ Hans Posthumus

²

³ The evaluator's briefing for this mission was simultaneously with the briefing for the Romania Evaluation

⁴ First Draft 4th April 2003

⁵ Consolidated comments received on November 17th from DED/IPEC/ILO

1.3 The report structure

In the first chapters a short programme description and background are provided. In chapter 4, the progress is reported while the review thereof is discussed in chapter 5. The main conclusions and lessons learned are thereafter summarised in chapter 6 and 7, and the main recommendations in chapter 8 for future programmes and for the remainder of this programme period, conclude this report.

2 Short Programme Description

The objective of this program is to contribute to the prevention and progressive elimination of child labour in Ukraine, focusing on the worst forms of child labour as defined in the ILO Convention on the Worst Forms of Child Labour (No. 182).

Ukraine is the second IPEC participating country in the Central and East European region⁶. In 1999, the first survey on child labour was conducted 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 March 1979 and the ILO Convention no. 182 on the worst forms of child labour in October 2000. During the implementation period of this programme, the Memorandum of Understanding (MoU) between the ILO/IPEC and the Ukrainian Government was signed (June 2002).

The project document defines four specific objectives⁷:

- The institutional framework for the program put in place and monitoring mechanisms established; tracking system set up and operational.
- The capacity of the government of Ukraine strengthened to enforce child labour policies.
- Parents and community leaders have greater awareness and better understanding of child labour issues.
- At least 1200 children removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training, and other social protections.

The main areas of interventions are:

- *Capacity building* at various levels within the Ministry of Labour and Social Policies (MLSP) and the State Committee on Family and Youth Affairs (SCFYA), the Trade Unions and the Employers Organisations, as well as with other implementing and partner organisations;
- *Research* and analysis on child labour issues for both policy development as well as for the direct action programmes, including a review of the national legislation;
- *Prevention* through education, by improving curricula, methodologies and training materials for working children and by training education staff members therein;
- *Awareness raising* among the public in general, collaborating partners and parents and children, more specifically in the four pilot regions;
- *Direct action* through three Direct Action Programmes (DAPs) in four regions, one focusing on 500 working street children, another on 600 rural child labourers and the third one on 100 children involved in prostitution.

⁶ The first was Romania, the others are Albania and Russia (St.Petersburg)

⁷ The comprehensive logical framework is provided in annex 4.

The total project budget, USD 627.978, can be summarised as follows:

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

	<i>Budget lines</i>	USD	%
Programme & office costs	<i>13,15,16,17</i>	122.195	20
Office equipment	<i>42.00</i>	13.000	2
Office operational costs	<i>50.00</i>	12.000	2
Programme support costs	<i>60.00</i>	67.625	11
Baseline survey / tracking	<i>21.01,21.02,</i>	29.000	5
Awareness raising	<i>21.03</i>	36.000	6
Training	<i>32.00</i>	53.000	8
Direct Action	<i>21.40</i>	255.000	40
Provisions	<i>70.00</i>	40.158	6
Total		627.978	100

Source: Project Document, Annex VIII

The budget was revised in January 2003 to be able to extend the programme to July 2004. The additional salary and other operational costs were increased by reducing the budget line for provisions with the same amount.

Table 1.2 Revised budget for the prolonged ILO/IPEC programme, in USD:

	<i>Budget lines</i>	previous in USD	changes in USD	revised in USD
Programme & office costs	<i>13,15,16,17</i>	122.195	21.709	143.904
Office equipment	<i>42.00</i>	13.000		
Office operational costs	<i>50.00</i>	12.000	3.500	15.500
Programme support costs	<i>60.00</i>	67.625	3.276	70.901
Baseline Survey / tracking	<i>21.01,21.02,</i>	29.000		
Awareness raising	<i>21.03</i>	36.000		
Training	<i>32.00</i>	53.000		
Direct Action	<i>21.40</i>	255.000		
Provisions	<i>70.00</i>	40.158	-28.485	11.673
Total		627.978	627.978	627.978

Source: Project Revision Form, 20/01/2003

However, during the project implementation minor operational changes have been made that are not reflected in the above budget, such as charging different activities (e.g. legal review) to the awareness raising budget line. A complete overview of these operational changes could not be obtained.

3 Background

3.1 Social and Economic Context

The close interdependence of national economies of the former Soviet republics has brought drastic changes to the political, social and economical sectors of the independent state of Ukraine. Ukraine suffers from a continuing economic recession with the present GDP at roughly half of the GDP at independence⁸.

Formal unemployment is high and hidden unemployment is expected to be even much higher. State budgets for Health and Education have been reduced. The population size is decreasing and life expectancy is declining. Living standards of the majority of the population have fallen beneath the poverty line. Ninety-five percent of families with many children and single-parent families live below this poverty line. This worsening economic situation has led to larger numbers of children becoming active in the labour market.

3.2 Child Labour

Although the constitution of Ukraine formally prohibits child labour, it has always existed. Child work was an integral part of the educational system and was considered valuable in their upbringing. It was mainly of a non-lucrative character and limited to training, apprenticeships, domestic activities and only in the subsidiary economy, especially within the agricultural sector. This regulated form of child work was considered to be rather a means of education than of economic subsistence. Due to the economic crisis, child labour is now on the rise.

The first survey⁹ showed that roughly one-third of the children indicated that the main reason for being employed was the difficult economic situation of their families. It is estimated that there are some 350.000 working children nationwide, aged between 7 and 17 years. Most, if not all, are involved in physical work, many of them in the informal sector. Almost two-thirds have enrolled at a very early age, between 7 and 12 years. Child labour is most widespread in agriculture, followed by trade and services. One quarter of the children work 4-6 hours per day and more than ten percent work 7-8 hours a day. Although reliable data are hardly available, it is expected that the worst forms of child labour are now common and on the rise: forced labour, prostitution, drug selling and sale and trafficking of children.

3.3 Problem analysis

Low family income is one of the major factors pushing children to work. Half of the working street children state they wanted or had to support their family and roughly half of them are those who recently migrated from rural areas. Street children are rarely in contact with their families and there is a lack of understanding of the needs of these working children. The educational system is deteriorating and dropout rates are estimated at some ten percent and are probably worse in rural areas. In rural areas many skip school for weeks or months while almost half of the children interviewed are absent on certain school days. In rural areas, unpaid work within the household such as gardening and other farm work, as well as domestic work, are the main forms of child labour.

Public awareness in general and of the parents in particular of the damage incurred by child labour on children is low. It was mentioned that only 20% of the parents of these working children indicated that they would not like their children to work.

⁸ GDP 2001 is USD 37 billions compared to GDP 1991 USD 81.4 billion; Source: World bank Country Reports

⁹ Reference is made to the earlier mentioned survey in 1999, hereafter referred to as the "SIMPOC survey".

3.4 The approach

To work towards the progressive elimination of child labour, IPEC intended to facilitate attitudinal changes and policy reform in Ukraine, such as legislation, education, labour market policies, social security, welfare and health. IPEC has stimulated the formation of broad alliances between the government, the trade unions and the employers organisations, as well as with non-government-organisations (NGOs) and with other relevant actors, such as research and academic institutions and the media.

The Government has implemented the National Programme “Children of Ukraine” since 1996 and had expressed its intentions to sign the MoU at the time when this programme was launched. The trade unions and employers organisations had at that time not yet shown such a clear commitment. Few international NGOs had paid attention to child labour issues, but an increasing number of local NGOs had been involved in various activities related to child labour.

The IPEC programme intends to assist institutions involved in combating child labour. The setting up of a NSC is essential to this multi-faceted and multi-sectoral approach, as well as the development of a National Policy and Plan of Action. Research, capacity building and awareness raising are the main ingredients for policy formulation, whereby the educational system is to play a key role in the prevention of child labour. The DAPs provide a framework for developing and testing various interventions to prevent, withdraw, rehabilitate and reintegrate children.

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 more on the implemented activities and less to the overall delays in programme implementation and indicators, which are discussed in detail in the consecutive chapters.

4.1 Setting up the institutional framework

The programme was designed in June 2000 to be initiated on April 1, 2001. However, the recruitment of a National Programme Manager (NPM) was delayed to July 2001¹⁰ and since the first few months were used for establishing the office, the programme activities only started in the second half of 2001.

The first meeting of the newly established NSC was held in October 2001 and included a first ‘training’ on child labour issues. However, the NSC could not be formally appointed since this required the signing of the MoU, which was planned for September 2001 but delayed to June 2002. The second NSC was held in November 2002, resulting in a proposal for its composition. Due to the changes in the government, the majority of the NSC members have now been replaced¹¹. The Child Labour Unit, focal persons within the institutions of the members of the NSC, has been established.

4.2 Establishing monitoring and tracking systems

In December 2001, the appointed research centre¹² initiated the baseline survey in the four regions and the survey was completed in April 2002. The survey was conducted with the help of their network of regional GOs and NGOs, including partners involved in IPEC activities. The survey, describing socio-economic characteristics of the children and their families, has been conducted in the SPSS format and formatted to ACCESS for the users within the DAPs, maintained by the SCFYA at oblast level. The database comprises a total of 1397 working children in the regions of Kyiv, Vinnytsia, Donetsk and Kherson and will be updated on a quarterly basis.

4.3 National policy and Plan of action

An in-depth analysis of the National Report and a review of international experience were done by a consultant who presented the outcome in June 2002¹³. This information has been used by IPEC and its implementing partners, and these recommendations have been submitted to the working group that is to formulate a concept national policy. This working group was formed after the Vice Premier ordered 7 ministries¹⁴ in January 2003 to formulate a concept national policy by April 2003. It is expected that the formulation of a National Policy and Plan of Action will be completed by the end of 2003. The national workshop, planned for June 2002, has been delayed and is now scheduled for September 2003.

4.4 Legal framework

A consultant has reviewed the national legislation in June 2002 and its findings were published in the summer of 2002. The proposed sub-committee within the NSC could not be established due to the unsigned MoU and consequently the delayed formal establishment of the NSC, but informal working

¹⁰ The previously recruited and trained NPM could not take up her duties due to health reasons

¹¹ The composition was formally approved in February 2003.

¹² The Centre of Social Expertise and Prognosis, Institute of Sociology (CSEP)

¹³ The findings were published in two reports in the second half of 2002

¹⁴ The SCFYA, MLSP, MES and the Ministries of Health, Justice, Economy and Finance

meetings and consultations have been held. The recommendations have been submitted to the NSC, the parliament and various relevant actors¹⁵. Apparently the planned draft law on the worst forms of child labour is not to be submitted since the current legislation implies that these international laws are applicable when there are no national laws.

4.5 Enhancing capacity

4.5.1 MLSP and SCFYA

Relevant literature¹⁶ has been translated and published and has been used for the training of the Local Training Team (LTT) and the inspectors of the MLSP and SCFYA. The formation and training of the LTT, comprising of 20 members of various institutes (GOs and NGOs) took place during a 5-day workshop in May 2002. The LTT members were selected from the list provided in the project document and those NGOs that responded to the “call for proposals” in late 2001.

In June 2002, two three-day seminars were held for 38 (chief) labour inspectors and 34 (chief) social inspectors. The planned external needs assessment was done by the institutes themselves but an external consultant developed the training programme and this was published in the form of a book and distributed among the participants and other interested partners. The trained chief inspectors are expected to train their inspectors and the handbook has become part of the general training programme for labour inspectors.

The planned workshop for community leaders, school inspectors, administrators and teachers in the four pilot regions has not yet taken place. The identification thereof depends on the three DAPs that were only initiated in December 2002 and the workshop is now planned for April 2003.

4.5.2 Trade Unions and Employers Organisations

A number of trade unions and employer organisations were invited to the first capacity building workshop in October 2001. As a result thereof, a three-day training workshop was held in March 2002 involving some 40 members of 4 trade unions¹⁷. During the workshop an action committee was established and recommendations were made on how to capacitate trade unions and address the child labour issue. No concrete activities have been undertaken by the employer organisations, other than some planned involvement in the DAPs.

4.6 Prevention through Education

The contracted research institute¹⁸ reviewed 13 curricula and recommended changes for ten of them. The consultation process involved a high number of educational departments and the results were discussed during a two-day workshop in July 2002, involving some 50 top-level officials of the MES. The educational strategy for the elimination of the worst forms of child labour was developed and discussed at the workshop. The MES has indicated that it recommends that the changes and strategy are applied nationwide. The publication of a methodological handbook for teachers and material for school children are in their final stages¹⁹, and will be distributed in coordination with UNICEF²⁰. Some 200 professional staff from the four pilot regions have been capacitated during three one-day workshops.

¹⁵ The report is used for the development of the new labour code by the so-called “Declaration Project” of the ILO

¹⁶ Action against Child Labour, Nalien Haspels and Michele Jankanish, ILO

¹⁷ Federation of Trade Unions of Ukraine, All Ukrainian Union of Workers Solidarity, The Federation of workers of cooperatives and other forms of entrepreneurship and the Free Trade Unions Confederation of Ukraine.

¹⁸ Ukrainian Research Methodical Centre on Practical Psychology and Social Work (URMC)

¹⁹ “Working children as a socio-pedagogical phenomenon” and “What one should know about child labour”

4.7 Awareness raising

4.7.1 Vinnytsia pilot

The Podilsky Centre on Human Rights (PCHR) initiated the development of an awareness strategy and activities in the Vinnytsia region in May 2002. It subcontracted the problem identification to the CSEP and later trained 25 community leaders on child labour issues during three workshops in March 2003. Some 100 parents attended the one-day workshops in two villages to improve their understanding of child labour issues using a set of information materials developed by the PCHR. The same PCHR is developing a handbook with tools and methods for partners to carry out awareness raising and advocacy campaigns. Other awareness raising activities are related to the DAPs that are being implemented in 2003 only.

4.7.2 Youth leaders

IPEC seized the opportunity to train some 45 youth leaders/activists on child labour issues who participated in a summer camp (June 2002) that was jointly organised by UNICEF and the All-Ukrainian Committee for Children's Rights. All (95) participants were provided with a set of information materials as a reference tool for future use.

4.7.3 Others

Awareness raising is a *de facto* part of every activity undertaken by IPEC and its partners since the press is invited to cover presentations of the milestones in their programmes, such as workshops, training events and research results²¹.

Therefore only three examples of awareness raising initiatives are mentioned here. The MES has dedicated this year's nationwide competition among school children's artwork to the child labour issue and with the assistance of IPEC and the DAPs, an enormous number of children, parents and communities will be reached. One trade union made use of a video on working children in coalmines in their awareness raising campaign, using its own funding and means. The DAPs have established relationships with the so-called Press Club Network and from these four regional and two national press conferences many publications were made²².

4.8 Direct Action Programmes

A first call for proposals was made in August 2001, followed by a second call in January 2002. Selected NGOs²³ were invited to participate in the training of the LTT in May 2002 and the first proposals were received one month later. The proposals were a reflection of the example used in the LTT training, but it took most of the summer before the proposals were edited and improved by IPEC staff to be ready for submission to the headquarters in Geneva. From August till November, the proposals were improved through an iterative process between headquarters and field office, only to be officially approved in December 2002.

Three DAPs with a duration of twelve months are thus being implemented in 2003:

²⁰ Unicef finances 10.000 copies of the training material in addition to the 1000 copies financed by IPEC

²¹ To date some 26 publications, 36 TV reports and 22 radio reports

²² The agreement was made that the Press Club Network report the publications to the programme

²³ Selection criteria included amongst others experience in projects, with international donors and in child labour

- The “Intellectual na perspekyva / Intellectual Perspective Charity Fund” focuses on 600 working children and their families in the rural areas of Vinnytsia,
- The “Donetsk Youth Debate Centre” supports 500 street children and their families in Donetsk and Kyiv oblasts,
- The “Centre of the Successful Women” concentrates on supporting 100 children involved in prostitution in Kherson and Kyiv oblasts.

The structure and approach of the three DAPs are very similar:

- Improving the capacity of partner organisations by establishing an institutional network, training professional staff and developing training materials
- Withdraw, rehabilitate and integrate the children by identifying and contacting them, set up referral services and provide counselling and medical attention
- Sensitise the families, communities and institutions and undertake a ‘lesson learned process’ with recommendations on how these models can be replicated elsewhere.

The planned preparatory activities such as the production of a film on child prostitution and the advocacy forum have not yet taken place. The first quarterly reports of the implementing agencies were only made available during this mission²⁴ but the progress can be summarised as follows.

The programme staff has been recruited²⁵ and the central and local action committees have been established and trained. The targeted children have been contacted and the database has been updated²⁶. The first consultative sessions with community leaders, parents and children have been held as well as some initial training of community leaders, teachers and parents. These preparatory activities involved a considerable number of institutions and have received a lot of media attention. Training materials²⁷ and monitoring mechanisms are being developed.

²⁴ The (draft) reports were handed in after the stakeholders’ workshop by the participants and are not yet approved by the IPEC office.

²⁵ project coordinators, social workers and psychologists

²⁶ subcontracted to the Centre of Social Expertise and Prognosis, Institute of Sociology (CSEP)

²⁷ subcontracted to the Ukrainian Research Methodical Centre on Practical Psychology and Social Work (URMC)

5 Review 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 Setting up the institutional framework

The institutional framework became operational around September 2001, roughly half a year after the start of the programme. Although most of the delay was due to the delayed recruitment of the NPM and could hardly have been foreseen, it implies that most if not all activities were seriously delayed. Given the very tight and probably too optimistic planning, no corrective measures could or have been taken to complete the planned activities within the planned period. A new work plan was made by the NPM in December 2001²⁸, which seemed more realistic at that time and included activities up to May 2003. However, the official request for project extension (from March 2003 to July 2004) was only made in January 2003.

The formal establishment of the NSC has taken roughly one year²⁹ due to the delayed signing of the MoU in June 2002 only³⁰. It is obvious that the duration of these activities, planned for three months but not under control of the NPM, was planned unrealistically. The NPM and the partners have rightly reacted by forming an ‘informal NSC’ in order to proceed with the activities. However, the lack of a formal status has hampered the progress of the programme³¹ and given the international experiences of IPEC one may wonder if no alternative scenarios could have been designed to deal with such predictable delays.

At present, the NSC is appointed and functioning, but due to the recent changes in the government some 70% of its members are new and are most likely in need of training. Yet, due to the high level positions of these members in their institutions, these changes are likely to occur whenever changes are made in the government. It needs to be considered if involvement of high-level officials, providing access and powers, outweighs the likely and frequent changes of the members.

One might either suggest to appoint members from lower echelons or to create mechanisms for maintaining the institutional memory and capacity of that NSC. The latter could be done by giving more authority to the Child Labour Unit (CLU)³² that then in reality becomes more of an executive body for a “political” NSC. It is needless to say that the members of the CLU need to be released from other duties when appointed. The impression remains that the activity level of the present CLU members highly depends on personal interests and bilateral consultations, which might be improved by increasing the membership and the status of the CLU.

The programme only started when the NPM took up her duties and quiet some time was spent on setting up the physical office and to initiate the first activities such as the translation of publications. Although it is realised that initiating programmes always consume some time, one may wonder if some activities could not have been initiated earlier, e.g. through delegating or subcontracting to partners during the preparatory phase, which would reduce this initial period and improve efficiency³³.

When comparing the updated work plans and the progress reports, both at programme and activity level, one must conclude that either the activities are planned too optimistically or there are too many delays in the implementation. Although delays may sometimes be due to the many interlinkages and dependencies

²⁸ annex 5 to the TPR #3 Dec 2001

²⁹ the members were in fact only approved in February 2003 but originally planned for July 2001

³⁰ The MoU has been signed and will be extended automatically every 5 years

³¹ e.g. forming a formal subcommittee on the legal framework activity (output 2.2)

³² at present the CLU exists of four members only: MLSP, SCFYA, MES and the State Committee of Statistics

³³ translations, physical office preparations, etc.

between the various components, thus related to the design of the programme and its components, one should ask whether there is a need to provide management at both programme and component level with more management training and tools in order to maintain deadlines.

- ❖ Ambitious and rather complex country programmes of this nature are difficult to accomplish within two-year programmes. Although work plans may include an element of ambitious time-setting goals, it seems that too little attention is paid to external factors that may delay implementation and that can not be controlled by the programme. There is a serious risk that many activities are initiated that without a prolongation will not be completed, which seems worse than planning less complex and less ambitious outputs that can be accomplished within the planned project period.
- ❖ It is recommended to:
 - Include a conception phase in the country programmes, e.g. 3 or 6 months. The NPM should be able to produce a Conception Report that includes a revision of the project document (strategy, activities and work plan) that should be discussed and agreed upon by ILO Geneva and the donor. In this case a prolongation of the project would have been included at this stage.
 - Identify external factors that may influence the programme and pay attention with the programme design to avoid dependency thereof and how these factors can be influenced or managed.
 - Pay attention to the composition of the NSC and to identify mechanisms to increase the sustainability and continuity of the NSC and its institutional memory, including the status of the CLU.
 - To identify which preparatory activities can be undertaken before the physical start of the programme and to create capacity (procedures, time, capacity) at the ILO Geneva to manage them.

5.2 Establishing monitoring and tracking systems

The survey has proven a very effective tool, especially because it was undertaken by a professional research centre that has involved many local authorities and partners. Through this survey the child labour issue has been put on the agenda of many institutions and at the same time offered a means to these institutions to become active in combating child labour. However, the complexity hereof also implied slight delays in the implementation of the actual survey and the establishment of the monitoring and tracking systems. The conclusions of the final report have been used in the programming of many interventions, even before the report was officially published, and it is expected that the findings have provided an input into the national policy concept.

However, the delayed implementation of the DAPs have increased the time between the survey and the update to almost one year, causing some problems in the identification and tracking of the children. It seems that some 25% of the children of the present database are 'new entrants', implying that some 25% children included in the previous survey have 'disappeared'. They could either not be contacted or they were no longer part of the target group as they simply grew one year older. Apparently there are no provisions in the database to keep track of these children and this seems to be a missed opportunity. The present database seems to be designed rather 'static' (1397 entrants) than 'dynamic' (cross linkages between regions and in time and size). Although the evaluator was assured that the new entrants were identified in a similar and correct way as in the original survey, one might like to verify and document how these new entrants were identified³⁴.

The original design of the monitoring system assumed that the monitoring information was either directly entered in the system at the Local Action Committee level, or electronically forwarded to the Central Action Committee level. Due to the lack of infrastructure at local levels this proved too optimistic and the system has been changed in hard copies to be forwarded to central levels. Even though this will imply that there will be some delays, the evaluator is of the opinion that the project correctly adapted to the reality and would not, as advocated by some, strive to introduce the necessary infrastructure. The management of

³⁴ reference is made to the DAPs in this chapter

such a system, including the training therein, will be too complicated and costly for any possible replication in other regions after this pilot project.

- ❖ A baseline survey is a rather costly and time-consuming tool that is however indispensable for a proper problem analysis and proper project management and monitoring. The complexity of such a system should however not be underestimated and the design should always be adjusted to the local available means and be designed, maybe step-wise, with an eye to sustainability and replicability.
- ❖ It is recommended to:
 - Review and document the new entrants in the database
 - Include an additional one-time-exercise in the last quarter of 2003 to track and document the children that 'disappeared' from the original database
 - Analyse and include recommendations on how the present database that is being used for this pilot can be transferred from a static to a dynamic database for replication elsewhere.

5.3 National policy and Plan of action

The time that passed between the presentation of the recommendations by the expert in June 2002 and the follow-up by the Vice Premier in January 2003 is considerable and probably an example of how difficult it is for the programme to manage such processes. Part of the delay was caused due to the second NSC meeting being held in November only, even though the MoU was signed in June, and it remains unclear as to how the NSC can or has influenced the decision of the Vice Premier, even though it is realised that the elections and changes in the government must have caused a certain delay.

The inclusion of two additional ministries in the working group by the Vice Premier might imply that the concept will be more broadly accepted and supported and that state budgets are made available for its implementation. However, it is still premature since the concept is not yet official and the second step will be to elaborate and approve the national policy, which is expected in the second half of this year. Although the development of such a policy is the sole responsibility of the government, the evaluator is of the opinion that IPEC and the NSC should play a role therein.

The planned national workshop to work out the recommendations for the policy has not yet taken place and it is understood that it is now planned for September 2003 and will include training for the new members of the NSC. It can be expected that the second phase of the policy development is then well under way and the outcome of NSC might come too late. Building a broad alliance through the NSC as soon as possible will assist the development thereof. The preliminary findings of the DAPs through their mid term self-evaluation in June should contribute to that development too.

- ❖ The NSC may recommend policies but is not authorised to submit draft policies and as such the relevant outputs in the project document³⁵ should have been formulated differently and should have specified what and how IPEC/NSC should approach and manage this (external) output.
- ❖ It is recommended to:
 - Plan a national workshop³⁶ to include the said training and recommendations for the national policy
 - Forward a translation of the draft concept to ILO Geneva for comments
 - Present the preliminary findings of the DAPs to the working group through the appropriate channels³⁷

³⁵ output 2.1.4. and 2.1.5 page 27

³⁶ May 2003 is suggested

³⁷ it is recommended to organise an extra-ordinary NSC or CLU meeting (see 5.1) in order to ensure the development of the national policy

5.4 Legal Framework

The review has taken place; its outcome is apparently being used by relevant institutions and seems to be in compliance with international standards³⁸. However, the evaluator wonders what other supporting ongoing efforts might be undertaken to ensure its enforcement since this review seems to be a one-time event. No follow-up activities are undertaken³⁹ other than the inclusion of an article in the Labour Code being developed by the Declaration Project.

Activities to strengthen provisions to regulate employment in the informal sector have not yet taken place but an international exchange of experience is planned for later this year⁴⁰. It is generally recognised that the majority of child labour takes place in the informal sector and focusing on this sector is certainly justified, but should be further specified. It is understood that the term 'informal sector' in IPEC terminology may refer to domestic, non-formal⁴¹ and criminal activities and it may be suspected that each sub sector requires a different approach involving different actors. In some sub sectors the proposed 'inspectorate-approach' might be most suitable while in other sub sectors a trust building relationship through other actors might be more appropriate. However, given the workload of the programme and the crucial phase the DAPs are in, it is advisable to plan this activity towards the end of the calendar year.

- ❖ Regulating the employment within the informal sector seems to be a contradiction in terms since the informal sector is characterised through the absence of formal regulations. The majority and worst forms of child labour are found within the informal sector and the programme has not yet defined approaches to tackle this sector.
- ❖ It is recommended to:
 - Analyse the effect of the review and define if and which additional activities might be undertaken to support its enforcement
 - Further investigate which international experiences have been made in respect to the informal sector and to further segment the sector in order to define appropriate sectors.

5.5 Enhancing capacity

5.5.1 MLSP and SCFYA

The capacity enhancement plan with a duration of four months was designed in February 2002. It implied three major trainings for three different groups: the LTT, the inspectors and the community leaders. One might question the advantage of combining these three training activities in one action programme.

The training of the LTT in which many different institutions participated can be considered a 'kick starter' for programme implementation in general, but that training only took place in May 2002 and (part of) that delay is caused by combining the three training events in one proposal. There is no link between the training of the LTT and the training of the inspectors and the same can be said of the training of community leaders within this direct action programme. The identification of the latter depends on the regional DAPs and it might have been wiser to either include this training in the DAPs or to design a separate proposal. The 4-month programme will now only be completed in April 2003, 14 months after it started.

³⁸ The evaluator is not qualified to judge on legal aspects in this respect

³⁹ No indicators are provided for this objective and how does one measure whether the objective is achieved?

⁴⁰ Inviting a delegation from the Turkish Labour Inspectorate that has experience in the subject

⁴¹ Micro and small enterprises that do not meet all legal requirements

The 5-day training of the LTT included an introduction in the child labour issue as well as an introduction of the Logical Framework Approach (LFA) and Project Cycle Management (PCM)⁴². Although all participants are very enthusiastic about the workshop, it seems rather over ambitious to train a variety of people to whom such methodologies are completely new, in such a short period. In retrospect, it might have been wiser to focus on the training on child labour issues and problem analyses only, and after receiving DAP proposals to include a second ‘working session’ to train active LTT members and elaborate DAPs⁴³.

The trained chief inspectors⁴⁴ are expected to train their staff using the material provided during the workshops and it seems as if the child labour issue is mainstreamed in the general training of inspectors. However, little is known about the needs⁴⁵ and effect of the training by these trained inspectors and more follow-up might be needed: newly appointed chief labour inspectors might require (additional) training, trained chief labour inspectors might require more (in-depth) training or inspectors might need different training. Reference is made to annex 9 in which the principles and questions are visualised⁴⁶. The capacity building has focused on the training of inspectors, but little attention has been paid to other capacity building elements.

- ❖ Design separate action programmes for different target groups with a limited duration for each activity. Dependencies between various activities can then be avoided while linkages between them can still be maintained when necessary. Training is only one element of capacity building and more attention needs to be paid on measuring the effect of training and providing follow-up activities when required.
- ❖ It is recommended to:
 - Strive in future for small and concrete action programmes, maintaining links but avoiding dependencies
 - Analyse the impact of the training activities (LTT and inspectors) and identify additional needs
 - Design additional activities when necessary and feasible for the identified needs

5.5.2 Trade Unions and Employers Organisations

The workshop for the trade unions has resulted in a number of recommendations. Although there are clear signs that some trade unions have ‘picked up’ the child labour issue, it should also be realised and accepted that not all trade unions will be equally capable and interested in follow-up activities. The creation of a broad alliance (the action committee) meets resistance due to the differing visions and strategies between the various trade unions.

Although the recommendations have been formulated, applying them is the next step, whereby the intention of some trade unions to include the child labour issue in the general agreements is a major achievement. The initial workshop in October 2001 and the additional workshop in March 2002 have had their impact but it seems time to pay more attention to those trade unions that have put child labour on their agenda and provide them with additional support.

A few employer organisations are supposedly involved in DAPs through a vocational training component but these plans have not yet crystallised in concrete action. Offering a national workshop to the same or other employer’s organisations might be less effective than offering additional support to those employers organisations that have shown interest in participating in the DAPs.

⁴² IPEC has developed a customised methodology based upon the PCM and LFA concepts in the year 2000

⁴³ Reference is made to 5.5.4 and 5.7

⁴⁴ 72 inspectors in stead of the planned 40 inspectors have been trained

⁴⁵ The planned external needs assessment was done by the MLSP itself

⁴⁶ Developed by the evaluator during the mission

- ❖ National workshops offer a good opportunity to create awareness and raise interest in the child labour issue among the various participants, but it is necessary to offer assistance to those that have shown interest and capacity to take concrete action, whereby the focus should be on technical and moral support and less on financial assistance, i.e. the organisations should be able and willing to cover most, if not all, expenses.
- ❖ It is recommended to:
 - Make an inventory of those trade unions and employers organisations that have actually undertaken concrete activities
 - Analyse their constraints and assist them in addressing their needs
 - Design if necessary mini action programmes for these organisations
 - Consider whether additional mini programmes might address additional needs for those employers organisations that are involved in the DAPs, but that are not covered by the present DAP activities

5.5.3 Prevention through Education

The elaboration of the training material⁴⁷ and the strategy has involved a large number of institutions and included consultations at grass roots level. The activity appears to have been a thorough and successful exercise and the recommendation by MES may serve as an indication thereof, while the recommendation itself implies nationwide application. The link between this action programme and the education component of the DAPs is crucial and one may therefore wonder why that link has not been guaranteed when designing the DAPs⁴⁸. Alternatively, a separate action programme between the URMC and IPEC could have been designed that stipulated the design and coordination with the DAPs.

- ❖ Educational reforms provide the best preventive measures and the review and strategy are most effective tools to mainstream the child labour issue in the system. However, how the impact of the programme activities can be measured remains, as always with such interventions, difficult. Some first indications thereof may be obtained through the DAPs and it is most important that replicable models are being developed and their implementation supported by the programme.
- ❖ It is recommended to:
 - Publish and disseminate the material as soon as possible⁴⁹
 - Pay utmost attention to the development of additional material (DAP activity)
 - Initiate discussions with MES on how these materials can be applied outside these pilot DAPs in the near future (recommendations, financing of material and additional training, etc.)

5.5.4 Capacity building

The delays that occur frequently throughout the country programme and its action programmes indicate that more attention should be paid to training country programme staff as well as staff from the implementing partners. The said delays may be caused by a combination of too complex designs of action programmes, too optimistic planning and limited experience with results-oriented management tools.

Although it may be argued that ‘only the best’ are respectively employed and contracted, it should be realised that also ‘the best can become better’. The difficulties that have arisen with designing and reporting show that an additional investment in training is justified and will pay-off through improved

⁴⁷ including a comprehensive book of some 500 pages!

⁴⁸ The DAP include the phrase: “appoint two national consultants to” implying they could have appointed other consultants

⁴⁹ The draft is awaiting approval of IPEC

efficiency and effectiveness ratios at both country and partner level⁵⁰. The LFA and PCM are new to most if not all partners and these results-oriented management approaches are quite different from the process- and relationship-oriented management cultures.

- ❖ The introduction to the LFA and PCM is a good starter but requires additional training. The impressions remains that the logical framework and action programme proposals that are meant to assist in the design and management of the programmes are more of a burden than an aid to the programme management.
- ❖ It is recommended to:
 - Improve the training of staff (training needs assessment, identified institutions, financial means) in LFA and PCM whenever new staff is recruited or new country programmes are initiated⁵¹
 - Assess the needs of the present staff and provide training⁵²
 - Improve the training of partners in LFA and PCM when new partners are being identified and contracted
 - Provide an extra training seminar on the most important needs of these implementing partners to improve the present DAPs (e.g. reporting, coordination, measuring and defining indicators)

5.6 Awareness raising

5.6.1 Vinnytsia pilot

This action programme was initiated in June 2002 and was supposed to be completed in 6 months but will only be completed in March 2003⁵³, and confirms the suspected need for additional training and support. The final report has not yet been presented and thus little can be said about the impact of the programme. The PCHR developed the information material including legal aspects without making use of the legal review report⁵⁴. This is a missed opportunity (links between components) but on the other hand shows that they were capable and will be capable of similar activities in the future.

The indicators refer to the number of workshops and the number of distributed materials and these may only serve as a proxy measuring improved awareness levels. As an example, the reduced number of non-enrolled children⁵⁵ in one occasion supports the assumption that the difference in awareness levels⁵⁶ is considerable and likely due to these activities⁵⁷. It is hoped that the report will pay attention to such indicators.

- ❖ Awareness raising activities are the first step in combating child labour. Involving and training community leaders and establishing a network of institutions seems a good entry point. However, once awareness has been created it should be followed by practical tools to combat child labour, in this case through the DAPs.

- ❖ It is recommended to:

⁵⁰ If the cost of training is some 2% (USD10.000) of the total budget (USD 500.000) and this results in a 5% efficiency improvement (USD 25.000) then some 3% (USD 15.000) has been gained!

⁵¹ IPEC has developed a customised methodology based upon the PCM and LFA concepts in the year 2000

⁵² The previous 'to be' NPM had been trained but the present NPM has only participated in another mid term review, while the assistant has not participated in any focussed training other than general seminars on certain aspects or themes

⁵³ in the TPR this delay is said to be due to the summer holidays

⁵⁴ Whether this was due to the delayed publication of the legal review report is unknown

⁵⁵ from 23 to 6

⁵⁶ Comparing the lack of awareness mentioned in the project document with the awareness levels encountered when interviewing during the mission

⁵⁷ A 'children's debate' organised by some trained community workers is a direct result of the training of community leaders

- Assist in or pay extra attention to the report that is being produced and to jointly draw practical lessons for replication, especially in the ongoing DAPs
- Analyse whether the DAP in this region and districts has benefited from these awareness raising activities in comparison to the other regions and districts

5.6.2 Youth leaders

The relative ease with which this mini programme has been implemented shows the importance of inter-organisational cooperation. Through a rather limited and mainly financial input, a large number of youth are directly and indirectly reached⁵⁸.

5.6.3 Others

The media coverage is impressive and must have had an impact on the awareness levels of relevant institutions and the public in general. The Press Club initiative is a good example of how IPEC can structure and receive feedback on their awareness raising activities. Measuring the impact of awareness raising activities remains difficult, e.g. to prove that this year's nation wide competition among school children's artwork is the direct result of the IPEC is difficult but it must somehow be influenced by the IPEC activities.

- ❖ Media coverage is not unlimited and marketing concepts might be applied to ensure continued attention. The message must be clear and be brought in various attractive forms, and most important, must bring news. There are many initiatives by IPEC and its partners in this and other country programmes and sharing these experiences might add value to the activities.
- ❖ It is recommended to:
 - Develop simple yet informative material (overviews, pictures, personal stories, etc) to support press conferences
 - Make an inventory (qualitative rather than quantitative) of all the various awareness raising activities by the programme and all its partners
 - Structure a 'most innovative tool exchange system' between countries.

5.7 Direct Action Programmes

The DAPs are just now⁵⁹ completing their preparatory phase and about to start withdrawing, rehabilitating and reintegrating the children. Little can thus be said about the effect of these pilot activities but a bit more can be said about the process and project set up⁶⁰.

All the implementing agencies (IAs) have had difficulties in designing the DAPs and the improvement thereof by the country staff, involving colleagues from other country programmes and ILO Geneva, shows that either the training was insufficient or the quality demands (too) high. Although the evaluator was assured that the IAs are still the owners of the DAPs, one might question if the chosen approach has been the most appropriate. The design has taken roughly half a year and has had serious consequences for theses and other programmes⁶¹, resulting in a prolongation of the country programme.

⁵⁸ one thousand American dollars were donated by IPEC and some 45 youth leaders from ten regions in the Ukraine were trained as trainers and awareness raising agents

⁵⁹ March 2003

⁶⁰ it must be stressed that the evaluator only visited one DAP and the DAPs itself were not the aim of the mid term review as such.

⁶¹ The baseline study, the MLSP programme, the awareness raising components

The three DAPs are very similar in structure and timing and that implies that the same constraints will be faced by all three DAPs at the same time, possibly requesting management assistance by IPEC or other actors. The sub contracted URMC shall have to develop training modules for different DAPs at the same time and it is already recognised that the development thereof is being delayed.

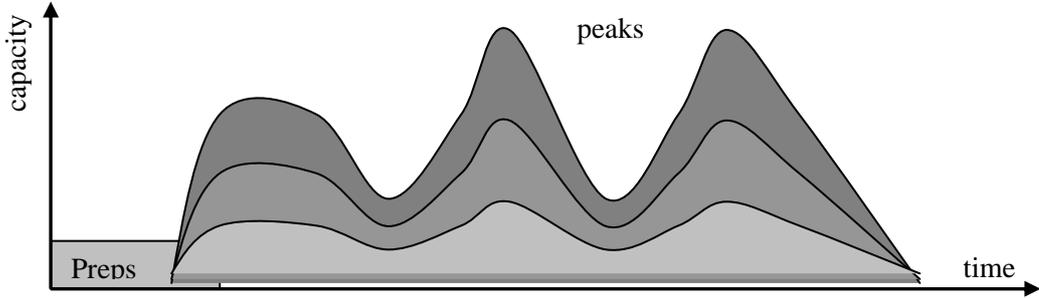


Fig 1.1 Present phasing of DAPs

It might have been wiser to plan the DAPs in phases whereby one DAP is functioning as a pilot DAP for the other DAPs. Such a phased approach could have been facilitated by allowing the first DAP to be ‘less defined and complete’ and more of a ‘designed process’. This would have speeded up the design and implementation of the first DAP and would have avoided that the same lessons are learned by the three DAPs at the same time. Reference is made to the observation regarding capacity building in 5.5.4.

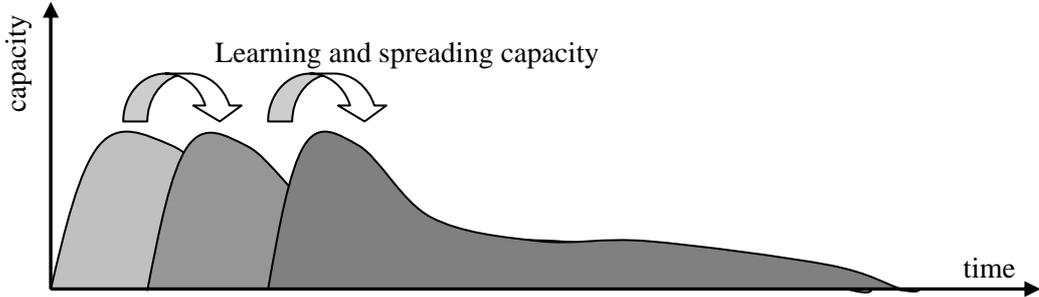


Fig 1.2 Alternative phasing of DAPs

The impression remains that the DAPs involve a large number of institutions at various levels⁶² and by forming such large coalitions with existing institutions the child labour issue is being ‘carried’ by a large local network. However, coordinating a large number of participants also requires attention from project management. Although the evaluator has been assured that there will be no such coordination and referral problems, it is still not clear to the evaluator ‘who does what’ with respect to the actual identification, withdrawing, rehabilitating and reintegrating of the children, other than that ‘the local action committees and staff will coordinate, depending on the needs of the individual child’. A document that would have described the present system with its shortcomings and thereafter a description of the proposed system (maybe with schedules) would have made it clearer to an outsider what is actually expected from the DAP interventions and actors.

One aspect that deserves attention is that the present DAPs are focussed on the withdrawing, rehabilitating and reintegrating the present (1397) identified children, whereby the first identification phase and process seems to be neglected. This first phase however seems to be crucial for future replication of the model since reintegration starts with identifying children. The experience made with the

⁶² In one DAP there is one Implementing Agency with 5 collaborating institutions and 27 national and local partners

baseline study and at the start of these DAPs⁶³ provides important information from which lessons might be learned, especially with respect to the difference in approaches ('relationship building' versus 'forced withdrawing').

Social and medical workers, psychologists and lawyers have been contracted by the IAs. It seems that the forms of contracting differ: contracting staff from other institutions on a part time basis, contracting of NGO staff and employing permanent staff. The IAs are on the one hand to reintegrate the said number of children and on the other hand to develop a model for replication. The duality of these objectives implies that the IAs must take care that both objectives are achieved. In order to reintegrate children, employing staff and paying incentives to collaborating institutions or their staff are likely to be most effective. However, one might question the replicability and sustainability of such an approach: will the paid staff and participating institutions continue with such services after the project (-funds) have ended? Therefore care should be taken not to 'distort the present mechanisms' and employed staff should be focussing on training other staff / institutions to undertake the actual reintegration. One exception might be the NGO staff that provide services not provided for by other institutions; but in such a case it is recommended to subcontract to local NGOs rather than to employ the staff of these NGOs directly. The dotted arrow in fig. 1.3 should be avoided as much as possible.

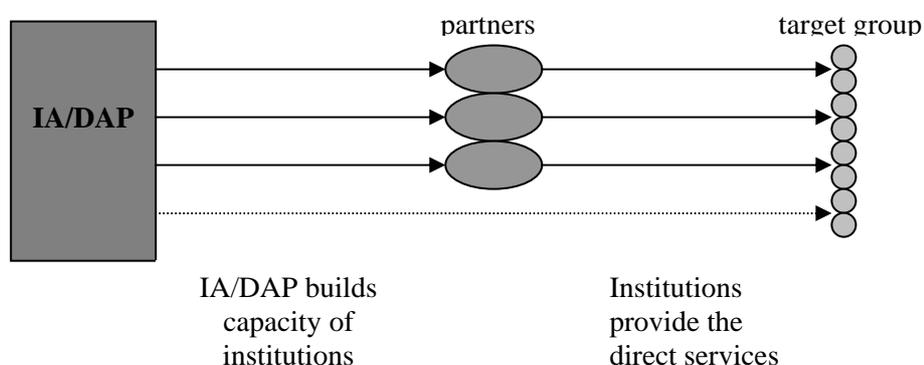


Fig 1.3 Approaches

The DAPs are supposed to develop new models and provide input to policy makers, based upon practical field experience, and the delay of these DAPs give rise to concern. The national policy is being developed at this moment and hopefully completed in the second half of 2003, while the DAPs will only be completed at the end of this year. It is therefore important that preliminary findings are documented as soon as possible through a mid term self-evaluation in June 2003. At that time the DAPs will have gained some experience with the actual reintegration process and necessary revisions might be identified and applied. An exit strategy should be defined, implying that discussions need to be initiated with relevant institutions on how to continue with the reintegration process after the project ending and that assistance is provided to NGOs to secure continued funding, when necessary.

- ❖ DAPs are a practical tool for developing and testing replicable models while reintegrating a considerable number of children. It seems important to find a balance and approach to achieve both objectives. This implies that direct services to the target group should preferably be through existing institutions or be institutionalised as soon as possible and that DAPs concentrate on capacity building of and developing methodologies for these institutions to reintegrate children. It may imply that the number of reintegrated children *this year* is less than foreseen but the number of reintegrated children *in the future* makes up for that shortcoming.
- ❖ It is recommended to:
 - In future consider pilot DAPs which are less structured and more process oriented and that provide experience to the design of the other, more structured DAPs

⁶³ Reference is made to 5.2

- Undertake a comprehensive mid term self-evaluation in June 2003 whereby attention is paid to the above issues (identification, approach and sustainability) resulting in preliminary recommendations for policy development and a concrete work plan for each DAP to be completed by December 2003
- Initiate discussions with the relevant institutions based upon the preliminary findings in order to ‘enter in a consultation and negotiation phase’ rather than ‘present findings at the end’ as a “*fait accompli*”.

6 Conclusions

6.1 Strategy

The applied strategy seems to be effective and the activities seem relevant in combating child labour.

The programme enables partners to develop policies and capacity and although this is done with technical and financial assistance from the programme, local ownership by the many GOs and NGOs seems assured, which would not be the case with single and isolated activities by the programme itself. The programme ensures that national policies are improved and at the same time facilitates partners to develop methodologies and instruments *and* to apply them in the field, at both national and local levels. This cross feeding between policy development and direct action and between top and grass root levels seems most effective.

However, the signing of the MoU, and consequently the formation of a NSC and its sub committees and working groups, has been delayed when compared to the original work plan, although it might be argued whether that work plan was realistic. As an afterthought, one may question whether it would not be wiser (and when possible) to only start the programme *once* the MoU has been signed. As an alternative, one might include only awareness raising and lobby activities, coordinated by a working group consisting of MLSP, Trade Unions and Employer Organisations, until the MoU has been signed.

6.2 Implementation

A growing number of activities has been completed or are about to be completed, while the ongoing activities are now well under way and should be completed in time. The approach involves a high number of local actors that create broad alliances, an approach that may take time to produce concrete results but that at the same time ensures that the initiated activities stand more chance of being carried forward after the IPEC assistance has ended. However, most of the planned activities have been delayed, not only when compared to the original work plan but also when compared to individual and adjusted work plans.

The formation and training of a broad LTT at an earlier stage would have increased awareness and capacity with various partners and might have resulted in earlier and in more activities than those that are now delayed. More emphasis on training partners in LFA and PMC combined with streamlining the formats and procedures for programme proposals to be applied by them, would have improved both efficiency and effectiveness.

The linkages between the various programme components are important and contribute considerably to the results. However, the linkages are sometimes designed as dependencies and that has in some cases reduced its efficiency and effectiveness. Designing more but less comprehensive action programmes would have speeded up their implementation even though this would have implied more coordination by IPEC.

6.3 Achievements

6.3.1 Objective 1 Institutional framework and monitoring and tracking systems in place

The MoU has been signed and the NSC and CLU have been established and are functioning. The number of NSC meetings held is rather low and although there is proven support by the NSC in some cases⁶⁴ it is yet unclear in how far the NSC is effective. The recent change by the government might have reduced its

⁶⁴ Supporting documents from national levels to local institutions to facilitate the DAPs

future performance and some reinforcement or adjustment is proposed⁶⁵. The automatic renewal every 5-years of the agreement is a major achievement.

The database (1397 children) has been designed and updated but no reintegration activities have yet taken place or are recorded⁶⁶. The database has been adapted to the local infrastructure and appears rather efficient although the real test period will be in the coming half-year⁶⁷. However, the objective to successfully withdraw and reintegrate 85% of the identified target group⁶⁸ seems (too) ambitious.

The number of visits by the inspectors⁶⁹ is not (yet) recorded in programme reporting. The MLSP and SCFYA capacity enhancement programme also doesn't specify any reporting but since the final reporting is not yet completed, this mechanism might be easily included since the numbers are maintained by the inspectors⁷⁰. It is however recommended to specify the number of visits and the means of verification in the reporting: both at national level as a result of the enhancement programme and at regional level as a result of the DAPs⁷¹. By comparing the numbers obtained by the different levels and sources, conclusions might be drawn at national level: by comparing the data provided through MSLP & SCFYA with the data provided by the DAP for that region and projecting these findings at national level.

6.3.2 Objective 2 Strengthened capacity

Although according to the project document the enhanced capacity refers to the government (only), the indicators refer (mainly) to activities developed by trade unions, employer organisations and community groups.

The legislative review has been completed⁷² and its recommendations have been submitted to MLSP and the Declaration Project (ILO). As it is said that there is no further need for bringing the national legislation (further) in line with international legislation, the specified objective (for this programme) has been achieved with limited means and within a short time frame.

No indicators have been developed to measure the impact of the enhanced capacity of the MLSP and SCFYA, but as mentioned under 6.3.1 reported visits might serve as a proxy. The same applies to the educational component, whereby the dropout rates at the various schools might provide information to measure the impact (prevention). The recommendation by the MES of the produced outputs may serve as an indicator for the effectiveness and the impact at national level is considerable. The present activities under the DAPs will improve the already realised achievements and prove a good example of involving both national and local levels.

The number of new groups that begin to address the child labour issue is reported at six but no means of verification are provided. However, various new groups and initiatives have been mentioned by the participants of the stakeholders' workshop and it was mentioned several times and at various occasions, that "child labour was not an issue at all" at the start of IPEC, which it now obviously is. The earlier mentioned contest for school children as well as smaller local initiatives may serve as proof thereof.

The awareness and capacity building workshops are efficient and effective instruments for creating interest and offering a means to institutions, and the programme has rightly assumed a 'push-and-demand

⁶⁵ Reference is made to 5.1

⁶⁶ They are part of the DAPs and planned to start in April 2003

⁶⁷ Reference is made to the 'renewal' aspect under 5.2

⁶⁸ 1200/1397

⁶⁹ The third indicator for the first objective according to the project document

⁷⁰ verbal information from MLSP inspectors obtained during the mission

⁷¹ According to the project document the reporting is limited to the DAPs only

⁷² According to the work plan it is a published draft, it's unknown if a final version is being prepared

approach⁷³. The result of this strategy is that trade unions and employers organisations are only now developing an interest in child labour issues. That late response should now be supported by the programme to improve the impact of the aforementioned workshops.

6.3.3 Objective 3 Awareness raised

The number of partners participating in child labour action programmes is reported at 17 but whether this is a valid indicator remains to be seen since the IPEC programmes finances their activities to a large extent. The in-kind or cash contributions are very limited and are often valued overhead costs while direct contributions to the actual activity would be more appropriate to measure their commitment. The suggested follow-up activities of the mini and action programmes should focus on an increased financial contribution.

One indicator is based upon the number of people reached by the awareness raising activities in the regions but has no means of verification and is now estimated as a percentage of the people living in the four regions. Measuring awareness or ‘media outreach and depth’ is complicated and it is suggested not to apply this indicator but to report on the number of media events only, a limited but at least a true and verifiable indicator.

Media coverage is part and parcel of ‘every IPEC activity or milestone’ and has proven to be an effective tool and is included in the present DAPs as well. The Vinnytsia pilot is to date the most concrete awareness raising programme and although one might have some doubts on its efficiency, it has without doubt initiated various community based activities that are contributing to the prevention of child labour.

6.3.4 Objective 4 1200 children withdrawn, rehabilitated and reintegrated

This objective should be achieved through the DAPs that are only now being prepared for that task.

Reference is made to the rather ambitious objective (85%), although this success percentage depends on the indicators that are or will be applied; the definitions used in the project document or those reported in the (new) reporting format. Section III A reports on the objectives specified in the project document i.e. on *withdrawing and rehabilitating* children, while section III C reports on the number of children *withdrawn or prevented*.

It is stressed that withdrawing only⁷⁴ is insufficient and that successful rehabilitation and reintegration determines success or failure. The present definition of ‘*benefited from educational or training opportunities*’ measures what has been offered by the DAPs but does not measure whether the children are successfully integrated⁷⁵ (as a result of these provided opportunities). Although it is understandable from a management point of view that these proxies are applied, it is of utmost importance that the underlying assumptions are made transparent, to the partners, IAs and in the reporting. A tracking system should then later be included in the models that will be defined by the DAPs in order to periodically measure how many children have been successfully integrated and remain integrated.

Moreover, prevention appears not to be a direct objective for the DAPs according to the project document and without an indicator, nor a baseline nor a goal, this appears a rather confusing inclusion in the reporting.

⁷³ Push in terms of ‘putting it on the agenda and offering assistance’ and demand in terms of ‘the follow-up needs to be initiated by the partners’

⁷⁴ At present various government institutions ‘withdraw’ children from the streets.

⁷⁵ A child prostitute that attended counselling or training courses but thereafter continues with prostitution is not integrated but would according to the definitions ‘be counted’.

6.4 Overall conclusions

The stated objectives in the project document will be most likely achieved at the end of the project period. Although a prolongation has been necessary of the planned two-year programme, all activities should now be completed towards the end of the project⁷⁶. The programme has been effective and the activities have, in general, been implemented efficiently. Through the applied strategy, combining and linking interventions with various partners at various levels, the impact of the project is considerable. The main achievement of the combined activities might just simply be the fact that child labour has now become '*an issue*' at national and regional levels, which is a precondition for any form of sustainability of the programme.

Yet, there are still a few issues that need to be addressed by the programme management, the IAs and partners. A prime concern is to avoid delays in the implementation of action programmes as another prolongation for operational reasons is not justifiable. Some other concerns such as the sustainability and replicability of the DAPs as well as some other minor issues need to be addressed in the coming months.

Given the fact that the project objectives will be achieved, there seems to be no reason to continue with this programme, even though one may always discuss whether all objectives have been achieved a hundred percent. Yet, there seems to be sufficient reasons to initiate another programme that addresses other identified areas to combat the worst forms of child labour.

The programme has initiated a certain number of relevant activities, but the core problem of child labour is related to the economic situation of the families and the programme itself has not addressed that constraint. The economic situation in general can of course not be addressed by the programme, but it might be worthwhile to investigate which supporting activities may be designed to contribute thereto, such as in the case of migrating parents leaving behind their children.

There is growing evidence that children are being bought and sold within and across national borders by organized networks and Ukraine is high ranking on the list of countries trafficking children. The children are trafficked for sexual exploitation as well as for stealing, begging and drug peddling and a programme combating this worst form of child labour seems justified.

A gender mainstreaming programme to ensure that girls and boys have equal rights and access to preventive and rehabilitation services might be designed as a follow-up programme. Starting with a needs assessment, developing recommendations for a national policy as well as practical guidelines might prove useful.

⁷⁶ The programme has now (decided after this evaluation) been extended to March 2004

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.

- ❖ Ambitious and rather complex country programmes of this nature are difficult to accomplish within two-year programmes.
- ❖ Attention should be paid to external factors that cannot be controlled by the programme but may delay implementation and outputs should be formulated in such a way that the uncontrollable process can be managed or alternative scenarios be applied.
- ❖ The complexity of a tracking and monitoring system should not be underestimated and the design should always be adjusted to the local available infrastructure and be designed with an eye to sustainability and replicability.
- ❖ Separate action programmes for different target groups with a limited duration for each activity are easier to design and implement. Dependencies between various activities should be avoided while linkages between them should be maintained.
- ❖ Forming and training a LTT is most important and should receive high priority to ensure that the training takes place in the earliest stages of a country programme.
- ❖ Training is only one element of capacity building and more attention needs to be paid on measuring the effect of training and providing follow-up activities when required.
- ❖ National workshops offer a good opportunity to create awareness and raise interest but it is necessary to offer thereafter assistance to those that have shown interest and capacity to take concrete action
- ❖ Educational reforms provide the best preventive measures and the review and strategy are most effective tools to mainstream the child labour issue in the system. Impact measuring is complicated and best applied through DAPs
- ❖ The LFA and the proposal format and procedures that are meant to assist in the design and management of the programmes are more of a burden than an aide to the management if partners do not master the skills to apply them. Training in LFA and PCM is crucial.

8 Recommendations

The previous recommendations are presented under two headings; recommendations for the remaining project period for this programme and recommendations for setting up similar country programmes in the future. They are further complemented with a few operational recommendations that will assist the management of the programme to develop a new work plan for the remaining 15 months, of which an outline is presented in annex 10.

8.1 Recommendations for this programme

8.1.1 Objective 1 Institutional framework and monitoring and tracking systems in place

- R1 Identify sustainable mechanisms to improve the performance and continuity of the NSC and its institutional memory, including the status of the CLU.
- R2 Review and document the new entrants in the database soonest, to be presented at the self-evaluation in June 2003.
- R3 Include an additional one-time-exercise in the last quarter of 2003 to track and document the children that 'disappeared' from the original database.
- R4 Analyse and include recommendations on how the present database that is being used for this pilot, can be transferred from a static to a dynamic database.

8.1.2 Objective 2 Strengthened capacity

- R5 Plan a national workshop to include the said training and recommendations for the national policy.
- R6 Forward a translation of the draft concept to ILO Geneva for comments and advise on lobbying.
- R7 Present the preliminary findings of the DAPs to the working group through the appropriate channels.
- R8 Analyse the effect of the legal review and define if and which additional activities might be undertaken to support its enforcement.
- R9 Further investigate which international experiences have been made in respect to the informal sector and to segment the sector in order to define appropriate sectors.
- R10 Analyse the impact of the training activities (LTT and inspectors) and identify additional needs of the MLSP and SCFYA.
- R11 Design additional activities when necessary and feasible for the identified needs of the MLSP and SCFYA.
- R12 Make an inventory of those trade unions and employers organisations that have actually undertaken concrete activities
- R13 Analyse their constraints and assist them in addressing their needs and design if necessary mini action programmes for these organisations
- R14 Consider whether additional mini programmes might address additional needs for those employers organisations that are involved in the DAPs but that are not covered by the present DAP activities
- R15 Publish and disseminate the educational material produced by the URMIC soonest
- R16 Pay utmost attention to the timely development of educational material (DAP activity)
- R17 Initiate discussions with MES on how these materials can be applied outside these pilot DAPs in the near future.
- R18 Assess the needs of the present staff (NPM and NPM assistant) and provide training.
- R19 Provide an extra training seminar on the most important needs of the present implementing partners to improve the DAPs' functioning.

8.1.3 Objective 3 Awareness raised

- R20 Assist the PCHR to analyse their programme and jointly draw practical lessons for replication, especially in the ongoing DAPs.
- R21 Compare the results (DAP, indicators such as drop-out rates) between this region and these districts that have benefited from the awareness raising activities and the other regions and districts.
- R22 Develop simple yet informative material (overviews, pictures, personal stories, etc) to support press conferences.
- R23 Make an inventory (qualitative rather than quantitative) of all the various awareness-raising activities by the programme and all its partners.
- R24 Structure a 'most innovative tool exchange system' between countries.

8.1.4 Objective 4 1200 children withdrawn, rehabilitated and reintegrated

- R25 Undertake a comprehensive mid-term self-evaluation in June 2003 resulting in preliminary recommendations for policy development and a concrete work plan for each DAP to be completed by December 2003
- R26 Initiate discussions with the relevant institutions based upon the preliminary findings in order to 'enter in a consultation and negotiation phase'.

8.1.5 Programme management

- R27 Make an inventory of and complete all 'almost finished' activities by May 2003⁷⁷
- R28 Identify needs and opportunities for other worst forms of child labour interventions

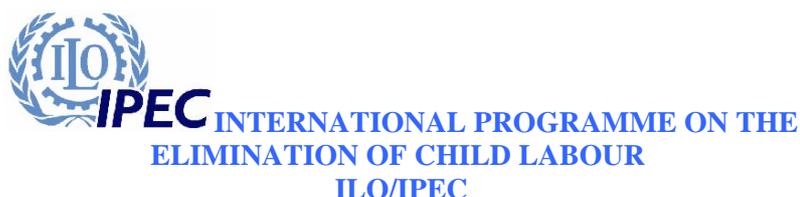
The above recommendations should provide sufficient input to the programme management, supported by the ILO Geneva, to elaborate a concrete, comprehensive and feasible work plan. An outline is presented by the evaluator in annex 10 and designing the revised work plan should of course be the first activity.

8.2 Recommendations for similar programmes in the future

- R29 Identify which preparatory activities can be undertaken before the physical start of the programme and to create capacity (procedures, time) at the ILO Geneva to manage them.
- R30 Include a conception phase in the country programmes, concluded by an Inception Report that includes a revision of the project document (strategy, activities and work plan) that should be discussed and agreed upon by ILO Geneva and the donor.
- R31 Identify external factors that may influence the programme and pay attention to the design of the programmes to avoid dependency thereof and how to influence or manage these processes.
- R32 Design pilot DAPs that are less structured and more process oriented and that provide experience to the design of the other, more structured DAPs
- R33 Strive to small and concrete action programmes, maintaining links but avoiding dependencies.
- R34 Provide more training to staff in LFA and PCM when new country programmes are initiated or new staff is recruited.
- R35 Provide more training to partners in LFA and PCM when new partners are being identified and contracted.
- R36 Structure a 'most innovative awareness raising tool exchange system' between countries.

⁷⁷ In the reports various activities are listed at 'completed' but these activities do require a final action such as editing, publishing, dissemination or final reporting.

Annex 1



TERMS OF REFERENCE
for
Mid-Term Project Evaluation

Final

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

ILO TC Project number: UKR/01/P50/USA
ILO Project code: P340001443050
Country: Ukraine
Duration: 24 months
Starting date: 1 March 2001
Ending dates: June 2004 (project extensions)
Programme location: Ukraine
Programme site/venue: ILO Kiev
Programme language: English
Executing agency: ILO-IPEC
Financing agency: US Department of Labour
Donor contribution: US\$ 627,978

Evaluation period (indicative): 13 March to 1 May 2003 (mission 14-27 March)

Date of preparation of the TOR: February/March 2003

ANNEXES TO TERMS OF REFERENCES

1. Stakeholder Evaluation Workshop programme
2. In-country tentative programme for evaluation
3. List of participants for Stakeholder Evaluation Workshop

I. BACKGROUND AND JUSTIFICATION

Background to Project

The unique and complex nature of the phenomenon of child labour in Ukraine requires an integrated approach in order to achieve a broad and sustainable impact. At this time, it is important to test interventions for the prevention of child labour, with emphasis on the withdrawal and rehabilitation of children involved in such activities. This is to be achieved by using the experience gained in other countries to provide alternatives for working children. In order to maximize IPEC's impact, direct action programmes are being developed in the selected regions, targeting the worst forms of child labour - including child prostitution, working street children and children employed in rural areas

The Memorandum of Understanding between the International Labour Organization (ILO), represented by the International Programme on the Elimination of Child Labour (IPEC), and the Ukrainian Government was signed in June of 2002. This document has set up a foundation for cooperation between the Government of Ukraine and the ILO with the goal to prevent and progressively eliminate child labour in Ukraine, as well as to increase awareness at the national level of the consequential problems and solutions pertaining to the issue of child labour

The basic ILO conventions concerning child labour issues have been ratified by Ukraine, which include the ILO Convention 138 on the Minimum Age for Employment, ratified in March 1979 and the ILO Convention No. 182 on the Worst Forms of Child Labour - in October 2000. These conventions, with accompanying recommendations, provide a formidable legal framework for combating child labour

The overall aim for the work of IPEC in Ukraine has been established as assisting the country to

- (i) promote the policy development initiatives;
- (ii) prevent the increase of child labour;
- (iii) build the capacity of concerned governmental and non-governmental agencies;
- (iv) conduct qualitative research to assess the extent and character of the forms of child labour targeted by this program;
- (v) implement direct action activities; and
- (vi) raise public awareness in the country about child labour.

More specifically the strategic objectives for IPEC has been formulated as

- Mainstreaming successful approaches into national programmes/projects and budgets;
- Achieving sustainability of the IPEC impact in Ukraine;
- Forging a viable and broad-based social alliance to prevent and combat child labour in Ukraine;
- Improving the knowledge base through quality and participatory research;
- Conducting workplace monitoring and providing child workers with social protection
- Advocating on children's rights and raising awareness among the population on child labour as exploitation; and
- Participating in the worldwide movement against child labour.

The specific Development Objective to which this project contributes has been formulated as “The program [project] will contribute to the prevention and progressive elimination of Child Labour in Ukraine, focusing on the worst forms of Child Labour as defined in the ILO Convention on the Worst Forms of Child Labour (No. 182).”

The specific project objectives (immediate objectives) for the ILO/IPEC national programme (project to be evaluated) are for the period:

1. After three months the institutional framework for the program will be put in place and at the end of the program monitoring mechanisms will be established and tracking system set up and operational.
2. At the end of the program, capacity of government of Ukraine will be strengthened to enforce child labour policies by means of (i) developing a National Policy and Plan of Action based on the National Report on child labour drafted by the Ukrainian Institute of Social Research in June 2000; (ii) reviewing the national legislation and make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions.
3. At the end of the program, parents and community leaders have greater awareness and better understanding of child labour issues through campaigns and a range of pilot projects (mainly in the areas identified and selected in the course of program implementation)
4. At the end of the program, at least 100 child prostitutes, 600 working children in rural areas, and 500 working street children will have been removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training, and other social protections.

Based on the overall strategic objectives for the work of ILO/IPEC in Ukraine and the objectives of the project, the main areas of interventions are as follows

CAPACITY BUILDING

- The National Steering Committee (NSC) has been established under the auspices of the Ministry of Labour and Social Policy and with representatives from the relevant ministries, workers and employers associations and youth associations. The Child Labour Unit (CLU) has been set up as well.
- Enhancing the capacity of the Ministry of Labour and Social Policy (MLSP) and the State Committee on Family and Youth Affairs (SCFYA).
- Enhancing the capacity of trade union organizations to combat the worst forms of child labour.

RESEARCH

- Qualitative research conducted by the Centre of Social Expertise and Prognosis, Institute of Sociology (National Academy of Sciences, Ukraine)
- An in-depth analysis of the findings of the National Report on Child Labour and other relevant sources to identify policy implications
- A legal framework for child labour analysis.

PREVENTION/EDUCATION

- Curriculum, teaching methodology, and training materials for working children are being reviewed, tested and adopted in order to improve the quality of education in various institutions catering to the needs of working children and their families.
- Training of *110* education staff members, including professionals from the Ministry of Education and Science, universities and teachers’ in-service training institutions,

research workers, school principals, teachers and counsellors from selected schools will have been trained to effectively address the needs of working children and their families.

- Awareness raising amongst community leaders/volunteers, school inspectors, principals, teachers and parents from selected schools concerning working children's psycho-social and physiological needs, hazards of premature employment, value of education and vocational training.

AWARENESS RAISING ON CHILD LABOUR ISSUES

- Awareness-raising activities in the selected Ukrainian villages" aiming at children's developmental needs, dangers of early employment and legal provisions on child protection.
- Child labour issues have been included in the agenda for a series of National workshops for mass media representatives on **Children's rights in the focus of the Ukrainian mass media,**" organised by local organisation with the support of UNICEF. As a follow-up of these workshops, the media has started to actively promote awareness on child labour issues.
- **Press conference devoted to the World Day Against Child Labour** with presentation of activities performed by respective institutions to implement the provisions of the ILO Convention No.182. The results of the Baseline Survey were disseminated with extensive media coverage. The First National Radio Channel has also initiated the broadcast of a series of programs on the hazards of early employment.
- Translation and publication of ILO/IPEC book "Child Labour Briefing Materials: Problem and Response," has been translated and published. The goal of this publication is to contribute to the mainstreaming of issues surrounding working children into national policies by providing key policy-makers and governmental specialists with comprehensive information regarding good practice and procedures in combating child labour.
- Other books and informational materials have also been published in Ukrainian: "Action against child labour", "Preventing and Combating Child Labour: a Manual for Labour Inspectors", a booklet on objectives and strategies of the ILO-IPEC in Ukraine, accompanied by the ILO Convention No. 182.

DIRECT ACTION

Within the framework of three action programmes, direct action on children working in rural areas, sexual service, and on the street will be implemented by NGOs.

The main objective of the direct action programmes is to develop and field test mechanisms on preventing and progressively eliminating child labour in rural and urban areas, and in the sex industry, relevant to the Ukrainian situation. The main strategies include prevention, withdrawal, rehabilitation and reintegration of working children into schools through a set of educational, vocational, counselling and health services. Awareness-raising is also part of the strategy.

The Action Programme by the "**Intellectual'na perspekyva / Intellectual Perspective**" **Charity Fund** focuses on direct support provided to a minimum of 600 working children and their families in the rural areas of Vinnytsia oblast.

The Action Programme "**Education of Ukraine**" **Ukrainian National Charity Fund** is delivering direct support to a minimum of 500 street children and their families in Donetsk and Kyiv oblasts.

The Action Programme by the Regional NGO Centre of the “**Successful Women**” concentrates on the direct support of a minimum of 100 child prostitutes (girls and boys) in Kherson and Kyiv oblasts.

The duration of the project has been revised to include the completion of the above activities.

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. Regular progress reports are supplied by Action Programmes to the project. A quarterly progress report is prepared by the project as a whole. The project has not been subjected to evaluation before.

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 Ukraine.

Purpose

The evaluation should emphasize assessment of key aspects of the program, such as strategy, implementation, and achievement. It should assess effect and impact of the work done so far during the implementation of IPEC’s Country Programme in Ukraine, using particularly data collected on the indicators of achievement. The evaluation should contribute initially to monitor and evaluate effectiveness, relevance, efficiency and elements of sustainability of the programme activities carried out. It should be conducted with the purpose to draw lessons from experience gained during the period, and how these lessons can be applied in programming future activities within the framework of the existing programme, for other existing or planned ILO/IPEC interventions as well as broader in terms of action against child labour in Ukraine.

The evaluation will serve as important input for key stakeholders and decision makers in the project regarding any adjustment in strategy for the remaining parts of the project.

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, 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.”

Thinking about the second part of the project the evaluation should address the following questions:

- *What has worked ("how well things have been going ") and why (success factors);*
- *What did not work in the given time frame (constraints, bottlenecks)*
- *What corrective action need to be taken and why (critical factors);*
- *How, by whom and when additional action should be taken.*

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?
- Please assess the choice of target groups for direct action—children in prostitution, working street children and working children in rural areas. Are these groups national priorities in terms of child labour
- Whether the project / programme document provided adequate guidance on how the intervention would address the relevant gender issues among the target groups

Relevance

- 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 organizations (be as specific as possible)
- Were alternative strategies considered?

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

- Please assess the work carried out in Ukraine towards meeting the objectives of the country program and provide an assessment of the effectiveness, relevance, efficiency and sustainability of program activities.
- Please assess the strategies and progress of the individual action programs (ongoing and in the pipeline). 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.
- Please assess the degree to which program activities are being implemented on schedule and within budget.
- Please 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.
- Please 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?
- 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?
- Were different strategies used for delivering project interventions to the different target groups? Were the strategies culturally and gender sensitive? (i.e. different times for training activities for working women versus non-working women, separating classrooms for girls and boys)
- 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?
- Assess the effectiveness of the programme, i.e. the degree of the achievement of the objectives and the effects of the programme on the boys and girl, men and women, of the target group
- Assess the efficiency of the programme, i.e. compare the allocated resources with the results obtained

- 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 are 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?
- Level of progress made towards the achievement of the objective(s) and major accomplishments and/or drawbacks?
- Were there any internal and/or external factors which have (positively or negatively) influenced the achievement of the objectives?
- Is there a need to still improve the effectiveness of the programme, if so, how?
- Did the programme's results achieved so far have justified the costs incurred?
- Are there alternative ways of increasing the efficiency of the programme, if any?

Sustainability

- Assess the sustainability of the programme, i.e. its longer-term impact after withdrawal of external support
- 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
- Please assess the degree to which program results/accomplishments are likely to be sustainable.
- 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)?

IV. EXPECTED OUTPUTS OF THE EVALUATION

The following are the expected outputs:

- **Background Note and a programme and process** for the Stakeholder Evaluation Workshop
- 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 evaluation consultant is expected to facilitate the stakeholder evaluation workshop based on the developed process.

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. organized around the main aspects addressed by the evaluation)
- Conclusions
- Recommendations (including to whom they are addressed, if possible)
- Areas of lessons learned, including possible models of interventions emerging
- Potential good practices (experiences to be replicated elsewhere)
- Technical and documentary annexes (including TORs)

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

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. Initial work with the project management in Ukraine, desk review and preparation for stakeholder evaluation workshop.
3. Field visit to selected sites, including to education centers if they have been established by the time of the midterm evaluation and meetings with key implementing agencies and partners
4. Core Stakeholder evaluation workshop
5. Drafting of report

Annex 1 provides a tentative programme for the stakeholder evaluation workshop and describes the participants. This information has been shared with the participants in the invitation for the workshop.

Composition of the Evaluation Team:

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

The ILO/IPEC headquarters person responsible for backstopping the project will be present for the first part of the evaluation. The donor, the US Department of Labour will also be present for part of the evaluation. Both will participate in the stakeholder evaluation workshop.

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

- Organising the agenda and logistics of the evaluation

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

It should be noted that the same consultant will carry out a similar evaluation for the country programme in Romania and that the time table should be coordinated with this.

Timetable and itinerary

The following broad time table has been established

Briefing in Geneva	14 March
Travel to Kiev and Desk review	15-16 March
Briefing in Kiev	17 March
Field visit to and Preparation for Stakeholder evaluation workshop	18 March
Preparation Kiev	19 March
Core Stakeholder Evaluation Workshop	20 - 21 March
Further review	22-23 March
Field visit	24-25 March
Debriefing	26 March
Travel back	27 March
First draft	31 - 4 Apr
Comments from stakeholder and consolidated comments	7 - 18 Apr
Second draft	28 - 1 May

The total duration is 5 weeks of which 2 weeks are in-country.

A tentative programme for the in-country part of the evaluation is given in Annex 2.

Sources of information and Consultations

A list of identified key stakeholders as participants in the core stakeholder evaluation workshop is listed in Annex 3.

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

- Project / Programme documents
- Progress reports, mid-term evaluation reports, other evaluation reports
- Studies and other reports, including Rapid Assessment reports
- SIMPOC material with relevant references
- Reports and material from other organisations on programme/project
- Country Programme Evaluations and other evaluations relating to programmes and project
- Consultations and interviews with technical staff and relevant Desk Officers for countries
- Site visits
- Participatory exercises, stakeholder consultations
- 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 4 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 18 April or as soon as comments are received from stakeholders.
- The final report is submitted to the IPEC DED at the latest by 1 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 one briefing to Geneva and in-country mission
- Travel and DSA for IPEC headquarters desk officer
- Internal travel in country, including DSA for accompanying project staff
- Workshop expenditures (facilities, DSA to participants etc.)
- 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.

UKRAINE COUNTRY PROGRAMME

Mid-Term Evaluation

Stakeholder Evaluation Workshop 20-21 March 2003 in Kyiv, Ukraine

Purpose:

To provide an opportunity for the evaluator to seek the perspective and views of key stakeholders as part of data collection for independent evaluation.

Tentative Programme

- Introduction and Presentation of Participants
- Overview of Evaluation Process and Purpose of the Stakeholder Evaluation Workshop
- Presentation of Background Note by evaluation team
- Presentation by some participants on key lessons learned from their perspective
- Discussion and Identification of Common Lessons Learned
- Discussion on Possible Recommendations for adjustment of the Strategy

The exact process and methodology for the workshop will be determined by the consultant as part of preparation for workshop.

Participants

Participants will be maximum 20 and consist of key stakeholders with knowledge and involvement in components of the IPEC project and preferably also some knowledge and awareness of the project as a whole and the links between the components. It will not only be implementing partners but also others that through some other kind of involvement have knowledge of the work of IPEC. Some of the key stakeholders will be asked to do a short presentation.

IPEC UKRAINE COUNTRY PROGRAMME EVALUATION
TENTATIVE PROGRAMME, FIELD VISITS INCLUDING

DATE	CONTENT	PLACE	TIME
<i>March 15-16, Saturday-Sunday</i>	Consultant arrival		To be determined
<i>March 17 Monday</i>	Briefing in Kyiv	IPEC Office, Ministry of Labour and Social Policy	9 a.m. – 6 p.m.
<i>March 18 Tuesday</i>	Workshop preparation	IPEC Office, Ministry of Labour and Social Policy	9 a.m. – 2 p.m.
	Field visit near Kyiv Bila Tzerkva:		
	Types of rehabilitation institutions:	Mini-bus	
	1. Children's shelter		
	2. Children's home of family type	Field places	3.30 p.m. – 7.00 p.m.
	3. NGO's children rehabilitation center		
<i>March 19 Wednesday</i>	Field visits in Kyiv:	Mini-bus	
	1. Press-club (collaboration with mass media)		
	1. 2. Round table with employers' organizations	Field places	9 a.m. – 1 p.m.
	2. 3. Meeting with action committees of Kyiv region		
	4.		
	Finalizing workshop preparation	IPEC Office, Ministry of Labour and Social Policy	3 p.m. – 6 p.m.
<i>March 20 Thursday</i>	Stakeholder workshop	Ministry of Labour and Social Policy	9.30 a.m. – 5.30 p.m.
<i>March 21 Friday</i>	Stakeholder workshop	Ministry of Labour and Social Policy	9.30 a.m. – 5.00 p.m.
<i>March 22-23 Saturday-Sunday</i>	Further review	IPEC Office, Ministry of Labour and Social Policy	9.00 a.m. – 6.00 p.m.
<i>March 24-25 Monday-Tuesday</i>	Field visits outside Kyiv (to Vinnitsa region):	Mini-bus	
	1. Meeting with action committees in Vinnitsa region		
	2. Meeting with working children (training session)	Vinnitsa	9.00 a.m. – 6.00 p.m.
	3. Meeting with the parents (consultative activity)	Selected villages	
<i>March 26 Wednesday</i>	Debriefing	IPEC Office, Ministry of Labour and Social Policy	9.00 a.m. – 6.00 p.m.
<i>March 27 Thursday</i>	Consultant departure		

Annex 3

Documents reviewed

- General:
 - Country information, various books en websites
 - IPEC WebPage
 - The project document, June 2000
 - Budget overview, 2000

- Programme Proposals:
 - ToR Baseline Survey, November 2001
 - Inventory of additional outputs, IPEC Kyiv,
 - Mini Programme Outline Desk research Policy implications, 2001
 - Mini Programme Outline Translation First Manual, 2001
 - Mini Programme Outline Legal Framework Review, 2001
 - Mini Programme Outline ToT Youth Leaders, 2002
 - Mini Programme Outline Federation Trade Unions, 2002
 - Action Programme Summary Outline Enhancing Capacity at MLSP & SCFYA, 2002
 - Action Programme Summary Outline Teaching & training materials improved, 2002
 - Action Programme Summary Outline Podilsky Centre on Human Rights, 2002
 - Action Programme Summary Outline Working Street Children, 2002
 - Action Programme Summary Outline Rural Child Labourers, 2002
 - Action Programme Summary Outline Children involved in Prostitution, 2002

- Status information:
 - Project Revision Form, January 2003
 - Overview Action Programmes (March 2003)
 - Work plan December 2001 (annex 5 to TPR)
 - Status of work plan 10 March 03,
 - Review report legal framework and International Experience, 2002
 - TPR Podilsky, October 2002
 - TPR MLSP, July 2002
 - TPR Education, July 2003
 - TPR Education, November 2003
 - TPR DAP Street Children, March 2003
 - TPR DAP Children involved in Prostitution, March 2003
 - TPR DAP Rural Child Labourers, March 2003
 - TPR IPEC #2 September 2001
 - TPR IPEC #3 November 2001
 - TPR IPEC #4 March 2002
 - TPR IPEC #5 June 2002
 - TPR IPEC #6 August 2002
 - TPR IPEC #7 March 2003

Annex 4 Logical Framework

(source: project document)

OBJECTIVES-OUTPUTS-ACTIVITIES

Development Objective	The programme will contribute to the prevention and progressive elimination of child labour in Ukraine, focusing on the worst forms of child labour as defined in ILO Convention on the Worst Forms of Child Labour (No. 182)
Immediate Objective 1	After three months the institutional framework for the program will be put in place and at the end of the program monitoring mechanisms will be established and tracking system set up and operational.
Immediate Objective 2	At the end of the program , capacity of government of Ukraine will be strengthened to enforce child labour policies by means of (i) developing a National Policy and Plan of Action based on the National Report on child labour drafted by the Ukrainian Institute of Social Research in June 2000; (ii) reviewing the national legislation and make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions.
Immediate Objective 3	At the end of the program , parents and community leaders have greater awareness and better understanding of child labour issues through campaigns and a range of pilot projects (mainly in the areas identified and selected in the course of program implementation).
Immediate Objective 4	At the end of the program , at least 100 child prostitutes, 600 working children in rural areas, and 500 working street children will have been removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training, and other social protections.

Immediate Objective 1	After three months the institutional framework for the program will be put in place and at the end of the program monitoring mechanisms will be established and tracking system set up and operational.
Outputs 1.1	1 An institutional framework has been put in place and the implementation of a national program on the elimination of child labour has started
Activities 1.1	1.1.1 Sign a Memorandum of Understanding (MOU) to incorporate Ukraine into IPEC membership; 1.1.2 Hire a National Project Manager (NPM) for two years; 1.1.3 Form a National Steering Committee (NSC).
Output 1.2	1.2 Monitoring mechanisms established and a tracking system set up to monitor children benefiting directly from IPEC programs that can serve as a model.
Activities 1.2	1.2.1 Conduct baseline studies on child labour in the rural areas, street children and child prostitution in the selected regions as particular targets for this country program; 1.2.2 Prepare reports on the target groups analysing the extent, character, causes and trends, and specifying indicators for achievement with conclusions and recommendations on policies and actions; 1.2.3 Collaborate closely with community-based systems (to be set up as part of program’s mobilization efforts), as well as with the AUCDCR and SSY regional centres in order to facilitate the monitoring of (ex-working children) through periodic reports provided on their progress. These reports will be provided by the implementing agencies working directly with children; 1.2.4 Identify local institutions and/or consultants to design a sustainable database; 1.2.5 Prepare reports on the findings and disseminate the reports, including to the donor.

The main objective of setting up a monitoring/tracking system is to manage and control the children withdrawn from work process as regards the children identified and selected within the “Children in Prostitution Component” (100 children), “Rural Children Component” (600 children), “Street Children Component” (500 children). A computer database will be designed containing information on the above-mentioned 1,200 children. This information will be regularly updated following the stages of the program implementation and the evolution of the withdrawal from work processes in the case of each child.

From a structural point of view, the system will be based on the already existing network of regional and local offices of the State Committee on Youth Affairs, Sport and Tourism which will serve as main agencies to monitor the implementation of these Components and to gather and process the required information. The centralized function will be most likely given to the Ukrainian Institute of Social Research which is affiliated to the State Committee on Youth Affairs and which was in the past involved by IPEC in conducting research and drafting reports on child labour

Immediate Objective 2	At the end of the program , capacity of government of Ukraine will be strengthened to enforce child labour policies by means of (i) developing a National Policy and Plan of Action based on the National Report on child labour drafted by the Ukrainian Institute of Social Research in June 2000; (ii) reviewing the national legislation and make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions.
Outputs 2.1	2.1 National Policy and Plan of Action to combat child labour with a focus on the worst forms of child labour in the context of the ILO's Worst Forms of Child Labour Convention (No. 182) developed and submitted to the government.
Activities 2.1	<p>2.1.1 In-depth analysis of the findings of the National Report on child labour by specialists in specific fields (e.g., economics, justice and legislation, education, health, statistics) to identify policy implications and options for addressing priority areas of child labour;</p> <p>2.1.2 Conduct a review of international experience and good practices with special attention to countries in transition economies and determine their applicability to the current Ukrainian child labour situation;</p> <p>2.1.3 Organize a national workshop for the National Steering Committee and other organizations concerned to present and discuss findings of the SIMPOC survey and the National Report on child labour and to work out recommendations for the draft of a National Policy and Plan of Action on child labour;</p> <p>2.1.4 Finalize the draft of a National Policy and Plan of Action on child labour in accordance with the results of the above-mentioned activities and the workshop recommendations</p> <p>2.1.5 Submit a draft National Policy and Plan of Action on child labour to the Government for consideration and approval;</p> <p>2.1.6 Support the incorporation of the National Policy and Plan of Action into the 5-year national program on child labour being currently elaborated by the Government.</p> <p>2.1.7. Carry out a mini program for campaigning and advocating policy measures elaborated by the Government.</p>
Outputs 2.2	Legal framework for child labour reviewed and national legislation harmonized with international standards.
Activities 2.2	<p>2.2.1 Conduct a review of the national legislation related to the protection of working children in order to improve effectiveness and ensure enforcement;</p> <p>2.2.2 Set up a subcommittee on legislation harmonization within the NSC to co-ordinate activities in this field;</p> <p>2.2.3 Support ongoing efforts in order to bring the national legal framework into compliance with international standards with the technical assistance of the ILO;</p> <p>2.2.4 Strengthen provisions, which regulate the employment of children and youth in hazardous and exploitative working conditions in the informal sector;</p> <p>2.2.5 Advise the Government on legal reforms on child labour issues and harmonization with international standards;</p> <p>2.2.6 Promote the ratification of the new ILO Convention on the Worst Forms of Child Labour (No. 182).</p>

Immediate Objective 2	<p>At the end of the program, capacity of government of Ukraine will be strengthened to enforce child labour policies by means of (i) developing a National Policy and Plan of Action based on the National Report on child labour drafted by the Ukrainian Institute of Social Research in June 2000; (ii) reviewing the national legislation and make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions.</p>
Outputs 2.3	<p>Enhanced capacity of the Ministry of Labour and Social Policy (MLSP) and the State Committee on Youth Affairs, Sport and Tourism (SCYAST) to enforce child labour policies and monitor and further analyse the situation and trends in child labour.</p>
Activities 2.3	<p>2.3.1 Carry out a needs assessment to identify areas where capacity building is needed; (This and other activities will be subcontracted to the All-Ukrainian Committee Defence of Children Rights (NGO) which has proven experience in carrying out training for trainers on child labour).</p> <p>2.3.2 Establish a Local Training Team (LTT) by recruiting experts from the relevant partners, including specialists from the State Committee on Youth Affairs, Sport and Tourism (SCYAST) and from the State Committee on Youth Affairs, Sport and Tourism (SCYAST) and from the Social Services for Children and Youth (SSY);</p> <p>2.3.3 Carry out adaptation/translation of ILO/IPEC relevant information and training modules on child labour;</p> <p>2.3.4 Conduct training for LTT trainers on child labour issues, project development, implementation and monitoring. Training will be conducted by ILO/IPEC and other international experts;</p> <p>2.3.5 Develop and implement training programs for the staff of the Social Inspection Unit (SIU) on effective strategies to combat, reduce, prevent and eliminate child labour;</p> <p>2.3.6 Organize in cooperation with LTT a national training workshop for representatives of the local community leaders, school inspectors and administration, teachers (Vinniskii, Khersonskii and Donetskii regions) involving trained experts from the SCYAST and SSY regional centres to present an overview of the problem and responses related to child labour issues;</p> <p>2.3.7 Develop advocacy and social mobilization campaigns for the community at large using the mass media, round table discussions, counselling programs in order to improve understanding of child labour and the value of education among children, parents, community leaders, inspectors through awareness raising.</p>

Immediate Objective 2	<p>At the end of the program, capacity of government of Ukraine will be strengthened to enforce child labour policies by means of (i) developing a National Policy and Plan of Action based on the National Report on child labour drafted by the Ukrainian Institute of Social Research in June 2000; (ii) reviewing the national legislation and make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions.</p>
Outputs 2.4	<p><i>Curriculum, teaching methodology, teaching and training materials for working children reviewed, tested and adopted to improve the quality of education in various institutions catering to the needs of working children and their families by taking into account their specific needs in terms of psycho-social and psychological characteristics, level of knowledge and living circumstances.</i></p>
Activities 2.4	<p>2.4.1 Conduct a study (i) appraising the contents of current curricula, teaching methodology and materials in terms of their relevance to the problem of working children and (ii) defining the recommendations on modifications in curriculum and teaching methods to be introduced; 2.4.2 Prepare a report on the findings, giving recommendations about educational strategy and withdrawal children from work; 2.4.3 Organize a two-day workshop with representatives of the Ministry of Education, teachers and representatives of the Information Methodical Debate Centre, Kiev, to discuss the above study and to validate the proposed modifications; 2.4.4 Work out direct action projects involving community leaders/volunteers and certain NGOs focusing on dropouts and working children; 2.4.5 Organize one day workshops with community leaders/volunteers, principals and teachers of schools as well as parents on psycho-social and psychological needs of children, hazards of employment at an early age, value of education and vocational training; 2.4.6 Assistance in preparation of teaching and training materials adapted to the needs of working children; 2.4.7 Write evaluation reports with the conclusions and recommendations for consideration by appropriate authorities. 2.4.8 Develop a policy and procedure on reintegrating dropouts so that they continue their education. 2.4.9 Carry out a direct mini program for testing the policy measures and procedure development under activity 2.4.8.</p>

Immediate Objective 3	At the end of the program , parents and community leaders have greater awareness and better understanding of child labour issues through campaigns and a range of pilot projects (mainly in the areas identified and selected in the course of program implementation).
Outputs 3.1	<i>A strategy and a package of awareness-raising activities in selected Ukrainian villages is designed and implemented aiming at 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.</i>
Activities 3.1	3.1.1 Carry out problem identification studies in selected villages through participatory and focus-group interviews; 3.1.2 Identify community leaders/volunteers from the local training centres and from the villages; 3.1.3 Organize a two-day workshops for community leaders/volunteers; 3.1.4 Develop training materials relevant to the local problems about psycho-physiological needs of children, negative impact of employment at an early age, and the value of education and vocational training.
Outputs 3.2	The program on awareness raising has been implemented in selected Ukrainian villages.
Activities 3.2	3.2.1 Organize one day workshops for parents in order to educate and improve their understanding on the value of education and to consult them on social protection schemes; 3.2.2 Design and print posters and information leaflets on the dangers and consequences of child labour for dissemination to local newspapers, radio, and TV programs; 3.2.3 Draft a report for community leaders summarizing the results, conclusions and recommendations on the activities undertaken in the awareness-raising campaigns; 3.2.4 Assist community leaders/volunteers to conduct informal meetings in their neighbourhoods to discuss problems related to child labour.

Immediate Objective 4	At the end of the program , at least 100 child prostitutes, 600 working children in rural areas, and 500 working street children will have been removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training, and other social protections.
Outputs 4.1	Preparatory activities have been put in place to support the direct actions
Activities 4.1	<p>4.1.1 Collaboration with the All-Ukrainian Committee Defence of Children Rights shoot a film on child prostitution and participate in the TV program “TV Debates” round table discussion on this issue;</p> <p>4.1.2 <i>Hold an Advocacy Forum (ILO/IPEC experts, potential local implementing agencies) to set up background, outline the goals and determine the program of actions for implementation of the integrated pilot programs;</i></p> <p>4.1.3 Develop (or adapt from existing module) a curriculum and training materials in collaboration with the All-Ukrainian Committee Defence of Children Rights (AUCDCR) and their local training centres;</p> <p>4.1.4 Provide individual and group psycho-socio counselling services and extra curricular activities for the children;</p> <p>4.1.5 Equip teachers in selected schools and educational institutions with psychological and pedagogical methodologies and methods for teaching the target children and conducting out search work to convince parents of the developmental needs of working children;</p> <p>4.1.6 Carry out sensitization and mobilization campaigns among teachers, local education officers, inspectors, parents/guardians, community leaders, children and others in project areas.</p>
Outputs 4.2	At least 100 prostitutes (girls and boys below age 18) in the selected city of Kherson withdrawn from exploitative and forced work, rehabilitated and trained through counselling, special training programs and health services.
Activities 4.2	<p>4.2.1 Carry out a needs assessment to identify NGOs, schools and/or vocational training centres capable to provide educational and health services, counselling and skills training to the target group;</p> <p>4.2.2 Train key NGO personnel;</p> <p>4.2.3 Carry out awareness raising activities to promote the enrolment of particularly vulnerable groups;</p> <p>4.2.4 Provide individual and group psycho-socio counselling services in collaboration with the Social Services for Youth and Children;</p> <p>4.2.5 Carry out needs assessment to identify existing health and rehabilitation institutions with the view to develop and strengthen their capacity and effectiveness;</p> <p>4.2.6 Provide regular medical check-ups for the children in the rehabilitation centres and increase a number of services provided by the “Youth Clinics”, information sharing on primary health care protection among children;</p> <p>4.2.6 Educate and improve the understanding of children, families, and communities of the effects on them and society of such types of child labour;</p> <p>4.2.7 Provide the education and skill training to withdrawn children;</p> <p>4.2.8 Conduct regular campaigns to associate parents with withdrawal and rehabilitation activities;</p> <p>4.2.9 Carry out regular monitoring visits in the “haunt of vice” in collaboration with police.</p>

Immediate Objective 4	At the end of the program, at least 100 child prostitutes, 600 working children in rural areas, and 500 working street children will have been removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training, and other social protections.
Outputs 4.3	<i>A minimum of 600 working children from the rural areas in the selected regions of Ukraine withdrawn from work, enrolled into schools and trained through individual education packages, vocational training and counselling</i>
Activities 4.3	<p>4.3.1 Train collaborating social partners on the design and management of child labour action programs using IPEC information and training materials;</p> <p>4.3.2 In each of the selected regions (oblast) carry out a needs assessment in collaboration with local administration to define where assistance is required in order to best address the needs of (ex) working children;</p> <p>4.3.3 Provide education and vocational training to the children in rural area by (i) encouraging and assisting them in getting an education; ii) organizing mobile classes in remote areas</p> <p>4.3.4 Provide data on the (ex) working children enrolled in schools to the tracking system (database);</p> <p>4.3.5 Assistance in solving some problems of schoolchildren transportation in rural areas, which will allow to reorganize and regroup rural schools in order to improve school attendance and decrease the number of drop-outs;</p> <p>4.3.6 Equip teachers in selected schools and educational institutions with psychological and pedagogical methodologies and methods for teaching the target children and conducting out search work to convince parents of the developmental needs of working children;</p> <p>4.3.7 Carry out sensitization and mobilization campaigns among teachers, local education officers, inspectors, parents/guardians, community leaders, children and others in project areas;</p> <p>4.3.8 Organize an evaluation workshop to discuss and review results of the campaigns.</p>
Outputs 4.4	A minimum of 500 working street children in the selected cities of Ukraine withdrawn from work and rehabilitated through a package of education, counselling and vocational training.
Activities 4.4	<p>4.4.1 Identify children working on the streets and discuss options available, so that they can find stable homes and return back to schools;</p> <p>4.4.2 Carry out a needs assessment to identify partners capable of providing education, counselling and vocational training for (ex) working children;</p> <p>4.4.3 Train collaborating social partners on the design and management of child labour action programs using IPEC information and training materials;</p> <p>4.4.4 Provide data on the (ex) working children enrolled in schools to the tracking system (database);</p> <p>4.4.5 Carry out regular monitoring visits in the streets in collaboration with police;</p> <p>4.4.6 Organize an evaluation workshop to discuss and review results of the campaigns.</p>

OBJECTIVES-INDICATORS

Immediate Objective 1	<p>After three months the institutional framework for the program will be put in place and at the end of the program monitoring mechanisms will be established and tracking system set up and operational.</p>
	<p>1.Availability and use of information on workplace monitoring of child labour i.e. number of children withdrawn from work and enrolled in schools and provided with other benefits, up-to-date information on the current situation of children benefiting from the program 2.Effective implementation of the program through an institutional framework and a coordination mechanism established 3.Number of visits made by social and labour inspectors to monitor incidences of child labour</p>
Immediate Objective 2	<p>At the end of the program, capacity of government of Ukraine will be strengthened to enforce child labour policies by means of (i) developing a National Policy and Plan of Action based on the National Report on child labour drafted by the Ukrainian Institute of Social Research in June 2000; (ii) reviewing the national legislation and make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions.</p>
	<p>4.Legislative review process related to the protection of working children is underway 5.Number of new groups (employers' and workers' organizations, NGOs local centres, community groups) begin to address child labour issue 6.Number of additional activities (i.e., not planned and financed under the program) undertaken by other local administrators and communities to develop and implement training program 7.Number of initiatives and requests for integrated programs to remove children from work and to provide them with educational opportunities</p>
Immediate Objective 3	<p>At the end of the program, parents and community leaders have greater awareness and better understanding of child labour issues through campaigns and a range of pilot projects (mainly in the areas identified and selected in the course of program implementation).</p>
	<p>8.An increase in number of key actors participating and contributing (in cash and in kind) in an action program against child labour 9.Number of media reports and coverage of the situation of child labour 10.Increased number of people reached by awareness raising events conducted in the selected regions. 11.Number of additional activities (i.e., not planned and funded under the program) undertaken by other local administrators and community to combat child labour 12.Integration of child labour issues into policy agenda of the relevant government agencies</p>
Immediate Objective 4	<p>At the end of the program, at least 100 child prostitutes, 600 working children in rural areas, and 500 working street children will have been removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training, and other social protections.</p>
	<p>13.Percentage of targeted children withdrawn from exploitative work 14.Percentage of target children provided with educational opportunities and/or participate in social protection activities. 15.Improvement in health of the children who are beneficiaries of the program</p>

Annex 5 Programme Stakeholder Workshop 20 & 21 March 2003

Thursday 20/03/2003

09.30 Opening

09.35 Introduction

- a. presentation
- b. expectations

10.15 Principles and proceedings

10.30 Coffee

10.45 Theme 1 Enhancing the capacity of the Government (*objective 2*)

13.00 Lunch

14.00 Theme 2 Capacity building at all levels and all partners

15.30 Tea

15.45 Theme 3 Awareness at intermediate level and the general public

16.45 Closing

Friday 21/03/2003

09.25 arrival

09.30 Theme 4 The Direct Action Programmes (*objective 4*)

11.00 Coffee break

11.15 Concluding Lessons learned and recommendations

13.00 Lunch and goodbyes

Introduction

40 minutes

Presentation:

You will be presenting yourself and your neighbour

your own and your neighbour's:

- 1 function and organisation
- 2 links and tasks in relation to IPEC programme
- 3 your expectations

A Within 5 minutes:

- a exchange information with your neighbour on 1 and 2
- b discuss and (maybe) agree on your expectations (3)
- c agree on who presents

B Hereafter every second person will present her/himself and his/her neighbour on the issues 1,2 and 3 (comprehensive but using less than 10 sentences)

Expectations:

Are they clear?
Are they realistic?
Do we agree?

Mid-Term Review

"The programme will contribute to the prevention and progressive elimination of child labour in Ukraine, focusing on the worst forms of child labour as defined in ILO Convention on the Worst Forms of Child Labour (No. 182)"

Questions:

A Where are we?

1. What?
2. Where.....?
3. When.....?
4. Who.....?
5. Why.....?
6. How.....?

B. What have we learned?

1. What went well, and why?
2. What went wrong, and why?

C. How should we proceed?

1. What should be changed?
2. Who, when and how will that be done?

Don't forget:

- "We are all equal, even though some might be more equal than others"
- "One fool can ask more than ten wise men can answer"
- No defending & no offending
- Time is limited so let us use it efficient and effective!!
- Varying working groups and plenary sessions

Logistics

Objective 2	The capacity of government of Ukraine will be strengthened to enforce child labour policies by means of (i) developing a National Policy and Plan of Action based on the National Report on child labour drafted by the Ukrainian Institute of Social Research in June 2000; (ii) reviewing the national legislation and make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions .
Outputs 2.1	National Policy and Plan of Action to combat child labour with a focus on the worst forms of child labour in the context of the ILO's Worst Forms of Child Labour Convention (No. 182) developed and submitted to the government.
Outputs 2.2	Legal framework for child labour reviewed and national legislation harmonized with international standards.
Outputs 2.3	Enhanced capacity of the Ministry of Labour and Social Policy (MLSP) and the State Committee on Youth Affairs, Sport and Tourism (SCYAST) to enforce child labour policies and monitor and further analyse the situation and trends in child labour.
Outputs 2.4	<i>Curriculum, teaching methodology, teaching and training materials for working children reviewed, tested and adopted to improve the quality of education in various institutions catering to the needs of working children and their families by taking into account their specific needs in terms of psycho-social and psychological characteristics, level of knowledge and living circumstances.</i>

Answering the 6 questions for the activities will provide information for the evaluation criteria focussing on:

- **The baseline survey and the in-depth analysis, including international experience,**
 - did it meet the expectations?
 - was it worth the cost and delays?
 - how did it contribute to policy development?
 - how can we maintain and /or use it in the future?
- **The National Policy and Plan of Action**
 - where are we and what are the next steps?
- **Legalisation reviewed**
 - what have we found out?
 - what is still lacking?
- **Enhancing capacity of MLSP & SCFYA (and SSY)**
 - The Local Training Team
 - The Inspectorate
 - The Communities
- **Methodologies and teaching materials**
 - what have we learned from this study?
 - (how) do these results/products address the main problem?

Answering the 6 questions for the activities will provide information for the evaluation criteria focussing on:

- the capacity 'before and after'
- the impact of the activities (direct and long-term)

Capacity building at:

- The Ministry of Labour and Social Policy
 - The State Committee on Family and Youth Affairs
 - The Ministry of Education and Science
 - Trade Unions
 - Youth Leaders
 - Others ?
 - The (implementing and collaborating) partners of the Direct Action Programmes
-
- **the vertical links**
 - **the links between the various components**
 - **the follow up of the initiated capacity building**
 - **does training resolve all capacity constraints**
 - **the balance between capacity building and direct concrete results**
 - **others suggestions?**

Three mixed working groups followed by plenary session

Objective 3	Parents and community leaders have greater awareness and better understanding of child labour issues through campaigns and a range of pilot projects (mainly in the areas identified and selected in the course of program implementation) make suggestions to harmonize the legal framework for child labour with international standards; (iii) strengthening the capacity of training institutions.
Outputs 3.1	<i>A strategy and a package of awareness-raising activities in selected Ukrainian villages is designed and implemented aiming at 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.</i>
Outputs 3.2	The program on awareness raising has been implemented in selected Ukrainian villages.

Answering the 6 questions for the activities will provide information for the evaluation criteria focussing on:

- the awareness levels 'before and after'
- the impact of the activities (direct and long-term)

the target groups/levels:

- Central Government
- Local Government
- Implementing Partner
- The General public

some action activities

- Publications
- Podil Centre on Human Rights
- Trade Union Organizations
- Youth Leaders
- The informal sector

direct action programmes

- street children
- involvement of children in prostitution
- rural child labourers

Three mixed working groups followed by plenary session

Objective 4	At least 100 child prostitutes, 600 working children in rural areas, and 500 working street children will have been removed and rehabilitated from exploitative and forced work and provided with educational opportunity, training, and other social protections .
Outputs 4.1	Preparatory activities have been put in place to support the direct actions
Outputs 4.2	At least 100 prostitutes (girls and boys below age 18) in the selected city of Kherson withdrawn from exploitative and forced work, rehabilitated and trained through counselling, special training programs and health services.
Outputs 4.3	<i>A minimum of 600 working children from the rural areas in the selected regions of Ukraine withdrawn from work, enrolled into schools and trained through individual education packages, vocational training and counselling</i>
Outputs 4.4	A minimum of 500 working street children in the selected cities of Ukraine withdrawn from work and rehabilitated through a package of education, counselling and vocational training.

The set up of the programmes:

- In common:
 - Improve the Capacity of Partner Organisations:
 - a network established
 - professional staff trained
 - training materials for staff developed
 - Withdraw, Rehabilitate and Integrate the Children
 - identify and contact
 - referrals (general education, vocational training, information)
 - counselling (children and parents) and medical attention
 - Sensitisation
 - families, communities, institutions
 - lessons and recommendations for replication
- Some differences:
 - provision of material support to families (and bus service)
 - some partners or collaborating institutions (church, agric)
 - attention for gender
 - attention for economic aspects

Answering the 6 questions for the activities will provide information for the evaluation criteria focussing on:

- the involvement of the various partners and collaborating institutions
- the actual withdrawal, rehabilitation and integration activities
- the capacity building elements; training
- the links between the programmes
- the sustainability

Annex 7 Map of Ukraine



Annex 8 Debriefing note

The following has been presented for discussion on Thursday morning (27/03/03): still preliminary, not in order of priority/structured and for discussion only! Please note that this debriefing note focuses on the major lessons learned, focussing on the few weaker components and threats, while the strengths and the realised achievements, (the majority !), will be only addressed in the draft report!

Lessons (to be) learned from this country programme / recommendations in general:

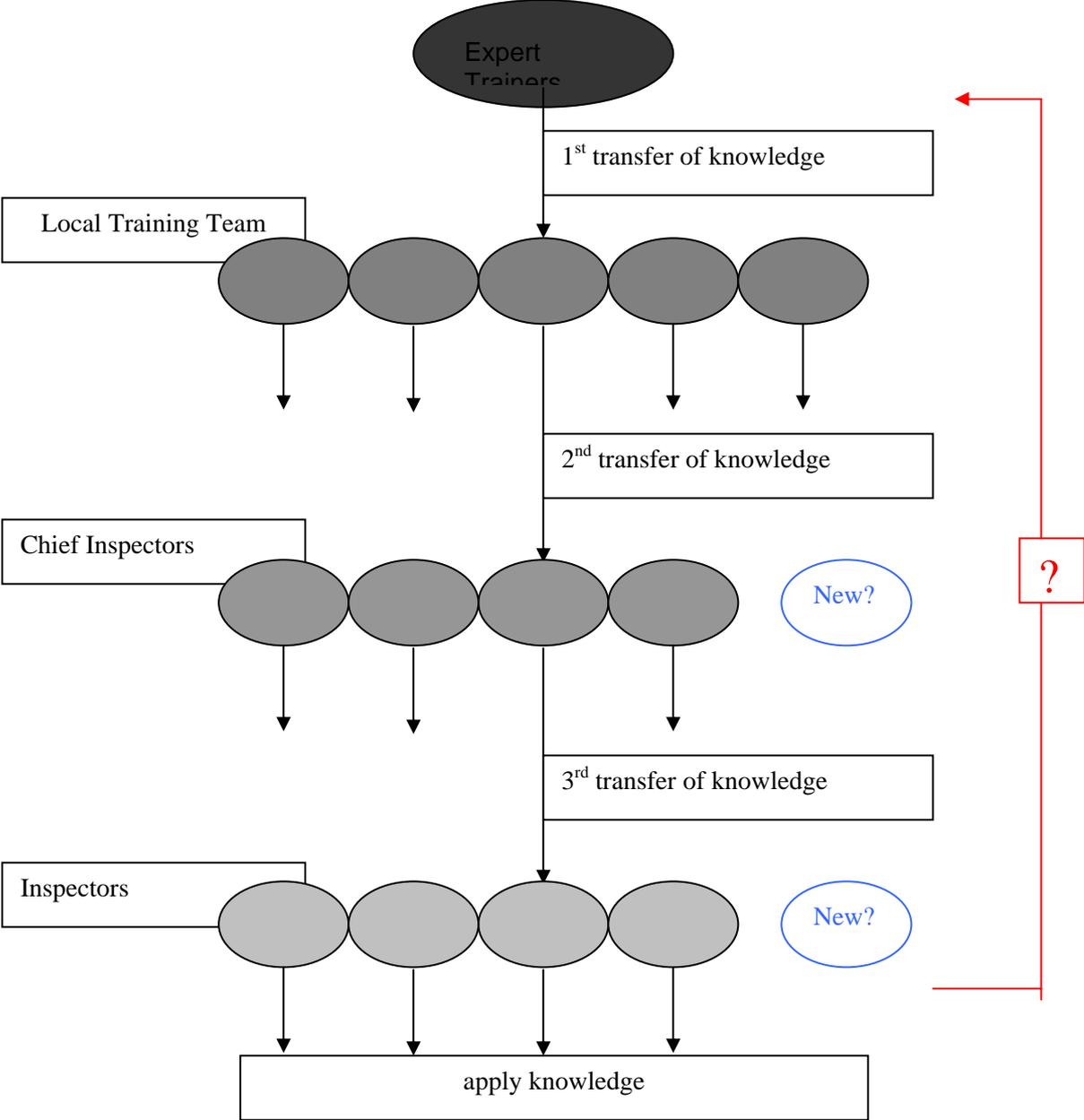
- Country programmes of this type and in these situations should be designed more realistic; implying either limiting achievements/activities or plan 3 year programmes from the start, avoiding the risk of initiating but not completing various activities, which is worse than only initiating fewer activities (NSC, MoU, complex DAPs)
- Invest more in the training of CP staff and partners: especially in Project Cycle Management and other general management tools (delegation instruments, time management, result oriented management and the like) since such investments will pay-off in terms of achieving the programme objectives.
- Make more use of cross international experience and do so in a structured way (management thereof by HQ) such as lessons learned / innovative methodologies piloted, in order to achieve that 1+1=3.
- Invest more time and energy in on the one hand simplifying the proposal/reporting procedures and/or on the other hand provide more training for these aspects, both CP level and partner level.
- For various reasons the inception period was too long and it might be considered that delegating/sub contracting certain operations (setting up office, first translations, etc) might be delegated to partners/contractors, while a comprehensive inception report (3 months after the NPM is appointed) should be included in the PC (as a milestone).
- The process of designing the three DAPs has taken too long, even though they are quite similar: it would be better (in future) to phase the DAPs different: one as a pilot that is followed by others (to avoid peaks and similar lessons learned at the same time).
- Define and find a balance between 'linkages' between programme components and 'dependencies' between these components, to avoid too complex programmes and delays as well as risking losing momentum (the design of DAPs took some 6-8 months, the MLSP programme was planned for 4 months but will last almost one year).
- Find a balance between 'involving all possibly important partners' for maximum outreach and 'limiting the involved partners' to remain with a manageable team (partners, collaborators, providers).
- Do not unnecessary complicate the DAPs and turn them into management instruments (appoint...etc, individual activities should be specified in a limited/manageable time span).
- Try to design separate interventions even though they might be interlinked (e.g. why including the training of the LTT in the enhanced capacity of MLSP sprout and not as a separate activity (alike some translations) as this will speed up the programme.
- Avoid hiring staff (or limit) but work through existing organisations (referring to hiring state or NGO staff; in such case consider sub contracting to them).

- In addition it should be realised that the DAPs are designed as direct result oriented project while the impression prevails that the projects are more process and relation-building oriented projects, which might require different management tools.
- Improve the mid term review procedure (timing, preparations, practical issues, etc.)

Recommendations for this country programme

- There are no major changes recommended for the remaining period
- complete all "almost finished" activities (final reports, publications, distributions, etc.) before initiating new activities (31st May 2003)
- give full attention (April/May) to the three DAPs to ensure that in June (one week per DAP!) a complete mid term review (managed by NPM) can be held. This will imply that DAP reporting should be completed as per 31/05 (two months). This one-month-shift will also enable that DAP reporting flows into the TPRs by the NPM. This self-evaluation/review in June should include:
 - documenting the lessons learned to date, inventory of bottlenecks and designing a simple yet effective work plan for each DAP in order to achieve the set objectives in the set time (no room for prolongation). It is advisable to do so in smaller working groups
 - include (if still possible) a phasing out element during the implementation period (some doubts on sustainability and effectiveness of some DAP elements) and / or assist DAPs to secure other donor funding (when required)
 - include the possibility (more concrete) to include the 'identification model' rather than 'only' withdrawing and integrating the present identified children.
 - it should be realised that it the present database varies from the base line survey, and secondly, that it seems ambitious to assume a 85% success rate (1200/1397 children).
- Initiate discussions (in August) with relevant institutions in which way the models / lessons learned can be implied after completion of the DAPs, rather as to await their completion (in December) since the CP will than have insufficient time for follow-ups. This should be combined with influencing the quality of the National Plan in that period (expected to be completed in the second half of the year).
- Undertake a follow-up of all completed APs (September), by on the one hand measuring the impact of the AP (which activities/achievements) as a direct result of APs and as a follow-up, which activities could be undertaken by the partners, preferably without IPEC financial support (if necessary, mini programmes might be included: quick, simple and direct). Consider if training (in depth, width and refreshing) of the previous APs is required. More attention might be paid stimulate employers and employees organisations to undertake actions to address the CL issue.
- The above could take place in the last quarter of 2003. New (minor) APs should only start in January 2004 and be completed by April 2004 (4 months)
- Follow-ups of the DAPs (strategy, lessons learned, workshops, ministry follow-ups) will take up a considerable part of the first quarter of 2004 (and should be completed and /or in process by the partners/collaborators by 1 st April 2004.
- Only winding up activities for the second quarter of 2004 besides supporting follow up /spin offs of activities by partners (ensuring ownership so stepping back)
- At this point, there seems little reason to prolong the project period beyond July 2004.

Annex 9 Training Principle



Not every transfer of knowledge implies a 100% transfer
 Only part of the transferred knowledge is actually maintained a knowledge
 Only part of the transferred knowledge is actually applied

Refreshing knowledge ?
 Deepening the knowledge?
 Transferring knowledge to new entrants?

Hans Posthumus
 Consultancy,
 March 2003

Annex 10 Outline Work Plan

Annex 10		Outline of a workplan as suggested by the evaluator										
		April	May	June	July	Aug	Sept	Oct	Nov	Dec	JFM 04	AMJ 04
R	Responsible:											
1	NSC, NPM, ILO	analyse	discuss									
2	DAP, CSEP, NPM	analyse	present	discuss								
3	DAP, CSEP, NPM							track	present	discuss		
4	CSEP, DAP, NPM		analyse				present					
5	NSC, NPM, ILO, LTT		workshop									
6	NPM, ILO											
7	NPM, DAPs					present						
8	NPM					analyse		present				
9	NPM					analyse		formulate				
10	NPM, MSLP, SCFYA						analyse		formulate			
11	NPM, MSLP, SCFYA								formulate			implement
12	NPM, TUs, EOs						inventory					
13	NPM, TUs, EOs							analyse	formulate			implement
14	NPM, DAPs, EOs			analyse		present		implement				
15	NPM, URMC											
16	NPM, URMC, DAPs											
17	NPM, MES											implement
18	ILO, NPM				identify							
19	NPM, ILO, DAPs					training						
20	NPM, URMC, DAPs	analyse		discuss								
21	NPM, DAPs, CSEP											
22	NPM, DAPs											
23	NPM through partners											
24	ILO											
25	NPM, DAPs *											
26	NPM, ILO					start						

27 NPM [grey bar]
28 NPM

start [grey bar]

[grey bar]

25* preparations in May, supported by ILO, followed by one week analysis per DAP by NPM in June