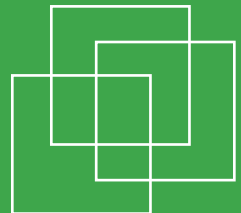




International
Labour
Organization

Preparation of a
Roadmap for
the **Prevention and Elimination**
of **Child Labour**
and its **Worst Forms**

Concept note



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San Jose, March 2010

International Programme on the Elimination
of Child Labour (IPEC)

International Labour Organization (ILO)

The Decent Work Agenda for the Hemisphere (DWAH) adopted at the International Labour Organization's (ILO) Sixteenth American Regional Meeting held in Brasilia in 2006, is a policy-articulated strategy that combines action in the areas of the economy, regulation, institutions and labour markets, with the purpose of promoting decent work in the Americas.

Among the measures to promote the effective fulfillment of the fundamental principles and rights at work, the ILO constituents established two targets related to child labour: to eliminate the worst forms of child labour by 2015 (according to ILO Convention No. 182); and to eliminate all forms of child labour by 2020 (according to ILO Convention No. 138).

The governments of Central America, Panama and the Dominican Republic requested the ILO —through its Ministers of Labour— technical and financial support to define a strategy in order to achieve these targets.

Responding to this request, the ILO International Programme on the Elimination of Child Labour (IPEC) has supported Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama and the Dominican Republic in the construction of Roadmaps for the prevention and elimination of child labour and its worst forms.

This document is based on this innovative experience and could be useful for its adaptation in other countries or regions around the world.

The Roadmap Concept

The Roadmap is a public policy resulting from the integration of public and private interventions, rearranging national action in one single effort.

Public policy is the set of goals, decisions and actions developed by one or several consecutive governments, together with different social sectors, in response to identified national priorities. Public policy transcends government and becomes a State affair.

Within the typology of public policies, the Roadmap constitutes a social policy of special protection for working children and adolescents, and for those at risk of getting involved. This policy is grounded on social policies (such as health and education) and welfare policies (for instance, poverty reduction programmes). The Roadmap visualizes the connection between these policies and the complementary interventions that directly and indirectly affect the prevention and elimination of child labour and its worst forms. In this sense, it not only aims to create new interventions but rather, as a first step, strengthen and organize existing ones.

Regarding the countries that have national plans against child labour and its worst forms, the Roadmap, as a national strategic framework, includes them; this means that it does not replace the specific initiatives in force, but rather proposes a wider action framework by connecting social policies with specific plans, programmes and projects against child labour and its worst forms. Therefore, actors who do not appear to be closely linked with child labour must be included.

When the countries have national development plans and policies concerning children and adolescents –or similar policies–, the Roadmap considers them and visualizes their connection, in order to increase their potential effect on the prevention

and elimination of child labour and its worst forms. This is how the Roadmap overcomes the division between agencies and issues, and thus, the dilution of the actions' potential impact.

In this context, the achievement of the Roadmap's goals is likely to influence the accomplishment of other targets included in the **Decent Work Agenda for the Hemisphere** and the Millennium Development Goals.

The Process: the Stages of the Roadmap

National Assessment

The situation assessment of child labour and its worst forms, and the analysis of the national public policies aimed at confronting this issue, constitute the starting point for the design of the Roadmap. A national situation assessment provides a general view on the magnitude and characteristics of child labour and its worst forms, and the incidence of policies and programmes on its prevention and elimination.

In this stage, it is essential to determine the themes that will be developed in the national Roadmap, since this favors the process' structuring and identification of key action areas.

Each national assessment offers a clear outlook identifying the strengths, weaknesses, opportunities, threats and resources available in the different public institutions and other organizations involved in the matter.

In the case of Central America, Panama and the Dominican Republic, the national Roadmaps were designed in all seven countries at the same time which has culminated in the creation of a sub-regional Roadmap. The priority themes of these countries have been the following:

1. Social policy and poverty reduction.
2. Health Policy.
3. Education Policy.
4. Legal and institutional framework – integral protection of rights.
5. Awareness raising and social mobilization.
6. Generation of knowledge and public policy monitoring mechanisms.

The assessment should be participatory: government agencies, employers' and workers' organizations, and civil society organizations (national and international) should participate. Consequently, the process becomes a real national consultation exercise.

The national Commissions/Committees against child labour and its worst forms (in the countries where they exist), these should play an active role in the national assessment and subsequent stages.

Roadmap Construction

Once the national assessment is completed, the design stage starts: the results of the assessment comprise the input for its construction.

A strategic planning method is used to produce the Roadmap. The resulting framework identifies for each priority theme, its objectives, results, indicators, goals, and strategic actions.

As part of the methodology, and given the difficulty of gathering all actors involved in the matter, a group of experts created *ad hoc* should elaborate the technical proposal of the national Roadmap. The members of this group are experts from the main public institutions, representatives from employers' and workers' organizations, civil society organizations and international organisms.

This group of experts should hold several plenary sessions. In addition, it is recommended to carry out smaller meetings with workgroups organized by priority theme and made up of actors according to their institutional mandate and competence.

Finally, the proposal created by the *ad hoc* group is technically analyzed and validated by the institutions and organizations involved in the matter.

Besides the technical validation, the high-level political validation of the Roadmap is extremely important, requiring a parallel process of political lobby. The political validation strategy depends on the particular situation of each country, and its aim is to ensure the integration of the Roadmap in public policy.

Roadmap Programming and Implementation

The Roadmap is a broad strategic framework that requires *operativization* through the identification, planning and implementation of specific actions—in the short and medium term—, enabling the achievement of the expected results. This is what is known as programming. This process makes the most out of existing coordination and negotiation venues.

In terms of the coordinating body of this process, the country decides which of the Commissions/Committees (child labour, commercial sexual exploitation and/or human trafficking) or what new institutional arrangement will perform the role of coordinating body. This is a coordinating and monitoring body, and not an implementing body.

The result of the *operativization* is the joint programming of the Roadmap; drawing from this instrument, Ministries or public institutions and their specialized departments or units, as well as other relevant actors (local and national) insert into their respective annual operative plans those actions related to their mandate.

In this sense, the Roadmap does not anticipate the creation of new specialized bodies to implement the concerted actions. Instead, existing departments or units are expected to implement them within the agreed timeframe, regardless of their operational range (national, regional and local).

This means that the Roadmap will be implemented if the institutions in charge promote the general and specific public policies concerning children and adolescents; and if they mainstream into the planning and delivery of their daily and extraordinary activities the actions against child labour and its worst forms agreed upon. This principle also applies to employers' and workers' organizations, and civil society organizations.

The steps of this process are detailed in the *Programming, Implementation, Monitoring and Evaluation Guide of the Roadmap*, prepared by the IPEC.

Roadmap Monitoring and Evaluation

Once the programming is completed, the monitoring and evaluation of the implementation of the actions begins. To that effect, a monitoring and evaluation system must be designed. This system will improve the capacity of the Ministries, public institutions, employers' and workers' organizations and civil society organizations to achieve the goals of the Roadmap.

The Roadmap's monitoring and evaluation system entails the periodic verification of delivery of results. It determines the extent to which the activities, timetable, products planned and other actions have been achieved. This allows to take corrective actions (for instance, a change in direction or improvements) in a timely manner if any deficiency or inconsistency is ascertained.

When a country already has a statistical information system on child labour, it is important to articulate it with the Roadmap's monitoring and evaluation system. There are two information platforms in Central America, Panama and the Dominican Republic: SETI-INFO (on child labour) and the subsystem DevInfoLAC ESC (commercial sexual exploitation of children).

The information system is the tool that enables the monitoring of the achievement of results, and is useful for the preparation of the Reports on Conventions No. 138 and 182.

Roadmap for Two or More Countries (Supranational: Bi-national, Sub-regional, Regional)

Provided the geopolitical situation allows and/or demands it, and the Roadmap process is developed together in two or more countries (as in the case of Central America, Panama and the Dominican Republic), the national Roadmaps should have a homogenous design. Thus, it would be possible to prepare a supranational Roadmap.

A supranational Roadmap enables regional actors and cooperation and financing agencies to identify their priorities, favoring the coordination of resource allocation by means of promoting general or thematic donor working groups. In addition, it identifies the areas where horizontal cooperation can be effective, or where other cooperation mechanisms (between governments, regional and international and multilateral organizations, development banks, employers' and workers' organizations) can maximize the impact of the strategic actions.



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