EMERGING GOOD PRACTICES

IN THE

ELIMINATION OF CHILD LABOUR AND THE ACHIEVEMENT OF EDUCATION FOR ALL

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Executive Summary

Within the framework of the Millennium Development Goals (MDGs) there is a "hidden Goal" that links each of the eight Goals and, in some cases, is central to their achievement, notably those to do with eradicating poverty, attaining universal primary education, promoting gender equality and combating HIV/AIDS. This hidden Goal is none other than the elimination of child labour, one of the most disastrous consequences of poverty and a serious obstacle to the successful achievement of the MDGs and especially the objectives of Education For All (EFA). As long as child labour prevails in most developing countries, universal primary education will not be possible.

Child labour persists on a very large scale globally. The ILO estimates that there are nearly 246 million child labourers worldwide and almost 180 million of these are trapped in hazardous work and the worst forms of child labour. Its cross-cutting nature means that strategies to overcome child labour in a meaningful and sustainable way must be multi-sectoral and engage the support and efforts of a wide range of partners, including governments, social partners, civil society, UN agencies, international organizations and donors. Over the years, a number of agencies and international organizations have gone to considerable lengths to put in place development programmes to eliminate and prevent child labour. However, a lack of effective integration between national and international programmes and between the different sectors concerned have hampered the speed and level of progress that needs to be made to put sustainable alternatives in place. In a recent paper, the World Bank acknowledges shortcomings in poverty reduction programmes, such as Poverty Reduction Strategy Papers (PRSPs) and Country Assistance Strategies (CAS), most of which make no reference to child labour. Also lacking in such references are national EFA plans of action.

Nevertheless, there is growing recognition, particularly among key international agencies, of the need to tackle the elimination of child labour within the broader framework of the MDGs, particularly MDG 1 on eradicating poverty and MDG 2 on universal primary education, and the Dakar Framework for Action for EFA. The range of programmes that have been implemented and are ongoing have led to the identification of a number of promising strategic approaches to overcoming situations of child labour through education interventions, including: those that create an enabling environment; those that strengthen knowledge; those that develop support networks; those that address formal and non-formal education issues; those that monitor children within the community; those that improve and increase educational opportunities for girls and particularly vulnerable groups; those that link education provision to social protection programmes; those that include life skills and livelihood training; and those that ensure that children participate in decisions that affect their lives.

This publication focuses attention on these areas of intervention, highlighting some of their most important aspects and underlying principles. Some of the findings indicate that:

- Multi-sectoral approaches have a much more effective and sustained impact in the elimination and prevention of child labour, combining the involvement of relevant government line ministries, social partners and civil society;

- Education is a necessary but not sufficient intervention in the case of children in hazardous and exploitative labour. In addition to receiving education of good quality and relevance, working children also need to benefit from a protective rights-based environment and access to legal, health and other services;

- Child labour must be mainstreamed into PRSP, EFA, national plans of action and other resource allocation frameworks;

- Partnerships within the broader framework of the UN system and other international organizations must be actively pursued and implemented;

- Particular attention should be paid to the situation of girls' work and education through gender specific strategies, and to the situation of particularly vulnerable groups;

- Formal education strategies are vital to the long-term success of interventions;

- Practices should be grounded in country-specific realities when dealing with the issue of child labour, while recognizing broader issues that may go beyond any one specific country.

As is evident from the arguments put forward by this paper in favour of multi-sectoral and coordinated approaches by the different partners linked by the shared goal of eliminating child labour and providing universal primary education to all children, the agencies operating at the global level have a particular responsibility to lead by example, especially in the design of development programmes. The elimination and prevention of child labour cannot be left to any one international institution alone to tackle, particularly in view of the resources, strategies and commitment required to achieve these interrelated goals. Inasmuch as the elimination of child labour is so intertwined with the achievement of the MDGs and the EFA objectives, it is clear that the responsibility lies on the shoulders of a number of organizations. This publication therefore reiterates the call for the establishment of an inter-agency Global Task Force on Child Labour and Education put forward by the participants at the 1st Round Table on Child Labour and EFA held in New Delhi in November 2003.

The 3rd Round Table offers the opportunity to the principal stakeholders in the twin goals of the elimination of child labour and the achievement of EFA to accelerate progress in these areas, focusing attention on what have been proved to be effective interventions for these children and highlighting opportunities for the international community as a whole to move from commitment to action. The target date of 2015 to ensure the provision of universal primary education for all children is ten short years away – not very long in the parlance of development programmes. The establishment of a Global Task Force would considerably enhance the necessary coordinated global effort required to ensure that education for all means for all and that children are helped out of places of exploitative labour into places of learning and fulfilment.

The elimination of child labour: the "9th" Millennium Development Goal

There is an additional, "9th", Millennium Development Goal (MDG) that, while not explicit in the list of eight Goals established by the United Nations and its member States, is nonetheless as critical as the others and, indeed, cuts across the themes of them all. It is particularly closely linked to MDG 1 on tackling poverty and extreme hunger. This hidden MDG is the "elimination of child labour" – an issue of significant global import which impinges upon the success of the other Goals and which represents one of the most damaging violations of fundamental children's rights. Unless it is given the same level of attention by the international community, it will remain as a significant obstacle, particularly to achieving MDG 2 on universal primary education. As long as millions of children are forced by circumstance into situations of exploitative labour, they will continue to swell the ranks of those out of school. Therefore, a concerted and collaborative effort needs to be made to "keep the promise" of achieving the MDGs by 2015, a vital component of which is to tackle child labour as a matter of urgency.

An integral part of the work of UN agencies to support the achievement of universal primary education by 2015 and to overcome discrimination against disadvantaged groups of children in receiving free, quality education and in eliminating child labour is to reinforce partnerships among themselves and with other key stakeholders in order to ensure synergy and effective project implementation and use of resources. This is the essence of the aims of MDG 8 on establishing a global partnership for development.

MDG 8 is not simply a call for more aid – although if the Goals are to be met by 2015, it will require greater commitment from the donor community – but also a call for more attention to be paid to the quality of aid. The 2005 MDG Report emphasizes that "more aid needs to go hand in hand with more effective use of aid – by advancing a recipient country's own development strategies … the focus should be on results, not inputs." In addition, the report sets as a target to develop and implement strategies, in cooperation with developing countries, for decent and productive work for youth – a crucial factor in eliminating child labour and improving access to and the quality of education.

Over the years, agencies running projects to reach out to disadvantaged and socially excluded groups of children, including child labourers, have gained knowledge, experience and expertise in what works and what does not. In particular, they have created extensive networks and partnerships, helping them to better understand the circumstances, needs and expectations of these children and their families so that appropriate strategies can be devised to assist them in the short, medium and long term.

As part of broader efforts to find effective and long-term solutions to child labour, the ILO, UNICEF and the World Bank launched the joint inter-agency research project, *Understanding Children's Work* (UCW),[1] in December 2000. This project aims to: improve child labour research, data collection and data analysis; enhance capacity for data collection and research on child labour, especially at the local and national levels; and improve assessment of the impact of interventions regarding child labour. It also responds to expectations that cooperation and coordination among the agencies active in the field of child labour must be strengthened. It has generally been recognized that action on child labour was poorly coordinated among these agencies and, as a result, numerous potential synergies went unexplored. The success of the initial phases of the project is reflected in the continuing strong commitment of the participating agencies to the UCW and to the cooperation it entails.

A major benefit of the project has been the country-level activities in which national studies have provided a common framework for discussion with governments and helped strengthen collaboration amongst the agencies in the field as well as internationally. The national studies have also provided opportunities to identify data and research gaps and to follow up policy dialogue with governments. In addition, the UCW project has carried out research in priority areas such as the

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[1] Understanding Children's Work, an inter-agency research co-operation project on child labour, www.ucw-project.org.

impact of child labour on children's health and education.

The value of knowledge such as that gathered by the UCW project grows exponentially when shared among agencies, partners and organizations working in the field of child labour. This has been a valuable outcome of successive Inter-Agency Round Tables on Child Labour and Education For All, held in India in 2003 and Brazil in 2004.

The host organizations – ILO, UNESCO, UNICEF, the World Bank and the Global March Against Child Labour – recognize the value of collecting information from their different project experiences and analysing, validating and disseminating it more widely throughout the international community so that others may learn from the weaknesses and strengths identified in their project design and implementation. Furthermore, a collection of emerging good practices in child labour elimination and education would reinforce the potential impact of new initiatives by ensuring they build on what has gone before and consolidate progress made in removing children from hazardous work, preventing children from entering situations of child labour and providing them and their families with access to education and skills training and alternative means of income generation.

This "knowledge management" will be the central theme of the 3rd Round Table in Beijing, China, on 28 November 2005. To this end, the host organizations have produced this initial publication focusing on areas of emerging good practice in using education and skills training as key strategies in eliminating and preventing child labour and reaching out to out-of-school children to ensure they benefit from the EFA goals. The paper is not an exhaustive research and analysis of project outcomes and experiences of these four agencies. Rather, it is a precursor to more in-depth work in this field in the future and a sample of the type and detail of the information that can be made available to all partners, including practitioners in the field.

Therefore, the aim of this publication is to examine in very broad terms different education and skills training interventions that can make a difference to the lives of child labourers or children at risk, for example education policy reform, life skills education, gender education and links to social protection programmes. Throughout the document, there are examples of project experiences of the different agencies highlighting the impact of interventions and identifying areas of emerging good practice which can be further developed at a later stage. It is hoped that this document will support discussions during the Round Table in Beijing on specific practical areas of collaboration among agencies, organizations and donors and assist in project design to help those children still excluded from school to benefit from measures put in place within the framework of the MDGs and to ensure that Education For All means "for all".

The most vulnerable in society

All over the world, children are being forced to undertake work which damages them psychologically and physically and deprives them of their childhood. Child labour is work carried out to the detriment and endangerment of the child, in violation of international law and national legislation. It includes work and activities that are mentally, physically and socially damaging or morally harmful to children. It is work that either deprives them of schooling or requires them to assume the dual burden of school and work. Child labour persists on a very large scale. The ILO estimates that there are nearly 246 million child labourers worldwide. Almost 180 million of these are trapped in hazardous work and the worst forms of child labour as defined by ILO Convention No. 182.[2]

Child labour is recognized by the World Bank as one of the most devastating consequences of persistent poverty. As a result, it has adopted a clear position to help reduce child labour through its ongoing poverty reduction efforts (Poverty Reduction Strategy Papers, PRSPs). However, it goes on to state in a recent report that "while reducing poverty through economic development is an essential element of effective strategies to attack child labour, the World Bank has also recognized the need for short- and medium-term strategies".[3]

As indicated at the outset, child labour cuts across a range of development issues, particularly those included within the MDGs. It affects millions of children – girls and boys. It is a consequence of persistent poverty and is a critical factor in keeping children out of school and in pushing them into situations of exploitative labour. By keeping children out of school, it perpetuates the downward cycle of poverty and ignorance and maintains harmful social and cultural traditions that themselves are push factors in sustaining child labour. It is an outcome of social exclusion, discrimination, rural migration and urbanization. It has been considerably worsened by the growing HIV/AIDS crisis, particularly in sub-Saharan Africa and parts of Asia. Children either affected or infected by the deadly virus are thrown into increasingly vulnerable situations.

It is largely because of the manner in which child labour cuts across so many themes and areas of government that it becomes particularly challenging to manage these connections across all levels, from local administration through to national government ministries and international agencies. This hampers effective interventions from being sustained to progressively eliminate child labour. The main issue is one of responsibility, as child labour traverses the ambit of various line ministries, including labour, education, social welfare, women and children and health, and of different agencies that are often aligned with different government ministries. It is too broad and significant an issue to be dealt with by any one institution, and its resolution is critical to the work of many stakeholders, not least within the MDG framework itself.

Child labour's cross-cutting nature will also necessitate the elaboration and implementation of a "menu" of strategies, including reducing poverty, educating children and their families, providing support services for these children and their families, raising public awareness, legislating on and regulating child labour and compulsory education, and promoting the elimination of the worst forms of child labour through international measures.

"Additive" and "subtractive" labour

In its report on global child labour estimates in 2002, the ILO points out that "not all work performed by children is equivalent to child labour for abolition … the problem is how to draw a (statistical) line between acceptable forms of work by children (which may be regarded as positive) on the one hand, and child labour that needs to be eliminated on the other". While the concept of child labour is based specifically on ILO Convention No. 138 on Minimum Age for Admission to Employment, this can be further

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[2] ILO Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour, 1999; "Every Child Counts: New Global Estimates on Child Labour", ILO, 2002.

[3] "Going to school – Going to work: A report on treatment of child labour and EFA in World Bank projects and policy documents", World Bank, October 2005.

simplified by looking at what might be considered as "additive" or "subtractive" labour.

All over the world, children work from a very early age. A healthy childhood may be characterized by responsibilities that "add" to a child's holistic upbringing by enhancing her or his ability to interact with different environments. "Additive" labour may include sharing household chores, running errands or helping parents in the fields or on a family farm. By observing and working with others, children learn skills and gain knowledge that will help them in their later lives. Work in this sense becomes a door to the world of adult work and earning and is part of the progression from childhood to adulthood.

Unfortunately, many children perform work which, far from having a positive effect on their lives, actually impedes their growth and development. "Subtractive" labour is what is known as child labour and can involve work that enslaves children, separates them from their families and condemns them and their families to a downward spiral of poverty and deprivation. It obstructs opportunities for learning rather than enhancing them. The gulf that exists between "additive" and "subtractive" labour has to be recognized, so that effective and sustainable ways of overcoming the exploitation of vulnerable children can be identified.

Child labour: An obstacle to achieving Education For All

Education is pivotal to eliminating and preventing child labour, to establishing a skilled workforce and to promoting development based on the principles of social justice and human rights. There has been progress in recent years in raising public consciousness of the problem of child labour, of its pervasive and tenacious nature and of the awful prospect that it is growing in some areas of the world, for example, in parts of sub-Saharan Africa. In addition, key UN and other international agencies are now working together more effectively, which is critical to sustaining the growing global movement to eliminate child labour. The basis of action to combat the problem is the political will and commitment of individual governments and civil society to address it. It has been shown that a phased and multi-sectoral strategy which motivates a broad alliance of partners to acknowledge and act against child labour is most effective in bringing about tangible and sustainable results.

Between them, the ILO, UNESCO, UNICEF, the World Bank and the Global March Against Child Labour have acquired significant experience in using education as a principal means of combating child labour. They have done so by providing non-formal education opportunities for child labourers, mainstreaming former child labourers into the education system, implementing small-scale interventions in the education system to develop models for large-scale interventions, and building national alliances to make education policies and systems more responsive to children at risk.

The international community's efforts to achieve EFA and the progressive elimination of child labour are therefore inextricably linked. On the one hand, education is a key tool in preventing child labour. Children with no access to quality education have little alternative but to enter the labour market where they are often forced to work in dangerous and exploitative conditions. On the other hand, child labour is a major obstacle to the achievement of EFA, since children who are working full time cannot go to school. For those who combine work and school, their educational achievement will suffer and there is a strong tendency for them to drop out of school to go into full-time employment. The interdependence of EFA and the elimination of child labour is further reinforced by the Dakar Framework For Action adopted in 2000 at the World Education Forum. The Dakar Framework is a collective commitment to action in which governments pledge to meet the EFA goals and targets. Goal 2 of the Framework stipulates the following: "Ensuring that by 2015, all children, particularly girls, children in difficult circumstances and those belonging to ethnic minorities have access to and complete free and compulsory primary education". In its expanded commentary on the Goals, and in particular Goal 2, UNESCO emphasizes that "Child labour must not stand in the way of education".[4]

Considering that most, if not all, of the more than 100 million children missing out on primary education are child labourers, efforts to achieve universal primary education must go hand in hand with efforts to eliminate child labour. Special measures must also be taken to address the barriers to girls' education, in particular girls' work, since around 60 per cent of the children denied an education are girls[5].

There is a pressing need to build the capacities of all relevant government line ministries, the social partners, civil society, local, regional and national education authorities, teachers, parents, communities and other key actors in education to work towards the reduction of child labour through increased enrolment and completion rates for former child labourers, working children and children at risk, and through the provision of life skills and livelihood training for older children. Interventions at this level should help to ensure that educational policies and programmes are responsive to the needs of children at risk and that there is further development of a strong knowledge base on the issue of child labour, including the dissemination of good practices which use education to combat it.

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[4] Expanded Commentary on "The Dakar Framework For Action", UNESCO, 2000, Section III "Goals", Goal 2, Commentary 32.

[5] Source: United Nations Girls' Education Initiative (UNGEI), www.ungei.org.

Primary education in most countries is not completely free and in most developing countries schooling is not accessible to all children. Parents who send their children to primary school must shoulder numerous indirect costs, such as uniforms and textbooks. Furthermore, they incur the opportunity cost, which is the wage that the child would earn if she or he was working instead of going to school. Still, while poverty is an important "pull" factor, dragging children prematurely into the labour market, there are important "push" factors, particularly social exclusion, within the education system itself, or within the local communities in which schools are situated.

Investments in primary education should be spread more evenly, focusing more on children at risk. Not taking these children into special consideration will jeopardize the goal of achieving universal primary education by 2015. The lack of mechanisms to offset the opportunity cost for very poor families is particularly important.

Lastly, the platform upon which a coherent international strategy must be pieced together to address the problem of child labour and ensure that all children benefit from a quality primary education is that of human rights. Dating back to the 1948 Universal Declaration of Human Rights[6], the international community has consistently articulated and reiterated the right of all children to free primary education. The UN Convention on the Rights of the Child[7] further reinforces this universal legal right. Every individual should have access to basic education and be equipped with the knowledge, skills, values and attitudes to allow them to improve their lives.

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[6] Universal Declaration of Human Rights, 1948, www.un.org/Overview/rights.html.

[7] UN Convention on the Rights of the Child, 1989, full text, www.unicef.org/crc/fulltext.html.

Emerging good practices in eliminating child labour through education

The members of the Inter-Agency Working Group on Child Labour and Education have acquired experience and expertise in a number of strategic areas regarding education-related activities to eliminate or prevent child labour and reach out-of-school children. On the basis of this experience, it has been possible to highlight some key underlying principles that characterize the best practices that have been emerging, for example:

◾ Multi-sectoral approaches have a much more effective and sustained impact in the elimination and prevention of child labour, combining the involvement of relevant government line ministries, social partners and civil society;

◾ Education is a necessary but not sufficient intervention in the case of children in hazardous and exploitative labour. In addition to receiving education of good quality and relevance, working children also need to benefit from a protective rights-based environment and access to legal, health and other services;

◾ Child labour must be mainstreamed into PRSP, EFA, national plans of action and other resource allocation frameworks;

◾ Partnerships within the broader framework of the UN system and other international organizations must be actively pursued and implemented;

◾ Particular attention should be paid to the situation of girls' work and education through gender specific strategies, and to the situation of particularly vulnerable groups;

◾ Formal education strategies are vital to the long-term success of interventions;

◾ Practices should be grounded in country-specific realities when dealing with the issue of child labour, while recognizing broader issues that may go beyond any one specific country.

For the purposes of this publication, a good practice is defined as any sustainable, replicable strategy that results in children being in a place of learning rather than in a situation of labour.

There are a variety of approaches being undertaken using education as a means of combating child labour. The identification of good practices in this area will aid in the creation of a knowledge base that can assist field practitioners, policy makers, agencies, organizations and other partners and may be able to support work in mainstreaming child labour in EFA and poverty reduction strategies and in other development approaches. The categories of intervention from which these good practices are drawn can include the following broad definitions:

◾ those that create an enabling environment, including through policy development and reform and the creation and enhancement of networks, partnerships and alliances of government bodies, civil society, agencies and international organizations;

◾ those that strengthen knowledge and understanding of the problem of child labour and feed into the improvement of formal and non-formal education systems and skills training programmes;

◾ those that develop and enhance the capacities of key stakeholders to contribute meaningfully to the elimination and prevention of child labour and the achievement of Education For All, including teachers and their organizations, and to the development of school- and community-based child labour monitoring systems;

◾ those that create support networks that provide a wide range of assistance, including social protection and health, to working children, children at risk and their families and communities;

◾ those that engage key stakeholders and civil society through social mobilization programmes and activities which will be developed on the basis of improved knowledge and understanding and promoted through emerging national networks;

◾ those that reinforce efforts to improve and increase education for girls;

◾ those that address the special situation of children at great risk, including minorities, children affected or infected by HIV/AIDS, children of migrant families, street children,

trafficked children and children in armed conflict;

- those that reform and adapt formal education systems and structures to accommodate the needs, expectations and aspirations of working children and children at risk;

- those that develop or reinforce non-formal education approaches, including life skills training;

- those that address the particular needs and expectations of older children through skills/livelihood training, and pre-vocational training for younger children;

- those that support the meaningful participation of children in programmes and activities that have a direct impact on their lives and future.

Those practices which create an enabling environment are particularly important as long-term sustainable solutions to the problem of child labour based on the needs, capacities and aspirations of the country in question. To help establish an enabling environment in line with national policies, priority is given to interventions focusing on and policy and advisory assistance. These strategies help in the development of integrated and comprehensive education policies that clearly reflect child labour concerns and, to achieve their aims, require close cooperation between the central government, the social partners and relevant international agencies. They are reinforced by programmes which enhance the knowledge base on child labour and education.

Other interventions are of a more direct nature, focusing on targeted downstream activities that support the enrolment and retention of working children and children at risk in formal and non-formal education and skills training programmes and develop and reinforce support systems to help working children and their families. These interventions take into account the diversity of children's needs and work through multiple entry points, including family and peer education, multi-purpose youth and learning centres, child-friendly services, formal schools, transitional non-formal education, life skills, skills training and child and youth participation. Unconventional approaches and focused efforts are often required to reach working children who are not part of the formal education system and others who are particularly vulnerable, such as children living in remote rural areas, urban slums or the streets, ethnic minorities and other disadvantaged and socially excluded children.

Emerging good practices that support the creation of an enabling environment

Policy development and reform

Reform of education policy is critical to the creation of an enabling environment. It should concentrate on the general deficiencies of the education system that influence parents' decisions to choose work over school for their children and on specific reasons why certain groups of children are excluded from the education system. Issues of concern would include quality of education, relevance of education for the children and their future employment opportunities, lack of access to education, lack of school facilities and teaching materials, and weaknesses in enforcing compulsory education legislation where it exists.

The specific needs and expectations of working girls and boys need to be integrated into policy planning and the development of basic education

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Education: the key element in the holistic approach to tackling child labour

Holistic approaches are critical to the success and sustainability of nearly every development programme, but particularly in the case of the elimination of child labour. Given child labour's cross-cutting nature and deep entrenchment in cultural traditions and social attitudes shaped in many cases by poverty and social exclusion, the greatest challenge to its prevention and elimination is to change the way in which many people and groups think and behave. This is the key to the sustainability of a development programme and it requires careful and thorough planning, involving all actors in the process and outcomes so that responsibilities are shared and ownership is transferred to all levels, from government to the smallest community and the families and children themselves.

One such programme that has had considerable success in bringing all the different elements into a coherent whole was a UNICEF project in Fez in Morocco. The project targeted children working in informal-sector workshops in the city to produce carpets, shoes, copperware, jewellery, pottery and ceramics. Child labour in the handicraft and small trades sectors in Morocco is estimated at around 30,000 children, and a 1999 assessment by ILO-IPEC of 3,500 children working in these sectors in Fez revealed that their working conditions were particularly hazardous, including exposure to dangerous and toxic substances, machinery and equipment, loud noise levels, high emotional stress, physical and verbal violence and, in a few cases, sexual abuse. Scant attention was paid to working conditions and health and safety issues. However, a number of positive developments at the national level through the 1990s had enabled an enabling environment to emerge that could have a significant impact on child labour.

In this context, UNICEF launched a major project with the Moroccan government, which will run until the end of 2006. Reports to date have already highlighted the key elements in the project design and implementation that have proven successful in ensuring a positive and lasting impact on the lives of the children involved. Underpinning these successes has been the close collaboration between UNICEF and ILO-IPEC in Morocco, particularly in the area of project synergy and knowledge sharing on what has worked elsewhere and how. The focus has been on emphasizing collaboration while ensuring that each agency maintains its areas of speciality and comparative advantage to support the outcomes of each other's projects. In addition, the project also benefited from the collective impact of line ministries working together on cross-cutting projects of this nature, including labour, employment, education and health.

Education was one of the four pillars of the project. One of the most successful elements of the education strategy in terms of sustainability was the integration of former child labourers into formal schooling. Schools and teachers were appropriately prepared to receive these children and help them to settle into their new surroundings and the regular routine of school. This was a significant challenge for the teachers, the child labourers and their classmates, as former child labourers often have a different approach to learning and education which is based on their experiences at work.

Source: UNICEF

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at all levels. In order to devise an integrated policy on child labour and education, the technical skills and knowledge of the education authorities need to be strengthened to enable them to critically examine national child labour situations and to identify gaps in the provision of education for child labourers or children at risk. In assessing policy change, a number of factors need to be taken into account, for example policy and programming linkages between the elimination of child labour, Education For All, gender equality, social protection programmes and vocational training.

The relevance of education to the local labour market is particularly important as, realistically, very few disadvantaged children, having completed primary education, will go on to secondary or higher education. At present, the MDGs are focusing on providing universal primary education for all children, as this is what is realistically achievable by 2015. Therefore, if education systems are to attract children from poor or marginalized social groups, there must be an immediate benefit in terms of the transition from school to work. School curricula that include elements of skills training and which facilitate entry into the labour market will be a strong incentive for all parents, especially those whose children are at risk of child labour, to keep their children in school.

Building the capacities of Ministries of Education and education authorities

The training of education personnel, combined with the production and dissemination of resource materials, can be used to motivate key decision-makers and planners to focus more on tackling social exclusion and child labour as obstacles to Education For All. One of the main characteristics of social exclusion is its invisibility. Thus, awareness-raising across the education sector and other related government sectors is a critical first step in the process of overcoming it.

Understanding child labour is important for educational institutions, not only because of the significance of the issue, but also because of its potential impact on educational attainment and its implications for the design of education policies. Capacity-building efforts need to reach out to all levels of the education sector, from ministerial level to trainee teachers. This is a key area of

Integration of working children in primary education in Turkey

In a joint project with the Turkish Ministry of Education, ILO-IPEC helped to build the capacities of ministry staff to contribute to effective, sustainable solutions to the child labour problem. In doing so, the project fostered government ownership of an education agenda that addressed the needs of working children. At the central level, it concentrated on strengthening the capacity of the Ministry of Education to manage and provide technical support to activities at the provincial level, including the provision of training aimed at upgrading the skills of teachers.

These efforts were complemented by capacity-building activities within national-level structures for the development and implementation of effective model educational programmes. To achieve these objectives, ILO-IPEC focused on establishing an effective partnership with the Ministry of Education and, in collaboration with the education authorities, worked with a wide range of partners in the education environment, including teachers, educational personnel, counsellors, school principals and inspectors. As part of the capacity-building process, a core group of 30 trainers was identified to act as a catalyst for change within the education system. At the outset, in-depth research was carried out on education and the problem of child labour in Turkey, which formed the knowledge base for devising strategies and policies.

The programme also involved other relevant line ministries and institutions to ensure a more effective multi-sectoral approach. As a result, the programme was able to significantly improve the attendance, performance and retention in primary school of working children or children at risk through educational and psychological assistance.

Source: ILO

collaboration that has been identified by the Inter-Agency Working Group on Child Labour and Education.

The objective of capacity-building exercises is to improve the coherence of countries' efforts to develop national action plans on the elimination of child labour, the implementation of EFA and poverty reduction. Trained personnel create a solid foundation on which to build a body of expertise within central and local government which will sustain these efforts over time. Special attention is required to ensure the mainstreaming of child-labour-elimination strategies within existing teacher training programmes, pre- and in-service, to equip school staff with the skills needed to increase the attendance, retention and academic performance levels of working children.

Developing or strengthening national networks on child labour, education and social exclusion

In order to attract child labourers and children at risk to education programmes and to retain them, it is vital to build broad-based networks that bring together government, civil society, international agencies and organizations and all representative actors. Not all activities can or should be carried out exclusively by one agency

Education Task Forces on Child Labour

The concept of an Education Task Force to focus on action to combat child labour through education was first initiated in Peru and the Philippines by ILO-IPEC as part of a project to mobilize society, especially teachers and educators, around the issue. Its mission was to strengthen national policy on education, advocate for increased resources for basic education, help harmonize legislation on child labour and education and build alliances and commitment to implement national policies which ensure universal quality education with special attention to children at risk. Key actors in these Task Forces included:

- education authorities, from Ministry of Education officials to school principals and staff of relevant government ministries, including Labour, Social Welfare and Health;
- teacher training colleges and other higher education institutions and teachers' organizations;

- NGOs active in the field of education and child labour, including local networks of the Global Campaign for Education (GCE);[8]
- UNESCO and UNICEF at the national level and the World Bank and regional development banks;
- bilateral donors supporting programmes in the field of basic education and child labour;
- local networks of the UN Girls' Education Initiative (UNGEI) and EFA.

By bringing together the range of actors listed above, some of these Education Task Forces have emerged as a major force in combating child labour. They provide a forum for cooperation and exchange of ideas and have proved to be effective in increasing the awareness and capacities of key stakeholders. In the Philippines, the Education Task Force formulated an education agenda for working children, teacher training and curricula

approaches which focused on human resources, education materials, the education system, monitoring and evaluation, as well as policy advocacy and networking. Local and regional task force structures helped strengthen the national Education Task Force, promote alliances and advocacy at local level, mobilize local resources and facilitate children's participation in the process. In Thailand, the Task Force facilitated policy dialogue between key ministries and high-ranking officials.

However, the success of such national alliances lies in taking the first critical step towards acknowledging the problem of child labour and in identifying potential solutions through education. Civil society needs to play a substantial role in keeping up public pressure to take action. The Task Forces undergo a process that is unique to the culture, economy and politics of the country concerned.

Source: ILO

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8   Global Campaign for Education (GCE), www.campaignforeducation.org.

or organization, be it local, national or international. There are numerous UN and other donor projects being implemented in most countries where child labour is prevalent or which are in the planning stages, including ILO, UNESCO, UNICEF and World Bank projects, among others. Many of these projects engage a wide range of actors, including government ministries or institutions, education institutions, national NGOs and teachers' organizations. These projects need to link up with one another, and there should be extensive consultation between all stakeholders, national and international, so that policy development is integrated upstream into ongoing project implementation.

Such efforts would include creating or reinforcing national networks to facilitate dialogue and joint coordination mechanisms within appropriate government areas, for example the education, social welfare and health systems, to contribute fully and effectively to the elimination and prevention of child labour and the achievement of EFA.

Curriculum development and training of teachers

Interviews with children who have left the education system to enter the labour market have revealed that one of the strongest "push" factors is the attitude of teachers towards them. It is a significant ingredient of social exclusion, as children are vulnerable at school and the power relationship between pupils and teachers is weighted strongly in favour of the adults. It is important, therefore, to pay special attention to adapting the existing content and methodologies of pre- and in-service teacher training. Project experience has shown that such training should include a strong element of understanding child labour, the role of the education system and how discriminatory attitudes will increase drop-out rates and lead to entrenched problems of child labour. Understanding and awareness of these issues should not be for teachers alone but should permeate the education system and reach all levels of authority, including Ministries of Education.

Some projects have assisted in developing modules on social justice, including children's rights and child labour, for incorporation in curricula at all levels of the education system. This is particu-

larly useful in preventing child labour and encouraging children to stay in school. Other projects have worked with Ministries of Education and curriculum developers to ensure the relevance of curricula to working children and children at risk. An example of this is the inclusion of life skills components at primary level aimed at enhancing children's personal and social development or the teaching of pre-vocational skills that may be required in the local labour market so that children can already begin to think about what they might like to do when they leave school or to choose from various skills training programmes available at the next stage. These two aspects are particularly important in influencing parents' attitude towards sending their children to school. There are also programmes that focus on school planning in order to accommodate the demands made on children working in rural areas, who may be affected by harvesting seasons. Education authorities and systems have to be more responsive to the situations of working children if there is to be any significant impact on the incidence of child labour through education interventions.

The issue of curriculum development also needs to be integrated into the area of capacity-building, particularly as regards the training of curriculum developers and planners. To this end, UNESCO has launched a new initiative to develop capacity-building resource materials and programme content in the light of EFA and the MDGs. UNESCO and ILO-IPEC have had initial discussions on the mainstreaming of child labour concerns into this initiative.

Strengthening cooperation within the UN system and the international community

Child labourers can belong to many different social sub-groups of excluded and marginalized children based on language, culture or ethnicity. They are denied their right to a quality education because they are in situations of deprivation and exploitation. To promote awareness and understanding of this significant group of out-of-school working children is therefore a priority task, which can be dealt with most effectively through policy dialogue, networking and alliance building, joint activities and sharing of experiences within the international community.

There needs to be a focus on child labour in the development of national policies and strategies on education and poverty reduction, including PRSPs and Country Assistance Strategies (CAS). This focus can be further reinforced if underpinned by a strong international alliance, which is one of the main objectives of collaborative efforts between the ILO, UNESCO, UNICEF, the World Bank and the Global March Against Child Labour. These organizations are calling for the creation of a **Global Task Force on Child Labour and Education**. This initiative was launched within the framework of a series of inter-agency round tables focusing attention on child labour and education within the context of the regular annual meetings of the High-Level Group on EFA. The first of these took place in New Delhi, India, in November 2003, followed by one in Brasilia, Brazil, in November 2004. The next is taking place in Beijing, China, in November 2005, for which this publication has been prepared to facilitate discussions on specific activities to address child labour through education.

Consolidating and strengthening the knowledge base

While significant strides have been made in recent years in terms of collecting, analysing and disseminating data on child labour, greater efforts are still required to analyse the correlation between child labour and education, in particular: how education can impact upon the prevalence of child labour; the effect of exploitative work on the learning capacities and needs of children; how to address the special needs and expectations of working children through education; and the integration of inclusive education approaches in education systems. The absence of accurate data in this area hinders planning for short-, medium- and long-term programmes and activities. Studies need to identify and understand the links between dropping out, poor school performance, failure, why children do not go to school at all and the prevalence of child labour. Based upon these findings, objectives, strategies and policies regarding effective classroom practices and psychosocial support systems can be developed to provide a universal primary education that attracts and retains working children or children at risk.

The Inter-Agency Working Group on Child Labour and Education has emphasized the need for greater and more accurate data and the identification, analysis, documentation and dissemination of good practices that address exclusion mechanisms that encourage children to work rather than go to school and that use basic education creatively and effectively to address their needs. This publication is a preliminary step in this direction and highlights the existence of considerable project experience in this field and the importance of documenting what is already known and of sharing this information as widely as possible. This exercise will also help to identify knowledge gaps. The involvement of the UCW project is critical here in providing more accurate data and improving public awareness.

Engaging key stakeholders and civil society through social mobilization

The social partners and civil society groups and organizations have an impressive track record in combating social exclusion. Trade unions, teachers' organizations and NGOs at all levels, from local to global, with strong links to grass roots organizations in different countries are very experienced in initiating and sustaining campaigns to engage and mobilize wider society. At the global level, for example, there exists a powerful alliance of civil society partners entitled the Global Campaign for Education (GCE), which also comprises the major teachers' organizations, the Global March Against Child Labour and a number of high-profile organizations at national and international levels. International agencies, particularly the ILO, UNESCO and UNICEF, have been working in concert to reinforce this campaign, for example through the annual Global Action Week on EFA, and to help it develop its message and support networks. Technical and financial support to such key alliances and their social mobilization efforts will trigger a significant multiplier effect worldwide.

The social partners and civil society organizations have an important role to play in urging governments to reform their education strategies and put more emphasis on combating child labour and social exclusion. Teachers' organizations in particular are key actors in education policy reform. It is

crucial that they support this process and establish a clearly defined role for teachers within this process as educational professionals, trade union members and members of civil society. Practical action by teachers' organizations could focus on the quality of education, the learning environment, improvement of working conditions, teachers' attitudes and behaviour and addressing the global shortage of teachers.

In addition, children themselves, families, schools, communities and wider society can also play an essential part in raising awareness of the problems and dangers of child labour and the importance of education. Engaging all sectors of society, including the social partners and civil society organizations, will facilitate closer relations and exchanges with governments and international agencies to enhance effective public debate on child labour and education and ensure that all stakeholders participate in the change process.

Emerging good practices that support a range of direct action interventions

Conditional Cash Transfer Programmes for poor families

There is a growing body of international experience, particularly in Latin America, whereby government programmes are put in place to offset the short- and medium-term costs to poor families of sending their children to school or to deliver other social services, such as health care. The programmes take into account the numerous direct, indirect and opportunity costs to poor families of their children's participation in school or non-formal education. Such costs would include buying school books and uniforms, transport to and from school, providing food for children dur-

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PETI programme in Brazil

One of the better-known CCT programmes is Brazil's Child Labour Eradication Programme (PETI), which grew out of pilot projects in three states, principally targeting the worst forms of child labour in rural areas. The programme involved federal, state and municipal government resources and interventions. State and regional commissions were set up, bringing together government and civil society. An examination of the difficulties encountered and the solutions reached in the pilot areas helped in finalizing the Brazilian model. A working methodology was developed, which can be summarized in the following guiding principles:

- The federal government should encourage state and municipal governments and civil society to work together to ensure efficiency and maximum impact.
- The economic, social, educational and cultural aspects of the child labour issue should be dealt with simultaneously.
- Interventions should be coordinated to increase the population's participation and guarantee that actions and needs are compatible.
- Operations and local and regional forums with technical responsibility and decision-making power should be decentralized.

The PETI programme was designed to: remove children from work by applying pressure on the main causes, namely large demand in the labour market and widespread supply by families; ensure access to, continued attendance at and chances of success in school for former child labourers; maintain or possibly increase family income through micro- and macro-economic activities; and to improve the families' knowledge and cultural horizons.

A common denominator of the programme's various actions was that of providing children with better opportunities instead of just preventing them from working. Efforts were made to target the results to be achieved simultaneously, which included:

- providing a financial subsidy for families, known as the school grant (bolsa escola), which was conditional on regular school attendance;
- lengthening the school day, emphasizing educational activities that complemented basic teaching, stimulating self-esteem and keeping children away from work places;

- developing social and educational interventions with families that emphasized the importance of schooling for children and promoted the development of citizenship, making families more proactive in the programme;
- coordinating the effects of the school grant – a subsidy that was intended to improve individual family income. This had a major impact on underdeveloped local economies, increasing demand for consumer goods and improving municipal and state revenues.

The extent and characteristics of child labour were researched and evaluated before taking any action. This was a specific area where inter-agency collaboration helped to support some of the studies underpinning the design of the programme, particularly from the ILO and UNICEF. These studies helped improve the understanding of child labour within the economic context and clarify the social and cultural implications. In addition, the development of standards for intervention was supported by the know-how and experience gleaned from local UNICEF and ILO-supported projects.

Source:
The World Bank, UNICEF

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ing the school day and the loss to the family of the child's income. These programmes also target specific geographical areas, such as those prone to the worst forms of child labour or are known to be recruitment areas for trafficking.

To make school more palatable to parents, some social services, such as the provision of school meals and health care, can be delivered by the education system itself, sometimes with the support of international agencies, for example the global school feeding initiative of the World Food Programme (WFP). Providing such services, including support to income-generation

activities for poor families, has proved to be a powerful incentive for parents to send their children to school. Conditional Cash Transfer (CCT) programmes, such as the well-known PETI programme in Brazil (see box), are an increasingly popular method of compensating poor families for the costs of schooling.

Reinforcing efforts to improve and increase education for girls

An important cause of children working lies at the micro-level, the family itself, and the influence of parental attitudes, which in turn reflect cultural

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Empowering adolescent girls to break out of poverty

UNESCO is now nearing the end of the second phase of a significant project in South Asia – covering Bangladesh, India, Nepal and Pakistan – designed to influence the factors that negatively impact upon the situation of women, particularly in terms of their exclusion from education and training. The project, entitled "Breaking the poverty cycle of women: Empowering adolescent girls to become agents of social transformation in South Asia", aims to support the fundamental objectives of MDG 3 and also Goals 1 and 2 on eradicating poverty and providing universal primary education.

Action has been taken in the project at four operational levels:

■ the community level, transferring knowledge and skills to adolescent girls;

■ the local level, sensitizing the population to create an enabling environment and establishing infrastructure for training and services;

■ the national level, advocating favourable policies to improve the

situation for adolescent girls and women;

■ the sub-regional level, sharing, learning and networking.

The project deliberately targeted girls living in depressed rural areas and worked with local NGOs that were already embedded in and accepted by these remote societies. Education was the platform upon which the strategy was designed and implemented, supported by activities relating, for example, to work-oriented skills, micro-enterprise development, access to micro-finance and other areas of income generation. Sustainability was heavily reinforced through building the capacities of the adolescent girls in areas of communication skills to help them become agents of social transformation, changing the situation for women in impoverished areas in South Asia. This was enhanced through policy dialogue activities with relevant line ministries.

The community education and training element was reinforced through building up existing learning centres to reach out to all

adolescents, girls and boys, and providing them with greater opportunities for personal growth through education and training. These new skills further elevate the social position of these community role models and influence entrenched cultural attitudes and norms, crossing the divide between elders and the youth of communities.

The link between education and child labour has also been a major element in this project, which has sought to highlight respect for the human rights of all community members, young and old, girls and boys, women and men. Child labour, trafficking of young girls, child marriages and a wide range of gender injustices are commonplace in the remote rural areas covered by this project. These issues were dealt with directly and explicitly within the project approach, and focusing on adolescent girls ensured that the group that suffered most from discriminatory practices was provided with support and services to bring about change.

Source: UNESCO

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norms. Mostly, when children work, it is the result of a conscious decision, whether that of the parents or of the child. The decision not to send a child to school may be made in the genuine belief that it is in the child's best interests to work, not realizing the hazards that this may entail. Gender is an important factor in a household's decision-making about children's work and education. Cultural norms can exclude girls from certain types of training or education altogether. Because of limited expectations of girls securing decent, paid work as adults owing to women's generally low status in a society, returns on their education may be perceived as lower than that of boys, as reflected in sometimes markedly lower primary school enrolment rates for girls than for boys.

Promoting awareness of and action on the hidden and uncounted nature of girls' work, such as household chores, domestic servitude, agricultural and home-based work, and how it constitutes a major barrier to education has been central to the work of many international agencies in this field. Gender disparities in primary school enrolment are overwhelmingly to the disadvantage of girls in many countries in sub-Saharan Africa, the Arab States and South and West Asia, which is why this issue is at the heart of the MDGs and the Dakar Framework for Action – it is a prerequisite for overcoming hunger, poverty and disease. Gender equality means equality at all levels of education and in all areas of work, equal control over resources and equal representation in public and political life. Achieving parity in education – in primary school and beyond – is critical if women are to engage fully in society and the global economy. But in too many countries, girls are left behind. Having an equal voice in the decisions that affect their lives is a key element of women's empowerment. However, the goal of attaining gender parity in primary education by 2005 is not going to be attained and, on its present course, the overall goal of gender equality by 2015 is unlikely to be achieved. It is therefore evident that more effort needs to be concentrated on addressing the special concerns, needs and expectations of girls in the contexts of education and child labour.

Intervention models for children at particular risk

Many groups of children engaged in or at risk of child labour are actively or passively excluded from the education system. However, there are some groups of children who are at greater risk for a variety of reasons, including their geographical location, their ethnicity, their religion and their situation. Particular attention needs to be paid to these children, as the challenge of reaching them and providing them with alternatives through education and social protection programmes is even greater. For some of these groups of children, if support does not materialize sooner rather than later, it could simply be too late. The at-risk groups include:

- *Minority populations*, such as indigenous and tribal peoples, pastoral communities and others, who often face significant discrimination in terms of services and programmes and who can be located in extremely remote areas further complicating the provision of such programmes. Responses to address the particular situation of indigenous and tribal peoples include providing bilingual and culturally adapted education programmes, hiring and training teachers from the indigenous populations and skills training programmes based on local labour market assessments.

- *Children affected or infected by HIV/AIDS*, particularly AIDS orphans who very often find themselves taking on the early responsibility of head of household following the death of parents and other family members. The challenge with this group of children is not only the stigma attached to them by society and the discrimination that can come with that, but also the reality that they often have to work to feed, clothe and care for younger siblings. This is a particularly important area of intervention in sub-Saharan Africa.

- *Children of migrant families* who are highly mobile in their search for work. Sometimes this mobility can take these families across national borders and is a regular cycle of movement in search of work. Reaching such children brings with it significant challenges, including where responsibility lies in terms of national programmes when families cross borders. In addition, education delivery needs

Education for street girls

As a way to assist girls working in the street, alternative types of educational interventions encompassing comprehensive rehabilitation and personal development have been experimented with and refined in various country contexts. While the philosophy of each methodology differs between countries, they all seem to converge on an approach in which support centres (centre-based approach) are established providing a range of assistance options with emphasis on personal empowerment and on offering viable future life alternatives. Three countries where such projects have been funded through ILO-IPEC are: Paraguay, where the NGO Luna Nueva runs a shelter for street children who were victims of commercial sexual exploitation; Peru, where the Order of the Religiosas Adoratrices has established a centre for sexually exploited young women; and the Russian Federation, where a comprehensive rehabilitation model is being implemented in St. Petersburg by the Women's Labour Exchange.

In Peru, the project assisted 60 sexually exploited girls in reintegrating into society and school. They benefited from "levelling" classes (transitional classes) to help them reach an appropriate level of learning before moving into formal school. In Russia, there was a strong project focus on the arts and nearly 50 per cent of the beneficiaries completed a course in ceramics, textile painting and wood painting. Families were provided with psychological counselling to help them understand how to better support their daughters and to create an environment more conducive to their rehabilitation. In addition, a manual on the rehabilitation model was developed and 400 copies were distributed among other social service institutions in the city.

The projects also focused on sustainability so as to be able to continue their work once funding from ILO-IPEC came to an end. In Peru, the religious order running the project has expanded its activities into supporting the social reintegration of sexually exploited children, and the order has committed itself to continuing work in this field. In Paraguay, Luna Nueva has since worked on a programme targeting sexually exploited children and adolescents in the border area between Paraguay and Brazil. Future plans include expanding the shelter to provide permanent lodging for children and youth who have been sexually exploited. The organization also plans to set up an information centre on the theme of sexual exploitation. In Russia, the St. Petersburg rehabilitation model has been implemented in the Leningrad region through training-of-trainer workshops, and plans for a peer-to-peer model are being considered whereby graduate trainees of the rehabilitation programme would facilitate the rehabilitation of more working street girls. Furthermore, the model has been mainstreamed into municipal programmes and is being implemented widely, for example in family counselling, training and conflict resolution designed to support disadvantaged families.

Inevitably, there are challenges with projects of this type. In particular, service provision which is holistic and comprehensive in approach is often expensive. In addition, because such projects focus on long-term behavioural and attitudinal change within the individual and family, it can take some time before lasting and sustained change occurs. Government support for these programmes is critical to their sustainability.

Because of the street life experience, including sexual and other exploitation, the conventional approach to mainstream education would not be appropriate for these girls. All three initiatives adopted a centre-based approach whereby the girls went through a gradual process of rehabilitation, on the one hand receiving comprehensive care, and on the other hand being given the chance to think about their future and build up appropriate skills and confidence which would allow them to lead another type of life other than in the streets.

Learning to read and write rather than "street walking"

UNESCO also supports the activities of an association in Guatemala specialized in the protection and rehabilitation of young street girls, "Solo Para Mujeres". For over ten years, this association has been taking care of young girls left to fend for themselves on the streets of Guatemala City. Often rejected by their families, these girls survive on the streets through begging and prostitution. Many of them resort to drugs to help overcome the fear and distress of what they have to do and their harsh environment.

The Solo Para Mujeres association makes contact with these girls on the streets and works to win their confidence and trust before encouraging them to come along to their residential home. The home is always open to these girls, day and night, and they often come with their babies to receive medical care, psychological support and counselling. Those who stay in the home can follow basic education classes and skills training courses. UNESCO has also financed early childhood activities for the babies and young children of the women who live in the home.

Sources: ILO, UNESCO

to be adapted to the migration cycle of these families to ensure continuity and completion of academic standards.

- *Street children* who may have migrated from rural to urban areas either by choice or design. Once more, the challenges in reaching such a marginalized group are serious, as there is often an entrenched distrust between these children and the formal authorities. They are outcasts from society and almost invisible to many as they live and sleep in the back streets by night and search for food and work by day. They are vulnerable to a wide range of abuse, including sexual, and may become victims of substance addiction or be coerced into taking part in illegal activities. Programmes designed to reach these children need to include a wide range of related social protection and health services, as well as specially designed education programmes that help in building confidence and self-esteem and work through a curriculum adapted to their way of learning by doing.

- *Children who are trafficked for purposes of labour or commercial sexual exploitation and child domestic workers.* These children have often suffered untold horrors of abuse which will result in significant physical, emotional and mental trauma. They may have been kidnapped or sold into bonded labour. Their parents may have been duped into believing they were being taken to a better life where they would receive an education and look forward to a better future. The nature of the programmes to help these children and their families recover are complex and have to be sensitive to particularly traumatic circumstances. They will combine education with a range of counselling and health-related services and, in the case of older children, will often include skills training components to help them in the long and difficult rehabilitation and social reintegration process.

- *Children who have been withdrawn from involvement in armed conflict.* As with the previous group of children, this group requires very particular and special attention. They cannot simply be withdrawn from their situation and be enrolled in schools. The consequences either of their activities and/or actions, the abuse they will have suffered or what they might have witnessed in conflict will have a deep and lasting effect from which some may never recover. Again, integrated programmes of education, skills training, personal and social development, health and life skills will need to be designed to support these children on their road to recovery and normalcy.

There are many other groups of children who are victims of social exclusion and discrimination because of religion, ethnicity, caste or other cultural factors sustained through uninformed social attitudes and behaviour. Recognizing the diversity of needs, international agencies should take advantage of multiple entry points, which may include outreach strategies such as the use of the visual, literary and performing arts, sport and recreation. For example, for indigenous populations, interventions have included establishing community centres through which a range of education, social protection, health and other services are provided. Young people from the communities are sometimes encouraged to train as teachers and return to the community to teach children in their own language and through their own cultural and traditional approaches. Central and local education authorities, particularly in Latin America, have supported the development and production of school books in the local language or bilingual text books to help children maintain their cultural identity while furthering their education.

Non-formal education programmes

Non-formal and transitional education programmes are a priority element in the strategy to provide education services to out-of-school children, especially child labourers. As a first step, agencies and organizations need to find out why children are not in formal school programmes in the first place, which relates to the earlier intervention of improving the knowledge base. This could be because of a lack of access to education because of living in remote and rural areas, poor education facilities, poor quality of education, large class sizes, teachers' attitudes and behaviour, inflexible and irrelevant curricula or costs associated with schooling, such as uniforms or text books. Whatever the reason, it is evident that programmes are urgently required outside of the formal system in order to address the needs and expectations of out-of-school chil-

dren and their families and to begin the process of preparing these children for reintegration into the formal system.

Ultimately, the ideal goal of a non-formal education programme is to work towards facilitating the transition of a child into mainstream education. It is not in anyone's interests to create parallel education systems that will ultimately compete with one another and lead to deeper entrenchments between the "haves" and the "have-nots". Education, to the extent possible, should remain the responsibility of the state and should receive adequate resources and investment to ensure that it initially works towards the achievement of the MDGs and the Dakar Framework for Action. However, it is equally important that development agencies and partners remain rooted in reality when it comes to working with some national governments in the area of education provision. It will take considerable time and investment to bring all formal systems up to a level where they can ensure the provision of a quality universal primary education for all children. Therefore, it is crucial to ensure adequate support to continued non-formal programmes that target marginalized groups, particularly child labourers and children at risk, while continuing to work with governments in establishing and putting in place national education plans.

Indeed, even the education systems of industrialized countries offer specially designed non-formal programmes to certain marginalized groups of children to support their academic achievement and access to decent work and fulfilled adulthood. Non-formal education programmes inevitably take many forms, often innovative and creative, as they reach out to children in difficult and challenging circumstances. They require sustained investment and commitment to ensure success in helping children to move towards formal systems.

These programmes are very important when dealing with particularly disadvantaged groups as described in the section on *Intervention models for children at particular risk*. Standard programme approaches will not work with such groups and may even do more harm than good. Non-formal education interventions for children removed from hazardous work or the worst forms of child labour need to be related to the age of the child and will inevitably depend on the level of literacy and numeric skills and psychosocial development. They also need to take into account cultural and behavioural factors, such as parental attitudes, and ensure that they address these as effectively as possible. As indicated, these programmes are often centre-based and include a wide range of pedagogical approaches, including visual, literary and performing arts, skills training (livelihood training), sport and recreation, health, peer-to-peer and child participation. They often seek to involve parents and communities, as well as local education authorities, to ensure participation and ownership transferral which is particularly important from the point of view of sustainability.

ILO-IPEC recently completed an evaluation of the non-formal education components of its programmes worldwide, and a number of key recommendations were highlighted, including:

■ the need for greater support for these programmes at all levels to ensure a degree of standardization across the programmes and improved quality;

■ the need to have official recognition (certification) of non-formal education programmes to support the transition of students into the formal system, vocational training or employment;

■ the need for pedagogical methods to be participatory and flexible to suit the capacities of working children;

■ the need for transitional programmes to be of sufficient duration to ensure that children have good foundations in basic literacy and numeric skills and the prerequisite attitudes and habits for learning;

■ the need for programmes for working children to use a comprehensive curriculum which includes communication, numeric and life skills and subjects enhancing quality of life;

■ the need for greater attention to be paid to the selection and capacity-building of teachers, both pre- and in-service;

■ the need to build secondary non-formal education programmes to assist older children.

Life skills and livelihood education

Recent UNICEF projects for child labourers in Bangladesh have focused particular attention on the two important areas of life skills and livelihood education. One of these was a project for children employed as brick chippers on construction sites around Aminbazar. The children who work as brick chippers usually come from families who have migrated from rural areas to survive. It is a very tough physical environment and wages are meagre. Many of the brick chippers are adolescent girls. Another project was a large-scale programme providing basic education for hard-to-reach urban working children (BEHTRUC). The first phase of this project began in 1997 and came to a close in 2004. The second phase will end in 2009.

There is a history of close collaboration between UNICEF and ILO-IPEC in Bangladesh. As a result, projects for child labourers have grown in strength, benefiting from the partnerships created between UN agencies, donors, the Bangladeshi department of non-formal education and a wide range of NGOs.

The groundwork for the second phase of the BEHTRUC project was based on a series of detailed recommendations emerging from an analysis of the first phase. The project is an integral part of Bangladesh's second National Plan of Action for Education For All and the national non-formal education policy. These projects operate in very challenging environments which inevitably encounter a range of problems that require special attention, for example: families are highly mobile and the children move residence quite frequently; attendance at the learning centres is only maintained through intensive vigilance by the educators; gaining support for gender equity among the families in these communities can be very difficult and early marriage of young girls is prevalent; families live in slum areas where the conditions are not conducive to providing and receiving education; the learning capacities of the children are significantly affected by their family and work conditions – many of these children are depressed and deprived of love and affection. These are issues that need to be dealt with in the context of education delivery, and educators need to be trained in counselling as well as curricula. This is a further advantage of non-formal education programmes, which can be flexible and deal with children on a more individual basis.

The life skills component of these programmes is based on non-formal education curricula being finalized, for example, the brick chipper project works with "My World", which focuses on building personal and social skills through public speaking, debate and writing about individual experiences and concerns. In addition, an "Open Literacy" programme helps the children to move beyond simple literacy education and to explore practical areas in their lives where being able to write will help them and their families, for example letter writing, list making, giving notes and making signs, advertisements and posters. This approach finds ways to ensure that basic education is linked to the functional needs of the children and their families. Other areas of life skills training include communication, leadership, interaction with others, group activities, business skills and essential technical skills particularly in the areas of health and the environment.

Livelihood education (skills training) is being implemented for a selected number of older children who have completed the third learning cycle successfully. This training provides older children with the possibility to develop their skills and to try and move to more rewarding and better paid work and with better conditions. As well as professional skills, children acquire related skills in job searching, entrepreneurism, marketing, business management and others which will help them in managing their own small business, for example. UNICEF also hopes that when families see the benefits of improved training they will be encouraged to send their children to the learning centres.

Source: UNICEF

Formal education systems

Experience has shown that providing basic literacy and numeric skills through non-formal education does not necessarily guarantee that children will be permanently withdrawn from work, which is why mainstreaming these children where possible into formal education systems is vital. There is a variety of preventive measures which can be used to combat child labour through basic formal education. These include:

- the implementation of universal primary education through national education plans within the overall framework of EFA and the MDGs;

- where possible, to consider providing secondary education, especially to older children who have already completed primary education but are still below the minimum age for admission to employment;

- the training of teachers and educational authorities on child labour and related issues;

- the integration in curricula of components covering such aspects as the risks of child labour, children's rights, life skills and skills training (livelihood training) relevant to the local labour market, including the provision of career and micro-credit information and other related business services;

- the removal of cost and physical barriers to schooling, taking into particular account the nature of these barriers for marginalized and out-of-school children and particularly girls;

- the inclusion of institutional arrangements and mechanisms of dialogue between formal school systems and non-formal education programmes to facilitate the effective implementation of transitional classes for older students, bridging courses and so on, and to encourage active efforts to enrol children who are not in school through monitoring and home visits;

- the provision of psychosocial counselling and other related support services, particularly health;

- the provision of extracurricular and after-school activities that not only broaden the educational, sport and recreational opportunities of children, but also reinforce mechanisms designed to prevent children from working outside of school hours. This is particularly important to reach children who combine school and work and who inevitably struggle physically and mentally in the classroom;

- the integration of awareness raising among communities and especially parents, including community enrolment drives and the establishment of school-based and community-based monitoring systems to look out for children at risk.

There is an urgent need to accelerate efforts to achieve universal primary education and eliminate child labour. Challenges in this regard in many developing countries are immense and include increasing access by building more schools and hiring more teachers. To raise the quality of education, there needs to be an improvement of facilities and equipment, training of more qualified teachers, reducing class sizes, improving and updating curricula and materials, advocating a learner-centred approach to education and ensuring an inclusive and participatory approach to education.

Greater collaboration between UN agencies, international organizations and Ministries of Education can help to make school more accessible, child-friendly, child-centred and relevant to the children and to the community, so as to improve rates of enrolment, attendance and retention.

Skills training programmes (livelihood training) for older children

In order to prepare for entry into gainful and skilled employment, the skills/livelihood training components of agency programmes, matched to the needs of the local labour market through training needs assessments, provide practical skills for older children, preferably above the legal minimum age of employment and who have already acquired functional literacy and numeric skills.

It is not appropriate to think of practical skills/livelihood training and basic literacy in "either-or" terms because they are closely related.

Functional literacy and numeric skills are prerequisites for any form of education or vocational training for adolescents. Likewise, practical skills training which requires the physical handling of materials and objects can contribute to proficiency in reading, writing and mathematics. This training gives children abilities that provide immediate economic alternatives and the necessary incentives to make education more attractive. Such training could also facilitate the child's entry into further education and vocational training if such opportunities exist.

In terms of pre-vocational training, children are not trained in one trade only. Certain basic skills, which are needed in a range of trades and crafts, can constitute the "core" curriculum. After developing a sound knowledge and skills base for a wide variety of trades and occupations, students can then specialize. On account of the marked gender segregation in the labour market in many countries, the options for girls to enter different trades or occupations can be limited. In order to ensure that educational programmes do not inadvertently reinforce existing gender inequalities, special attention needs to be given to facilitating the access of girls to vocational training.

Skills/livelihood training is also important in overcoming additional mechanisms of social exclusion, for example lack of access by marginalized children to marketable skills. Offering skills training to adolescents not only helps include former child workers in education and training but also prevents their exclusion from the labour market as adults. Skills/livelihood training programmes should as a minimum include the following criteria:

■ The first step should always be a detailed assessment of what skills are needed and can be absorbed in the local labour market for wage employment but more often for self-employment.

■ In respect of self-employment, students also require assistance in learning how and where to access business support services, such as micro-credit programmes, social protection services, marketing and business accounting.

■ As far as possible, training should be conducted locally where the trainees live.

■ Training should be modular and allow for flexible solutions to suit local and individual needs of the children involved.

■ An effective infrastructure must be put in place to ensure quality of training delivery. This would include, for example, training of trainers (who may not have experience of child labour and the learning capacities, needs and expectations of these children), selecting and matching of modules, quality control of training providers and ensuring that training offered matches local labour market needs.

■ Modules should include not only earning skills, but also life skills, workers' rights and occupational safety and health.

■ Where necessary and relevant, training should include functional literacy and numeric skills education.

■ Families and communities must be mobilized to ensure that adolescents do not return to hazardous work after training.

■ Employers' organizations and local entrepreneurs should be actively involved in providing opportunities for employment after training, even small or micro-enterprises can provide opportunities for apprenticeships and employment.

Engaging the support of teachers and their representative organizations

Teachers and their representative organizations have important roles to play in the prevention of child labour through education. As professionals, they have direct contact with children which allows them to positively influence children's education and guide them in developing fundamental principles and values in life and their future orientation. They can contribute to the prevention of child labour by taking action in schools or the education institutions or programmes in which they work and by reaching out to the wider community. Through their representative organizations, teachers can also contribute in other ways, for example:

■ through establishing and supporting child labour monitoring systems within the school and the community;

- by setting up support networks among other teachers and within the community;

- by working closely with governments, local education authorities and NGOs within special programmes set up to reach out to school children and child labourers;

- by mobilizing within their organizations to raise awareness, monitor situations and press for appropriate reforms within the education system in order to achieve universal primary education;

- by mobilizing other organizations within the wider trade union movement around the interrelated issues of child labour elimination and the achievement of education for all.

The ILO, UNESCO and UNICEF have worked closely together with Education International (EI),[9] the Global Union Federation of teaching and education personnel worldwide, to enhance collaboration with this critical group of professionals through the development of resource material to support their work in the field of child labour and education. The agencies have acquired experience in mobilizing teachers, educators and their organizations, sensitizing them to the problems and needs of working children and in replicating good practices across a number of countries. As a founding member of the GCE, EI continues to collaborate closely with the ILO and UNESCO in this field of activity, including through its own promotion of Global Action Week on EFA each year and in working with ILO-IPEC to promote activities around the World Day Against Child Labour.

An important issue underpinning the campaign for EFA is that of improving teachers' working conditions and their status and implementing the Joint ILO/UNESCO Recommendation Concerning the Status of Teachers (1966).[10] UN agencies and other international organizations acknowledge the challenges facing the teaching profession worldwide, which have not necessarily lessened over time. Teachers and educators who are primarily responsible for providing education to children from poor families in rural or urban areas are faced with considerable problems, such as the lack of the most basic facilities, materials, training and support systems. Often, their working conditions are poor and they assume demanding workloads without adequate compensation and recognition for their efforts. Linked with these problems is a key issue facing education systems today, that of an increasing shortage of teachers and the challenge of retaining teachers in the profession. These combined difficulties inevitably have a significant impact on the overall delivery and quality of education.

School- and community-based monitoring

An effective means of addressing child labour is to regularly check the places where girls and boys may be working. Child labour monitoring (CLM) is the process that ensures coordinated and appropriate observation. Principal activities include: regularly repeated direct observations to identify child labourers and to determine the risks to which they are exposed; referral of these children to education and other appropriate services; verification that they have been removed; and tracking them afterwards to ensure that their situation has improved.

In addition, the educational performance of countries and their education systems is routinely monitored, often to measure progress towards development of education goals. UNESCO, for example, publishes an annual EFA Monitoring Report showing global progress towards the Dakar Framework for Action goals. At national level, education systems are monitored to help with policy development, to ensure that national education policies are being followed and goals met at local, regional and national levels. Monitoring is fundamental to the teaching and learning process, too. At the local level, teachers routinely monitor and record various aspects of students' lives including school attendance, academic performance and behaviour. In addition

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[9] Education International, www.ei-ie.org.

[10] The implementation of the Joint ILO/UNESCO Recommendation concerning the Status of Teachers (1966) and Recommendation concerning the Status of Higher-Education Teaching Personnel (1997) is overseen by the Joint ILO-UNESCO Committee of Experts on the Application of the Recommendation concerning the Status of Teachers (CEART).

to formal monitoring, teachers are often amongst the most knowledgeable about their students and their lives.

Laws governing minimum age of admission to employment and compulsory education are inter-dependent: the enforcement of one contributes to the enforcement of the other. In this sense, it is crucial to establish a link between school and labour authorities, legislation and practice. Child labour monitoring should involve a variety of partners, including government and civil society. School can play an important role, as teachers are central to education delivery. They can help to ensure that education is valued, that schools are child-friendly and that children remain in school throughout the years of compulsory education. Teachers can play a valuable part in the monitoring and follow-up process and act as community monitors themselves in certain cases.

In many communities where child labour programmes have been implemented, child labour committees have been set up, comprising teachers, local and traditional leaders and parents. These committees have been effective in keeping track of children not enrolled in school at the appropriate age and in addressing the problem through enrolment drives within communities. Providing communities, schools and teachers with adequate support systems, such as training and resource materials, enables them to better understand and follow up this work.

As part of their regular work, teachers use formal and informal mechanisms to keep an eye on children's absenteeism from school, to identify children at risk of dropping out of school and to respond to this risk. It is through this process, which is an integral part of a broader Child Labour Monitoring strategy, that teachers can support efforts to eliminate child labour by being involved in the monitoring and identification process through their day-to-day work in schools and by strengthening the capacities of communities to combat child labour.

Child participation in decisions affecting their future

There is a growing body of experience among agencies and other international organizations in respect of involving children in development programmes which directly affect them, including child labour elimination and prevention and the achievement of education for all. This fundamental right is enshrined in the UN Convention on the Rights of the Child and also ILO Recommendation No. 190, which accompanies ILO Convention No. 182 on the Worst Forms of Child Labour and stipulates that children should be consulted as a key stakeholder group in programmes and activities to eliminate and prevent child labour.

In its recent publication "Practice Standards in Children's Participation", Save the Children UK states that: "Participation is about having the opportunity to express a view, influencing decision-making and achieving change. Children's participation is an informed and willing involvement of all children, including the most marginalized and those of different ages and abilities, in any matter concerning them either directly or indirectly. Children's participation is a way of working and an essential principle that cuts across all programmes and takes place in all arenas – from homes to government, from local to international levels." This is a widely accepted interpretation of what is meant by child participation. However, it would be important from an agency perspective to elaborate common guiding principles for this area of activity as soon as possible within the framework of collaboration on child labour and EFA.

The ILO, UNESCO, UNICEF and the Global March Against Child Labour have some experience in this field. At present, the ILO promotes child participation through its community-based education and social mobilization resource package entitled "SCREAM Stop Child Labour". SCREAM stands for "Supporting Children's Rights through Education, the Arts and the Media" and aims to provide a catalyst for action and change in which children lead the process. The programme works through creative, interactive and innovative teaching methods and places emphasis on the use of the visual, literary and performing arts as a means to deepen children's understanding of the issue of child labour and to provide them with powerful tools of self-expression to take action. Equipped with these skills and the prerequisite knowledge, they can engage and mobilize the wider community.

Involving children as key stakeholders

The Global March Against Child Labour has developed an innovative concept, "Child friendly village", designed to increase awareness, provide action-oriented information to targeted villages and encourage child participation in the decision-making process of the village. The objective is to encourage the holistic development of children and the community in general. A child friendly village is a village where all children in the 6 to 14 age group go to school and the village is made child labour free. Efforts are made to empower children by making them aware of their rights and to voice their opinions. Child participation is encouraged by conducting democratic elections wherein the children elect their representatives to form a "Bal Panchayat" (children's parliament). The officially elected adult parliament is encouraged to work in close collaboration with the child leaders.

There are three main phases involved in converting a village into a child friendly village. The first step is to identify a village, and a conscious effort is made to choose one that has a high incidence of child labour. Relevant data is gathered and a preliminary socio-economic survey is conducted called "village mapping". Once the village is identified, the concept, the role of the organization, information and resources are discussed with the head of the village Panchayat.

The main phase ensures that all children in the 6 to 14 age group are enrolled in school. Data on children is collected through a detailed house-to-house survey. More active villagers are encouraged to establish advisory and other working committees, which eventually take over the project from Global March and continue the process on their own. Orientation and capacity-building workshops are conducted for the various committee members. Withdrawal of children from work places is managed sensitively in close collaboration with employers, who also participate in awareness-raising workshops. Part of this process includes encouraging employers to hire adults in place of children and contribute to a more effective and prosperous village economy. In addition, parents are supported in the enrolment of their children in schools.

Other steps in this main project phase include: teacher sensitization, the establishment of a children's parliament following democratic elections and the integration of the children's parliament with the adult village parliament following workshops on involving children in the policy- and decision-making processes of the village. The culmination of this phase involves officially handing over responsibility for the continuation of the project to the village advisory committee. At that point, the village is declared and certified as a "Bal Mitra Village" – a child friendly village.

Source: Global March Against Child Labour

Conclusion and next steps

As long as child labour continues to prevail in many developing countries, and becomes more deeply entrenched in some, the international community will face an increasingly greater challenge in achieving the MDGs, in particular the implementation of universal primary education. Although the implications for EFA have yet to be fully assessed, international experience and expertise in designing programmes and activities to address the fundamental causes and consequences of child labour have highlighted the critical role of education in developing appropriate and sustainable solutions to the problem. However, the manner in which this experience and expertise have been obtained by UN agencies and international organizations pointed to a lack of consistency and coherence across development programmes and insufficient visibility of these programmes internationally. This has also translated into a similar disconnect between the World Bank's priority position on the elimination of child labour and the priorities set at the country level within PRSPs and CAS, which is disappointingly weak.

Nevertheless, there is growing recognition among key agencies, international organizations and other stakeholders of the nature of the implicit links between the elimination of child labour, the achievement of the MDGs and particularly the global initiative to ensure the provision of education for all children. This has been reflected through the impact of successive Inter-Agency Round Tables on Child Labour and EFA through which a working group has emerged involving the ILO, UNESCO, UNICEF, the World Bank and the Global March Against Child Labour. Through the collaborative efforts of this group, a clearer picture is emerging as to what the links are between the elimination of child labour, national education reform within the context of EFA and the MDGs and also what programme interventions are best suited to ensuring that this significant group of out- of-school children is not left behind in attempts to move the MDG and EFA agendas forward.

Lessons learned

The emerging good practices presented in this inter-agency publication point to achievements, remaining challenges and lessons learned and suggest ways to move forward. Good practices in the context of using education as a means of combating child labour can cover a wide range of activities and can be adopted at various levels, for example:

- the national or international policy levels on child labour elimination and EFA, including harmonization of national action plans;

- networking, including among international agencies, as well as national bodies established to monitor child labour elimination or EFA;

- approaches to non-formal education and how these work both as a support to formal school systems, where it would not be possible to transition former working children into formal schools, and as a transitional link between non-formal and formal systems;

- skills training and apprenticeship programmes, particularly for older children who may be of minimum legal working age;

- formal education systems, including developing child friendly learning environments, curriculum development, teacher training, retention strategies, enrolment drives, sport and recreation, etc.;

- effective models promoting the education of girls, a priority area;

- participation of social partners and civil society, including involving teachers' organizations;

- social protection linked to education, such as income-generation activities, health and nutrition;

- social mobilization, including community involvement in education, awareness-raising and community- and school-based monitoring;

- targeting groups at special risk, including indigenous populations, children at risk of the worst forms of child labour, children of migrant workers and trafficked children;

- early childhood education which could have a significant impact on future prevention.

Next steps

Mainstreaming child labour into education policy and programmes will take time and considerable effort and resources. The critical challenges of child labour and education and their interrelationship in the context of poverty reduction strategies and achieving the MDGs should be more clearly defined at policy level. In order to achieve this and as an important first step, there needs to be a stronger and more effective manifestation of political will at the national level and greater mobilization at the international level. It is clear that without the translation of the political will of governments into practical action directed towards socially and educationally excluded children, the problem of child labour will never be fully resolved. These children represent a significant group within societal structures of a country, and strategies to be developed and implemented as a radical cure to this social problem must lie primarily with governments. Therefore, it is also evident that capacities at all levels – local, national, regional and international – need to be further reinforced to support the mainstreaming process. Strategic planning to implement policies and programmes will need to be based on sound problem analyses of child labour and education, establishing baselines and reliable data sources for systematic monitoring of the child labour situation in schools and the wider community.

In addition, there is a vital need to build and sustain partnerships with national governments, development agencies, civil society organizations and the private sector, accompanied by alliances that can establish a broader resource base for mainstreaming child labour into national education frameworks. These partnerships will help in facing the challenge of elaborating multi-sectoral and multicultural programmes to address the educational needs and expectations of working children. Therefore, institutional capacity-building should target collaboration among relevant national ministries and knowledge sharing across sectors.

Experience has shown that policies and programmes targeting child labourers and their educational needs are more responsive, more effective and more sustainable when they are led by governments and when there is broad-based national ownership. In order to reinforce action at the national level to mainstream child labour within the overall framework of the MDGs and EFA, it is vital that appropriate indicators are developed and included in national education plans and global monitoring of EFA progress.

Global Task Force on Child Labour and Education

It is evident from the magnitude of the problem and the complexity and challenge of the solutions, that it will take the combined forces of a range of agencies and organizations to achieve the interrelated goals of EFA and the elimination of child labour. The members of the Inter-Agency Working Group on Child Labour and Education have collected a sufficient amount of knowledge and experience to obtain critical mass in programme design to reach child labourers, their families and children at risk through effective and targeted interventions. These lessons learned will help significantly in building stronger and more focused collaborative efforts between agencies to guide necessary reform of political and resource allocation systems at country level. In order to co-ordinate this critical area of work, the agencies will proceed to move forward with the creation of a Global Task Force on Child Labour and Education as a matter of urgency and no later than the end of 2006.

In full support of national policies, the Task Force could focus on advocacy, with emphasis on in-country and global resource mobilization efforts; technical resource development; capacity-building; and improved coordination through information-sharing and knowledge management. It would be instrumental in developing strategies and procedures that could promote a coordinated global effort to achieve EFA and the elimination of child labour.