

**INSTITUTE
OF INTERNATIONAL RELATIONS
PRAGUE**

Evaluation report on the project of
Foreign developmental aid of the Czech Republic
(Summary in English)

„Support to the Child Centre in Bucharest and prevention of irregular migration“

Implementing agency: International organization for migration (IOM) Prague

Line Ministry: Ministry of Interior

Duration: 2002 – 2003

Development Center of Institute of International Relations
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Date of evaluation mission: 25-29 October 2003

Country: Romania

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Brief characteristics of the evaluated project

The Project's objective was to contribute to the efforts of the Romanian authorities, to prevent irregular migration and combating of trafficking in children living in the streets of Bucharest.

The main activities were support to Child Centre and its activities, which are offered by the Centre to the street children. The activities focused mainly on fulfillment of the free time of children with practical activities, mainly with learning, reading and writing skills and other school subjects necessary for children in order to return to the educational system. During these activities, children were informed on risks of life in the streets, especially the risks of trafficking in human beings, sexual exploitation and others.

The project was planned as 2 years project. It was developed in 2001 and it reacted on the situation of illegal migration of Romanian citizens, who were at the time on the front places of statistics of persons detained in the Czech Republic.

Target group of the developmental project

A survey by Save the Children Romania estimates the number of working street children in Bucharest alone to have exceeded 2000. Results from the sample size of 150 show that 44% of working street children beg in unbearable conditions, most of them suffer of skin disorders, tuberculosis, hepatitis, most have dropped out of school, most of them at the age of 11, 34% were illiterate, 49% had been beaten at least once, 63% were frequently insulted by their employees.

The study has also shown that this situation is exacerbated further in the case of the Roma community where working children are becoming a tradition.

Direct target groups:

- **Working street children aged 5-17**, children who have never attended school or have dropped out. These come predominantly from the aforementioned large (3 or more children), socially deprived families, where family relations are characterized with concerns of day-to-day survival and the parents thinking that the children should contribute. Given their parents' financial problems, most of the children have been unable to complete primary education. The project is giving special attention to young children particularly vulnerable to human trafficking and abuse on the streets.

Intermediate target groups:

- **Parents of working street children.**

The ongoing inclusion of the family in the project is seen as vital both for the identification of problems and the creation of solutions. Family support (financial/material), Counseling, awareness raising, parents' education and training.

- **Personnel from the DPCs, NGO partners, Departments of Labour and Social Protection, Police officers, teachers, school principals and inspectors.**

The project is promoting and initiating cooperation and information sharing on illegal migration and trafficking in children. The sharing of best practices between national and international partners has been initiated.

- **Media and the public.** The information campaign is a necessary tool for an effective dissemination of information and the raising of public awareness of the issue of irregular migration of minors.

The Results of the evaluated project

The project activities targeted groups of children, most affected by risks of irregular migration and trafficking in human beings, especially in the form of long-term support to the Child Centre for risk groups of street-children. Basic material, psychological and social help was offered to the children, the social workers continued in resocialization of individual children. During contacting the children in the streets, the social workers informed the target groups on risks of irregular migration and trafficking in children. The experts concerned with work with risk groups of children took advantage of the seminars to exchange information and best practices between Romania and Czech Republic.

The project was a follow-up to the information campaign implemented by IOM Bucharest in Romania, which was focused on prevention of trafficking in human beings (attached documents on activities of IOM Bucharest).

During the project, 66 children from streets were directly included into the project, material aid was offered to 85 children and 350 families took advantage of counseling, long-term help of psychologist, social workers, further legal and work counseling etc. During all the activities, the children and parents were informed on risks of irregular migration, especially of trafficking in human beings (children). The project succeeded in establishing long-term and good cooperation with the non-governmental organizations and state administration. The emphasis is put on complex solving of the problems, establishment of long-term strategy in order to solve the problematic of street children and irregular migration and trafficking in children.

Two seminars addressing child labor and prevention of irregular migration and commercial sexual exploitation of children were organized. Opening of one of these seminars was also followed directly by the members of evaluation mission, when there was appropriate occasion for mentioning of Czech funds supporting the activities of NGOs and state administration in Romania.

The contractual background and financing of the project

The contractual background and financing of the project was based on the time-schedule attached as Annex 1. The summary of financial expenditures is to be found in Annex 2.

As ensues from the interim reports, from the final report as well as from the results of the evaluation mission, **the funds used for implementation of the project were used effectively.**

IOM Bucharest sub-contracted organization Save the Children Romania for part of the activities (especially activities directly connected with the Child Center).

The implementing agencies (IOM and Save the Children) **emphasized the problem of discontinuity of financing, which is the cause of late availability of the funds in the second half of the year.** Request from the implementing agencies came stressing the need to take into the account special character of the particular projects when approving the time-schedule for the Foreign developmental aid. In this case, it was the need to secure funding during the course of the school year.

During our evaluation mission we have repeatedly stressed the **need for sustainability of the project. The main concern is to secure further functioning of the Child Centre, even after the Czech Funds are interrupted.** During the evaluation mission, there was not found concrete solution. We were assured by IOM Bucharest, as well as by the Save the Children that continuity of activities is the priority for them. Based on fact that both of these organizations intensely cooperate with several other donors, it is quite sure that the activities will continue.

The foreign political aspects of implementation of the project

The project of prevention of irregular migration contributed by its successful implementation to the good name of the Czech Republic in Romania. The social impacts could not have changed drastically the Romanian society, since the project was of very small scale. Despite of this fact the project was unique part of the broader complex of activities targeted on Romanian risk groups of youngsters. More donors are involved in this problematic in Romania by various means and intensity. These donors are especially European, bilateral, as well as multilateral donors (Belgium, Denmark, EU, Finland, Ireland, Italy, Netherlands, Norway (MFA), OSCE, Greek Orthodox church, Sweden (SIDA), USA (USAID)).

Using of Project Results for preparation of further strategy of cooperation

Romania, according to Committee for developmental aid at OECD, classed to transitive (not developmental) countries. Based on this fact and expected accession of EU, Foreign developmental aid is not supposed to continue in Romania, and therefore preparation of strategy of cooperation is not relevant. For the Czech Republic there is though occasion to start with similar kind of project in other country in the region, i.e. Moldova, which would be good opportunity to follow-up on the positive results of the implemented project.

The role of the Embassy during the implementation of this project

The main implementing agencies – IOM – were during the whole course of the project in close contact with the Consulate of the Czech Republic in Bucharest, especially with the Consul, Mrs. Olga Chojnacka.

Evaluation of the project from the point of view of assignments and priorities of Foreign developmental aid

The implementation of the project in Bucharest can be evaluated as very successful, both from the point of view of the principles and priorities of the Foreign developmental aid. Although the project was not realized in a country, which is a priority country, it corresponds with the field priorities of the Aid, i.e. prevention of irregular migration from South-East Europe. It can be noted that **the implementation of the project was fully in line with the principles of providing the developmental aid.** These are the principles such as partnership of donor and receiving entity, further effectivity and transparency of the aid.

The project from the point of view of Czech side is bilateral. Based on the fact that the implementing agency in the Czech Republic is IOM and the partner in the receiving country is also IOM (mission in Bucharest), it would be possible to include the project into the multilateral cooperation. It can be recommended to the future that further proposals for Foreign developmental aid implemented by IOM are included into the category multilateral cooperation.

Based on consultations in Romania, it can be ensued that the project supported by the Czech Republic is too small to make it topic of discussions with responsible entities. This is though rather a problem of general character. Therefore, it is necessary that the Czech projects bring an added value, which does not have to be of financial kind since the Czech Republic cannot certainly compete with other Donors in this respect.

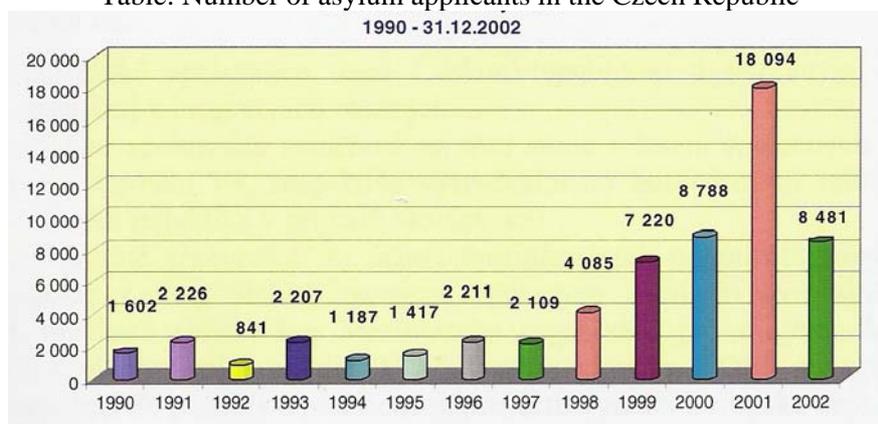
Developmental aid and the phenomenon of illegal migration

Migration to the Czech Republic

From its establishment in 1993, the Czech Republic has registered a great change in migration from the third countries. From formerly only a transition country it became in the end of 1990s a target country for numerous migrant groups, especially from Central, Eastern and South-Eastern Europe.

The biggest pressure in the immigration system of the Czech Republic was enregistered in the asylum procedure. In the first half of 1990s, the number of foreigners applying for asylum in the Czech Republic was about 2000 persons yearly. In 1998, the trend has changed and the number of asylum applications increased up to 18 000 in 2001 and following stabilization on app. 8000 applications per year.

Table: Number of asylum applicants in the Czech Republic



The Czech Republic has shortly become from the less known country one of the most important receiving countries in Europe. Currently, there are more asylum applicants coming to the Czech Republic than to some of the traditional immigration West European countries. At the same time it became one of the most important EU accession countries.

Country of destination	Number asylum applicants	
	2000	2001
1. Německo	78 764	88 363
2. Británie	98 900	88 200
3. Francie	38 588	47 263
4. Nizozemsko	43 892	32 579
5. Rakousko	18 284	30 135
6. Belgie	42 691	24 549
7. Švédsko	16 303	23 513
8. Švýcarsko	17 659	20 768
9. Česká republika	8 769	18 037
10. Norsko	10 842	14 784

Explanation to table:

1. Germany, 2. UK, 3. France, 4. Netherlands, 5. Austria, 6. Belgium, 7. Sweden, 8. Switzerland, 9. Czech Republic, 10. Norway.

Such a change in the migration made Ministry of Interior face many questions connected with intense cooperation with third countries in the migration management. The basis of the new approach is in the combination of internal regulations with active policy on the international level targeted on broadening of dialogue with transit and countries of origin.

Foreign development aid and immigration and asylum politics

Ministry of interior in cooperation with other ministries prepared a complex program for broadening of dialogue with countries of transit and countries of origin in all aspects of immigration and asylum politics. The main and inseparable part is also foreign developmental aid.

The program concerns:

- broadening of bilateral cooperation between the Czech Republic and selected transit countries and countries of origin in the immigration matters
- broadening of regional cooperation focused on third countries in immigration matters (i.e. Visegrad group, or ad hoc Budapest group focused on Moldova)

- c) initiating of multilateral cooperation in conjunction with the international organizations focused on migration with the aim to inclusion of selected countries to the European dialogue in migration (mainly the IOM, ICMPD, UNHCR)
- d) preparing cooperation in policies and politics in the framework of European Union.

In concrete terms, the above program consisted of:

- a) broadening of bilateral cooperation (signature of bilateral agreements such as readmission agreements, agreements on Police cooperation where part is focused on combating illegal migration)
- b) broadening of bilateral cooperation focused on exchange of information (system of permanent dialogue in migration issues based on exchange of relevant legal documents and statistics and information on changes in immigration policies)
- c) developmental projects focused on capacities of receiving countries to control illegal migration movements and development of asylum systems (official projects of Foreign developmental aid, experts trainings and seminars in the Czech Republic etc.)
- d) inclusion of selected countries to the European discussion on migration and asylum issues (for instance based on establishment of working groups within various international fora such as the Budapest process etc.)

The briefly described approach of MoI, whose part is also Foreign developmental aid, is in line with the policy of the EU on immigration and dialogue with third countries. European Union in its efforts on development of complex and balanced approach to migration on its summits in Tampere in 1999 and Sevilla in 2002, repeatedly stressed necessity to integrate migration into the relations between EU and third countries, Foreign developmental aid including. The aim of such efforts is prevention and combating of illegal migration and smuggling of people, in cooperation with third countries. These decisions of European Council were followed by number of documents identifying key countries, forms and characteristics of such cooperation, including legal issues. This was primarily done by the decision to include migration clause to every future general agreement of European Union with third countries.

Identification of countries for foreign developmental aid

In the framework of above mentioned policy in the field of migration, the following criteria played its role in selection receiving countries of the Aid:

- characteristics and scale of migration flows into the Czech Republic
- geographic position of the country vis a vis the Czech Republic
- need of development of migration management in the country
- existing cooperation and approach of the recipient country towards the cooperation in migration issues.

On the basis of these criteria the following countries were selected for projects of Foreign developmental aid – **Ukraine, Moldova, Russian federation, Afghanistan, Romania, Armenia and Georgia**. These projects were pilots with the aim to verify their effectivity with respect to the needs of receiving country, yet also positive impacts towards the Czech Republic.

ROMANIA – initial situation

The transformation process in Romania has brought about an immense increase in poverty. It is estimated that the poverty rate in Romania has risen from 7% to 44% between 1989 and 2000 (Save the Children Romania, the Government White Book). Crucially, the poverty rate is largely distributional, affecting disproportionately the Roma population and families with more than three children. The emigration (both legal and illegal) for work in Romania is linked directly to poverty, unemployment and inequality of opportunity.

Illegal emigration in Romania, however, is related equally to the expansion of organized crime and its focus on trafficking in human beings. It exploits the above mentioned factors that have created a desperate supply of potential work migrants to inhumanely traffic them into the ‘market’ in the

destination countries. As Save the Children Romania concludes, while this problem seems to have been targeted at the level of political statements, the situation in Romania remains virtually untouched at the level of social subsystems.

The migration of UAMs constitutes a part of the serious problem of irregular migration from Romania. Given the distinctiveness and the extent of this phenomenon, IOM has decided to tackle this concern separately from other counter-trafficking activities. An ever-increasing number of UAMs arrive in the Czech Republic. Once discovered and detained, the majority apply for asylum and soon after leave the asylum or the special children facilities and disappear without trace.

The biggest numbers of UAMs applying for asylum in CZ was enregistered in 2001. During last two years (2002 and 2003), the number of these applications from Romanian UAMs decreased significantly.

Certainly the most efficient is prevention of illegal migration. Therefore, the aim is to decrease the number of migrating children from Romania through contacting these children and informing them about risk of illegal migration and trafficking. Their being at risk of these phenomena is based in their weak social links.

The Romanian citizens do not belong currently to the risk groups from the aspect of illegal migration to the Czech Republic. In the first half of 2003, they participated by only a 1% on the whole migration across the Czech state borders.

In contrast to the current situation, Romanian citizens assumed the first places in the number of detained people when illegally crossing the state borders of CZ in 1999-2001. Their share on the overall number of illegal border crossings was 18% in 1999, 13% in 2000 and 16% in 2001. The situation changed significantly in 2002. The numbers of detained Romanians during illegal border crossing decreased from 3911 in 2001 to 255 in 2002 – i.e. decrease 93,5%. This trend has continued during 2003. In the first half of 2003, there were only 57 Romanians detained. The reason for such change is certainly a visa waiver to the EU and regulatory measure from Romanian government.

The project was developed in 2001 when most asylum applications were lodged in the Czech Republic. As evident bellow, 1848 Romanians applied for asylum and they got to the first place among the asylum seekers in CZ.

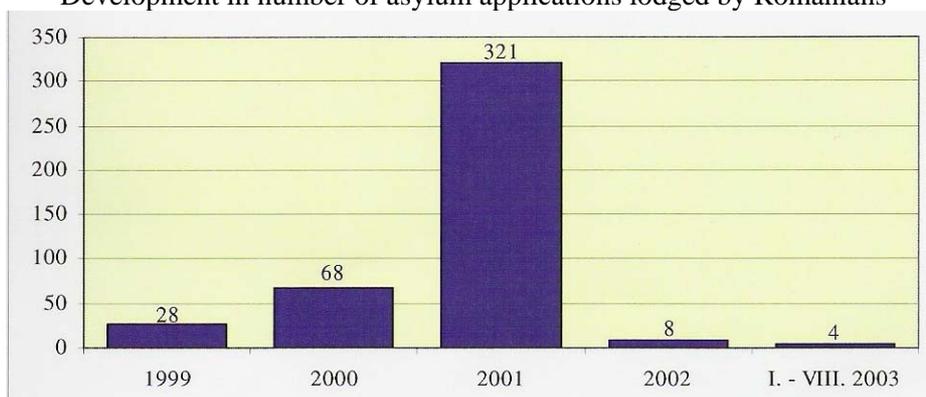
Number of asylum applications lodged by Romanians
(1st line: Total number of applications, 2nd Romanian applications)

	1999	2000	2001	2002	I. – VIII. 2003
Celkový počet podaných žádostí	7 220	8 788	18 094	8 484	7 120
z toho občany Rumunska	124	510	1 839	97	40
tj. %	1,7	5,8	10,2	1,1	0,6

Position of Romania among other countries

	2000	2001	2002
1.	Ukrajina	Ukrajina	Ukrajina
2.	Afghánistán	Moldavsko	Vietnam
3.	Moldavsko	Rumunsko	Slovensko
4.	Slovensko	Vietnam	Moldavsko
5.	Indie	Indie	Gruzie

Development in number of asylum applications lodged by Romanians

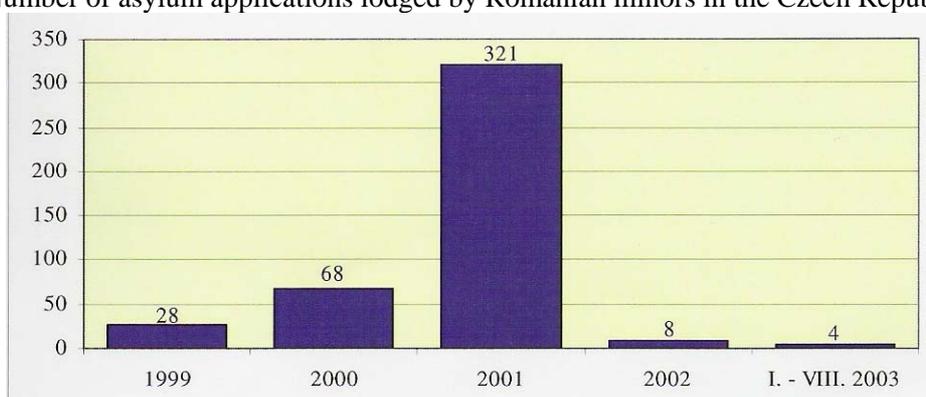


In the past, the number of Romanian minors among asylum seekers in the Czech Republic was quite high. In 2001, there was 321 minors from Romania (18 % of the total number from Romania).

Asylum applications lodged by Romanian minors
(1st line: Total number lodged by Romanians, 2nd therefrom minors)

	1999	2000	2001	2002	I. - VIII. 2003
Celkový počet žádostí podaných občany Rumunska	124	510	1 839	97	40
Z toho nezletilých	28	68	321	8	4
tj. %	22,6	13,3	17,5	8,2	10,0

Number of asylum applications lodged by Romanian minors in the Czech Republic



Conclusions and recommendations

The Project appropriately reacted on the critical situation in the field of illegal migration of minors. Its aim was to contribute to its solving. The project was pilot and due to its financial possibilities there was chosen small target group – minors living in the streets of Bucharest. The target group was selected on the basis of evaluated situation, which was done by the IOM and Save the Children, which has been long-time working in the field of aid to the risk groups of children and minors.

In the frame of the project a Child Centre in Bucharest was supported. The Centre provides basic material, social and psychological aid to the street children and it strives for their resocialization (return to educational system, reintegration to their families when possible, or integration to the foster care). The inherent part of the project was information campaign against the risks of irregular migration of minors (as well as against sexual commercial exploitation, forced labour etc.). In the frame of the project, social workers were also trained during two seminars.

The project contributed to prevention of illegal migration, stabilization of the target group of minors in the country of origin and to improving of their life situation. The cooperation between state administration in Romania was improved.

As ensues from the interim reports, final report as well as from results of the evaluation mission, the **Funds for implementation of the project were used effectively.**

The project might become a model project, whose know-how would be useful to transmit to Moldova (especially for the capital Chisinau).

In case such developmental project for Moldova will be submitted, the evaluation team certainly recommends its approval for the program of Czech Government Foreign Developmental Aid.