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Labour  
Office  
Geneva



# IPEC action against child labour

## Highlights 2004

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International  
Programme on  
the Elimination  
of Child Labour  
(IPEC)



INTERNATIONAL LABOUR OFFICE  
INTERNATIONAL PROGRAMME ON THE ELIMINATION OF CHILD LABOUR

# IPEC ACTION AGAINST CHILD LABOUR: HIGHLIGHTS 2004

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## CONTENTS

### 5 Executive summary

#### PART I. Implementation Report

##### 13 1. Child labour update: beyond the numbers

- 13 1.1 The state of research and knowledge on child labour
- 15 1.2 IPEC's response
- 16 1.3 IPEC's key strategies
- 18 1.4 Working with the ILO's tripartite constituents
- 22 1.5 Intra-ILO collaboration
- 24 1.6 Cooperation with UN agencies

##### 25 2. IPEC's profile 2004

- 25 2.1 Technical cooperation
- 26 2.2 Support from the donor community
- 28 2.3 Regional perspective
- 28 2.4 The regions at a glance
- 33 2.5 Technical advisory services at the country level
- 33 2.6 Worldwide movement
- 33 2.7 Progress toward 2004-05 targets

##### 43 3. Programme management and organization

- 43 3.1 Programme management
- 45 3.2 Programme design, evaluation and knowledge management
- 46 3.3 Programme challenges

#### PART II. Thematic Highlights

##### 51 1. Child labour and the World Commission Report on the Social Dimension of Globalization

- 51 1.1 Introduction
- 51 1.2 Child labour in a globalizing world
- 52 1.3 Implications for IPEC

##### 57 2. IPEC's intensified response to the child labour problem in Africa

- 57 2.1 Introduction
- 57 2.2 Child labour and development in Africa
- 60 2.3 The role of IPEC

##### 63 3. IPEC's Strategic Programme Impact Framework: Towards a theory of change for the elimination of child labour

- 63 3.1 Developing theories of change
- 63 3.2 Basis for the theory of change: Lines of action and areas of impact of IPEC work

- 64 3.3 The theory of change for what a country could do to eliminate child labour
- 67 3.4 Use of theories of change
- 67 3.5 IPEC's role: facilitation and demonstration
- 68 3.6 Next steps

## Annexes

- 71 **Annex A.** Ratifications
- 77 **Annex B.** Financial tables
- 89 **Annex C.** IPEC child labour surveys
- 93 **Annex D.** Evaluations completed in 2004
- 95 **Annex E.** Selected IPEC products in 2004

## Boxes

- 18 **Box 1.** Taking stock of the time-bound programme approach
- 19 **Box 2.** Government spearheads major child labour programme in India
- 20 **Box 3.** Costa Rican unions reinforce anti-child labour efforts
- 21 **Box 4.** CEASE Child Labour – an employers' initiative
- 21 **Box 5.** Joint activities on farmers' training
- 53 **Box 6.** Child labour and the Millennium Development Goals
- 59 **Box 7.** Universal primary education in Uganda
- 63 **Box 8.** The MISA Initiative

## Charts

- 26 **Chart 1.** Delivery of technical cooperation resources (IPEC)  
by region 1998-2004 (US\$ millions)
- 42 **Chart 2.** Distribution of beneficiaries

## Diagrams

- 64 **Diagram 1.** Lines of action
- 65 **Diagram 2.** Theory of change – Institutional perspective
- 66 **Diagram 3.** Theory of change – Outcomes for children, families and communities
- 67 **Diagram 4.** Theory of change

## Tables

- 17 **Table 1.** Countries with IPEC time-bound support projects  
with funding secured as of end-December 2004
- 25 **Table 2.** The IPEC participating countries
- 26 **Table 3.** Evolution of approvals since 2000 (US\$ millions)
- 27 **Table 4.** IPEC donor governments and organizations (1992-2004)
- 28 **Table 5.** IPEC's regional delivery as per cent of ILO technical cooperation
- 34 **Table 6.** IPEC's performance indicators, biennial targets and progress  
toward achievements for 2004-05
- 40 **Table 7.** Summary of the progress in achieving Indicator 3
- 42 **Table 8.** Total beneficiaries by reporting period
- 44 **Table 9.** Allocations 2004

This report is the mid-term implementation report of the International Labour Organization's International Programme on the Elimination of Child Labour (IPEC) for the biennium 2004-05. Part I reviews the current state of research and knowledge on child labour and IPEC's research projects underway to help close some of the existing gaps. It summarizes IPEC's response to the problem of child labour and its strategy to assist ILO member States to prevent and eliminate it. Also highlighted are trends in IPEC's technical cooperation, advisory services and programme management, as well as the Programme's progress towards meeting its targets for 2004-05. Part II focuses on three selected themes of current interest for IPEC's work.

### **PART I: IMPLEMENTATION REPORT**

#### **Chapter 1. Child labour update: beyond the numbers**

While much clarity and consensus have been achieved over the past decade, there are certain child labour related issues which need further investigation or, in some cases, clarification for key constituents and the public at large. At the 17th International Conference of Labour Statisticians (ICLS)<sup>1</sup>, there was unanimous demand by participants for an agenda item on child labour statistics at the 18th ICLS expected to meet in 2008. These concern in particular the effect of work on children's schooling, health and safety, and the productivity of child workers compared to adults. During the 2004-05 biennium, IPEC will make available information from new research studies on these topics.

There are many children who attend school and engage in work. It is also known that work often constrains both school attendance and performance. Thus, there is reason to believe that hours of work are an important indicator in determining the nature of the link between

school and work. Several studies on the subject have recently been published and IPEC is supplementing those with investigations of its own.

At this point, little is known about the effect of children's working time on their health and safety. There is, however, a substantial knowledge base of the impact of working time on adults. It is assumed that children are affected more severely by even less working hours. Current research aims to help clarify the extent of the accuracy of this assumption and identify an empirical basis for recommendations on maximum permissible working time for children aged 14 to 17 years.

Demand-side research on child labour is also an area where knowledge is still thin. During the current biennium, IPEC is undertaking research to gather preliminary evidence on the relationship between wages and productivity for adults and children and the reasons children are exploited.

#### *IPEC's response and strategies*

IPEC was launched in 1992 within the framework of the ILO Minimum Age Convention, 1973 (No. 138) and with the overall goal of the progressive elimination of child labour, which was to be achieved through strengthening the capacity of countries to deal with the problem and promoting a worldwide movement to combat it. Following the adoption of Convention No. 182 by ILO member States in 1999, this goal was reformulated to give priority to elimination of the worst forms of child labour.

IPEC's work reflects the ILO's policy on child labour enshrined in the ILO Child Labour Conventions and contributes to the ILO's Decent Work Agenda by promoting education alternatives for children and training and employment opportunities for families. The World Commission on the Social Dimension of Globalization in its Report released in 2004 expressed full support

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<sup>1</sup> Held in Geneva from 24 November to 3 December 2003.

for national strategies aimed at eliminating the worst forms of child labour (WFCL) and thus, indirectly, to time-bound programmes (TBPs) initiated in various countries and supported by IPEC through the national time-bound support projects.

Building on its work of the previous biennium and the past decade, IPEC is seeking to strategically position child labour efforts within the macro-level, socio-economic development and political contexts of member States to encourage mainstreaming and integration of child labour issues and concerns. IPEC's strategies – assessing and monitoring child labour, strengthening institutional capacities, assisting in development of national policies and legislation, raising awareness, and creating partnerships – are reflected in the various implementation modalities and technical advisory services it provides. The replication and expansion of successful strategies and models of interventions have been strongly encouraged, while lessons learned have been documented and applied and information on good practices disseminated.

Time-bound programmes are considered as the most pertinent approach for eliminating the worst forms of child labour for a number of countries, and there are currently 19 countries implementing or starting up IPEC's national time-bound support projects. This approach is inclusive of other operational modalities, which include national and regional sectoral programmes that focus on a particular worst form target group and area-specific programmes that focus on a variety of target groups in a particular geographical area. Supporting IPEC's technical outreach in the context of national time-bound support projects are a set of standard approaches, lessons learned, formats and tools, developed in collaboration with other ILO departments and based primarily on IPEC's extensive field experience.

IPEC has worked to strengthen its capacity as facilitator and adviser so as to be in a strong position to support the numerous technical dimensions of assistance called for in supporting national time-bound programmes. TBP related concepts and the experience gained in the field thus far were discussed by field and headquarters specialists at a technical consultation organized in Geneva in March 2004. The consultation yielded many useful ideas and suggestions which have already informed work on IPEC's ongoing time-bound support projects and the TBP approach in general.

### *Collaboration with ILO constituents, other ILO programmes and other UN agencies*

The past several years have witnessed increased and more varied involvement and responsibility in the planning and implementation of child labour-related activities by the ILO's tripartite constituents – governments and employers' and workers' organizations. TBP initiatives have provided further opportunities to strengthen the capacity of principal government agencies to enable them to play a critical role in creating an enabling environment for the prevention and elimination of child labour, particularly through collaborative partnerships.

In close collaboration with employers' and workers' organizations, IPEC is seeking to identify additional action that will further facilitate the involvement of these constituents within the framework of large-scale projects, including time-bound programmes and IPEC's national time-bound support projects. This cooperation would not be limited to working directly with IPEC, but also with other constituents at the national level, including tripartite action. IPEC benefits from the support of and collaboration with the ILO's Bureau for Employers' Activities (ACT/EMP) Bureau for Workers' Activities (ACTRAV) in Geneva and with the ILO employers' and workers' specialists in the field.

IPEC continues to establish and develop working partnerships with various ILO technical departments and programmes office-wide. This intra-ILO collaboration includes joint activities or evaluations, jointly produced materials (such as guidelines and tools), training workshops, conferences, and participation in informal working groups for knowledge sharing and activity coordination. IPEC's time-bound support projects provide an operational framework for the implementation of a range of collaborative actions in the area of policy planning, data and information gathering, institutional capacity building and various direct interventions with children and families.

The joint inter-agency research project, Understanding Children's Work, serves as an important vehicle for strengthening IPEC's cooperation with UNICEF and the World Bank in the area of child labour. IPEC continues to maintain and develop its close relations with UNESCO in the context of activities related to the Education for All initiative to ensure the integration of child labour issues on relevant programme agendas and to reinforce inter-agency collaboration with respect to the Millennium Development Goals.



## Chapter 2: IPEC's profile 2004

### *Technical cooperation and advisory services*

IPEC is currently operational in 87 countries, with 57 of these having signed a Memorandum of Understanding with the ILO.

The growth and expansion of the IPEC programme continued in 2004. Donor pledges and approvals continued to show a steady upward trend during 2004, and this made it possible to further expand the programme in all of the regions where IPEC operates.

IPEC achieved a programme delivery total of US\$ 56.4 million in 2004, which is 19.5 per cent higher than in 2003. IPEC's delivery rate (the percentage of actual expenditures compared with allocated funds) for 2004 was 63 per cent. The trend of project-specific, rather than core, funding continued. During 2004, IPEC produced 30 project-specific documents representing an approved funding total of US\$ 66.3 million.

Donor support for child labour prevention and elimination efforts through IPEC has been firm in the current biennium 2004-05, with pledges remaining strong. While in some instances donor support has continued on a geographical basis (country or region), in others it is linked to a particular target group or focused on specific IPEC strategies. Donors are also finding value in supporting the IPEC time-bound approach.

From a regional perspective, IPEC has placed increasing emphasis on regional synergies for finding solutions to child labour problems. In Asia and Latin America this approach has taken off both in terms of programme interventions and networking. Section 2.4 of the report provides short overviews of active IPEC-supported projects in each of the five regions where IPEC is active.

IPEC provides constituents with legal analysis and advice regarding national legislation and the application of the ILO Minimum Age Convention, 1973 (No. 138) and the ILO Worst Forms of Child Labour Convention, 1999 (No. 182). IPEC has continued gathering and analysing country-specific information on law and practice of child labour through the reporting system on ratified Conventions No. 138 and No. 182. Advice is also provided to constituents on integrating child labour issues in development policies and in planning, establishing national plans of actions and implementing time-bound programmes. IPEC also offers guidance to constituents and staff in enhancing social dialogue and cooperation with employers' and workers'

organizations. In 2004, technical support was also provided in designing and establishing child labour monitoring systems.

IPEC experience shows that local-level action can be reinforced and supported by worldwide public awareness and mobilization. To this effect, IPEC supported several global initiatives in 2004, notably, the third World Day against Child Labour (12 June 2004), the Red Card to Child Labour Campaign, SCREAM (Supporting Children's Rights through Education, the Arts and the Media) and the 12 to 12 Partnership Initiative.

### *IPEC's progress towards reaching its targets for the biennium 2004-05*

IPEC's work contributes to the strategic and operational objectives of the ILO as stated in the ILO Programme and Budget for 2004-05. To keep track of progress in achieving its targets for the ILO's operational objective 1b on the elimination of child labour and to ensure a common understanding of the four indicators that were established, IPEC developed a global monitoring plan, including precise definitions of the indicators and means of verification, forms for recording the information and standard tables for reporting.

Indicator 1 concerns raising the number of ratifications of Convention No. 138 to a level comparable to Convention No. 182. For the current biennium, IPEC is targeting 20 additional ratifications. So far four additional member States have ratified, which brings the total to 135. An additional three countries have also ratified Convention No. 182, which has now been ratified by 150 of the ILO's 177 member States.

Knowledge building and sharing remain a cornerstone of IPEC's work. Research and statistics are produced for policy, advocacy and operational purposes and knowledge from operational experiences is presented in strategies, models of interventions and good practices. Indicator 2 reflects IPEC's aim to disseminate ILO methodologies, approaches, research and good practices on child labour as widely as possible. Reports from IPEC projects show that the 2004-05 target of 30 countries that use ILO methodologies in their own work in the reporting period has already been reached.

Indicator 3 relates to the application of the ILO child labour Conventions. By the end of the biennium, at least 40 member States are to have drawn on ILO support to make significant progress in applying Conventions No. 138



and No. 182. For the purposes of this indicator, “application” is defined as the implementation of at least two interventions associated with time-bound programmes. The interventions referred to here largely reflect political commitment and policy frameworks put in place by governments to eliminate the worst forms of child labour, such as legal reforms, policies with time-bound targets to eliminate the worst forms of child labour, data collection and analysis, and child labour monitoring systems. To date, 23 member States have undertaken two interventions and 26 member States have undertaken one intervention – indicating that the overall target of 40 is well within reach.

Indicator 4 concerns the number of children who benefit from ILO action (through either preventive measures or support for measures aimed at removal of the children from labour situations), in particular in regard to the worst forms of child labour and considering the special situation and needs of girls. The indicator allows for separate measures of children who benefit directly from pilot projects executed by the ILO through its implementing agencies and those who benefit indirectly from initiatives executed by other development partners (member States, organizations and other agencies) as a result of ILO support and advocacy. Data for 2004 indicate that the target of 300,000 direct beneficiaries for the biennium will most probably be reached and may even be exceeded. Many projects with large numbers of targeted beneficiaries started in late 2002 or 2003 and will only show results for this particular indicator during 2005. Given the complexity of accurately counting indirect beneficiaries, estimates for this target will not be available until the end of the biennium.

### **Chapter 3: Programme management and organization**

A rapidly growing programme, an insecure staff resource base and a challenging problem to address have required innovation and constant fine-tuning of IPEC’s organizational and management practices. IPEC continued to promote, through training of field staff and regular follow-up, the use of procedures and administrative and financial controls that were streamlined in the previous biennium. It is also recognized that such training and follow-up needs to go beyond IPEC staff to reach implementing agencies as well.

IPEC is currently reviewing and implementing the recommendations of a gender audit and a global programme evaluation by the ILO, both completed in 2004. The results of the latter were discussed at the November 2004 meeting of the Programme, Financial and Administrative Committee of the ILO Governing Body.

Efforts were reinforced to streamline and consolidate IPEC country teams to work as integral part of the ILO field office teams. To this effect, IPEC focal points were designated from among the IPEC national coordinators/managers and guidance is being provided on making the IPEC programme coherent and efficient in the countries. The continued commitment of IPEC to decentralize is reflected in its practice to establish all new projects on a decentralized basis unless there is a specific reason to centralize the budget.

While in the short-term IPEC’s staff resource planning at headquarters for 2004-05 is sound, this situation remains precarious for future biennia due to IPEC’s continued reliance on voluntary donor support for the funding of many core functions. Staffing levels in Geneva had to be slightly reduced in 2004 owing to lower Regular Budget allocations for the 2004-05 biennium and a revised allocation system for Programme Support Income (PSI).

Much of the procedural work done by IPEC last year was related to the Integrated Resource Information System (IRIS) project. The year 2004 also saw the introduction of a fast-track approval system for action programmes and further streamlining of the process of recruitment of Chief Technical Advisers and project experts for new projects.

#### *Programme design, evaluation and knowledge management*

Planning and design processes were further consolidated and enhanced through increased use of the Strategic Programme Impact Framework as a planning and communication tool by IPEC and its partners. Project and thematic evaluations managed during 2004 reached a record high for IPEC, while work on impact assessment progressed as tracking and tracer methodologies were taken to the field for pilot testing.

Forty-two evaluations were completed during 2004, including three thematic evaluations. A similar number of evaluations are expected to take place during 2005. This represents an increase of about 100 per cent compared to 2002-03.

## **PART II: THEMATIC HIGHLIGHTS**

In this section of the report, three topics (noted below) provide more in-depth reflection on themes of importance to IPEC's current work.

### **Chapter 1: Child labour and the World Commission Report on the Social Dimension of Globalization**

The Report of the World Commission on the Social Dimension of Globalization released in 2004 makes specific mention of child labour in several contexts. It identifies child labour as “a serious problem in its own right and a major factor limiting school enrolment, retention and educational achievement” and sees it as a consequence of poverty as well as a factor in its perpetuation. The ILO is currently in the process of reflecting on the implications of the Report for its work. This thematic section is an initial attempt to contribute to this dialogue and process in the area of child labour. The coverage focuses mostly on several initiatives designed to strengthen IPEC action against child labour in a globalizing world.

### **Chapter 2: IPEC's intensified response to the child labour problem in Africa**

Any effort to resolve Africa's developmental challenges must come to grips with the problem of child labour in the region and its place in the overall development context. With a view to developing a more coherent and extensive programme in support of the progressive elimination of child labour in Africa, IPEC has been taking stock of the situation in a forthcoming report that explores the problem of child labour in the context of development challenges in Africa. This thematic section draws on some of the findings and conclusions of the report, with a focus on their implications for the role of IPEC in the medium term.

### **Chapter 3: The IPEC Strategic Programme Impact Framework – Towards a theory of change for the elimination of child labour**

The key to the efficient use of the knowledge base accumulated by IPEC and its partners is to systematize it so that it becomes a tool with which one can analyse the child labour situation in specific contexts and identify the outcomes based on different strategies and at different levels. A theory of change that is presented as a logic model to help partners analyse and plan interventions in specific contexts can be an effective start to action on child labour. This section reviews IPEC's Strategic Programme Impact Framework for developing a specific theory of change framework for child labour elimination in a given country.



## **PART I**

# Implementation Report 2004



Mounting worldwide interest in the issue of child labour and keen commitment by governments, employers' and worker's organizations and civil society have heightened the pursuit for ever more sophisticated knowledge and understanding of the many factors that play into child labour's causes, effects and solutions and their inter-linkages. The International Labour Office (ILO) in June 2002<sup>1</sup> provided a broad mapping of the gloomy situation that millions of children are caught in. Of the 246 million children engaged in what the ILO defines as child labour, 171 million were estimated in hazardous situations or conditions that qualify as worst forms of child labour and 8.4 million were involved in the unconditional worst forms of child labour.<sup>2</sup> The ILO's International Programme on the Elimination of Child Labour (IPEC) has continued to probe into the factors, dynamics and inter-linkages beyond these numbers.

### 1.1 THE STATE OF RESEARCH AND KNOWLEDGE ON CHILD LABOUR

In accordance with the principles and guidelines set out in the ILO Minimum Age Convention, 1973 (No. 138) and the ILO Worst Forms of Child Labour Convention, 1999 (No. 182) and their respective supplementing Recommendations (No. 146 and No. 190), ILO member States must determine certain elements to make precise regulations<sup>3</sup> that draw a clear line between what is child labour for elimination and what are acceptable forms of work by children. To facilitate this, IPEC carries out research and statistical surveys so that governments, in consultation with employers' and workers' organizations, can make informed decisions concerning regulations that are appropriate for their own national contexts. While much clarity and consensus have been achieved over the past decade, there are issues which need further investigation and others where the need persists for additional

clarification for key constituents and the public at large.<sup>4</sup> This includes, for example, research and analysis regarding some of the worst forms of child labour, especially hazardous work and forced labour. In the case of the latter, forced labour is particularly difficult to quantify and is the subject of separate ILO Conventions<sup>5</sup> that cover both adults and children. It is also covered by Convention No. 182.

Another important line of work aims at an internationally agreed statistical definition of child labour that will allow comparable and unambiguous estimates of child labour across countries. At the 17th International Conference of Labour Statisticians (ICLS)<sup>6</sup>, there was unanimous demand by participants for an agenda item on child labour statistics at the 18th ICLS that is expected to meet in 2008.

IPEC is pursuing further queries, including the point whereat light work or any other activity becomes child labour and how many hours of work are too many. During the 2004-05 biennium, IPEC will make available information from two publications looking at the impact of work on school attendance and performance, and the impact of working time on children's health and safety. Though not intended to answer all these questions, the information is foreseen to contribute to the body of knowledge and the debate

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<sup>1</sup> IPEC: *Every child counts: New global estimates on child labour*, which served as statistical input for ILO: *A future without child labour: Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work* (Geneva, ILO, 2002). Available on the ILO web site: [www.ilo.org](http://www.ilo.org).

<sup>2</sup> For types of child labour comprising the worst forms, refer to the ILO Worst Forms of Child Labour Convention, 1999 (No. 182).

<sup>3</sup> See, for instance, Annex A, table 1 for the minimum age declared under Convention No. 138.

<sup>4</sup> See ILO: *A future without child labour*, op. cit.

<sup>5</sup> ILO Forced Labour Convention, 1930 (No. 29) and the ILO Abolition of Forced Labour Convention, 1957 (No. 105).

<sup>6</sup> Held in Geneva from 24 November to 3 December 2003.

on these issues. Other IPEC research endeavours are exploring and analysing the demand factors related to child labour to see why employers prefer children to adults, particularly for some types of work. Research initiatives in Asia, Eastern Europe and the Balkans to be completed in 2005 will provide information on how the different socio-economic developmental, labour and migration issues act in shaping the demand side of trafficking and on the overall policy, legal and socio-cultural contexts that allow and nurture the use of trafficked victims. The information will also contribute to increased understanding of employers who engage children and young women in the worst forms of child labour as well as of involved third parties.

### 1.1.1 The impact of children's work on school attendance and performance

Education is widely acknowledged to be the most compelling potential alternative to children's involvement in full-time work and consequently a powerful tool for preventing child labour and removing children from work. Yet, schooling and child labour are not always mutually exclusive – many children both attend school and work. According to the ILO's 2002 global estimates on child labour, close to half of all working children are also enrolled in school. While links between child labour and school attendance exist, it often is not clear what those links are. Existing empirical evidence on the scope of this relationship is mixed. While in some cases work may enable children to afford schooling, it is also known that work constrains and affects both school attendance and performance.<sup>7</sup> Recent years have shed considerable light on the conditions under which children work, especially light work<sup>8</sup>, which can be detrimental to school attendance and performance. However, gaps remain in this knowledge and further investigation is needed.

There is reason to believe that hours of work are an important indicator in determining the nature of the link between school and work. Several studies on the subject have recently been published and IPEC is supplementing those with investigations of its own. For example, a study based on data from Nicaragua and Pakistan on the subject finds that as little as one hour of work per day has negative effects on school achievements.<sup>9</sup> Another conclusion based on several studies among North American high school students reaffirms a connection between working

more than 15 to 20 hours per week and reduced school success, as well as an increased risk of school dropout.<sup>10</sup> An IPEC study now underway is drawing on new data collected in Brazil, Kenya, Lebanon, Sri Lanka, and Turkey.

### 1.1.2 The impact of working time on children's health and safety

ILO Recommendation No. 190<sup>11</sup> accompanying Convention No. 182 stresses the need for up-to-date and detailed information and statistical data on the nature and extent of child labour to serve as a basis for determining priorities for national action for the abolition of child labour, particularly for the prohibition and elimination of its worst forms. While the 2002 ILO global statistical report provide estimates of children involved in hazardous situations or conditions<sup>12</sup> and some information is available on the general impact of child labour on health,<sup>13</sup> little is known about the effect of children's working time on their health and safety. However, there is a significant knowledge base on the impact of working time on adults, and it can be assumed that children are affected in even more severe ways than adults by even less working time. Data on which to base such thresholds are not yet available for children, but IPEC is currently

<sup>7</sup> See P. Orazem, and V. Gunnarsson: *Child labour, school attendance and academic performance: A review*, IPEC working paper (Geneva, ILO, 2003), which examined existing evidence on the subject and served as a concept paper for the overall study: *The impact of children's work on school attendance and performance* (ILO: forthcoming), and R. Ray and G. Lancaster: *Does child labour affect school attendance and school performance: Multi-country evidence based on SIMPOC data*, IPEC working paper (Geneva, ILO, 2003) analysed data from seven national household surveys. Both working papers demonstrate that children's work does adversely affect their learning outcomes.

<sup>8</sup> ILO Convention No. 138, Art. 7(b) stipulates that light work may be permitted as of the age of 12 or 13 provided it does not "prejudice attendance at school" nor the "capacity to benefit from the instruction received".

<sup>9</sup> F. C. Rosati and M. Rossi: *Child Labour and Human Capital Accumulation: Evidence from Pakistan and Nicaragua* (Florence, UCW, 2001).

<sup>10</sup> C. Naylor: *How does working part time influence secondary students' achievement and impact on their overall well-being?* (Geneva, ILO, 1999).

<sup>11</sup> (R190) Worst Forms of Child Labour Recommendation, 1999.

<sup>12</sup> IPEC: *Every child counts: New global estimates on child labour* (Geneva, ILO, 2002).

<sup>13</sup> See, for example, A. G. Fassa: *Health benefits of eliminating child labour*, IPEC working paper (Geneva, ILO, 2003).



looking at household survey data from Bangladesh, Brazil and Cambodia to come to an understanding of the relationship between the intensity of children's work (i.e., children's weekly working hours) and children's health.<sup>14</sup> The effect of work hours on health outcomes is not simply a matter of the number of hours as it can be compounded by the nature of the work performed. For this reason, the sector of work is also included in the analysis, which will contribute to identifying an empirical basis for recommendations.

### 1.1.3 The impact of gender biases on girls' education

Looking into how gender biases are reflected in the composition of child labour and how these biases impact the education of both working and non-working girls, three recently published IPEC studies<sup>15</sup> confirmed that there are positive links between mothers' and fathers' decent employment opportunities and girls' education, including attendance and enrolment. Income generating activities for women and the provision of school stipends were also seen to have a positive effect on girls' education. The studies further reaffirmed that the gender-based division of labour practiced by adults tends to correspond to cultural and gender patterns in society, which is transferred to boys and girls. Mothers' educational levels were also found to be significant for children's well-being: not only did mothers' higher attainment both reduce the likelihood of children working and increase girls' enrolment in education, but it also had a clearly beneficial impact on the health status of the children.

### 1.1.4 Child labour wages and productivity levels

Although much attention is given to paid employment of children, demand-side research on child labour is relatively weak compared to research on household factors. If particular occupations could be identified in which child labour is especially profitable, demand-side interventions could be more effectively designed and targeted. During the current biennium, IPEC is undertaking research<sup>16</sup> to gather preliminary evidence on the relationship between wages and productivity for adults and children and the exploitation of children, in two occupations in each of the four

selected countries, namely: coastal fishing and restaurants in Ghana, car repair workshops and brick kilns in India, pyrotechnics and fashion accessories in the Philippines, and inland fishing and construction in Uganda.

The continuing research effort augments IPEC's knowledge, and thereby its response to the multi-faceted aspects of the child labour problem. IPEC's field programmes and technical advisory services embody this knowledge and in turn generate further queries on the road to ever greater sophistication in both knowledge and practice.

## 1.2 IPEC'S RESPONSE

### 1.2.1 The goal

IPEC was launched in 1992 within the framework of the ILO Minimum Age Convention, 1973 (No. 138) and with the overall goal of the progressive elimination of child labour, which was to be achieved through strengthening the capacity of countries to deal with the problem and promoting a worldwide movement to combat it. Following the adoption of Convention No. 182 by ILO member States in 1999, this goal was reformulated to give priority to elimination of the worst forms of child labour.<sup>17</sup> It also calls for the provision of alternatives for children and families to ensure that the children truly benefit as a consequence of child labour interventions and do not end up in worse situations. In accordance with ILO policy and guidelines, gender is an integral part of IPEC's action and processes.

IPEC's work promotes the ILO's policy on child labour and contributes to the ILO's Decent Work Agenda. Withdrawing children from child labour, providing them with education

<sup>14</sup> Working paper expected to be available in early 2005.

<sup>15</sup> K. Abu Gazaleh et al.: *Gender, education and child labour in Egypt* (Geneva, ILO, 2004); Partners for Development et al.: *Gender, education and child labour in Lebanon* (Geneva, ILO, 2004); Y. Erturk and M. Dayioglu, *Gender, Education and Child Labour in Turkey* (Geneva, ILO, 2004).

<sup>16</sup> Study results are expected in early 2005.

<sup>17</sup> In the ILO's Programme and Budget for 2004-2005, Operational Objective 1b has been reformulated as: "Child labour is progressively eliminated through capacity building and strengthening of the worldwide movement against child labour, with priority given to the urgent elimination of its worst forms and the provision of alternatives for children and families".

and assisting their families with training and employment opportunities contributes to concrete reductions in the decent work deficit.<sup>18</sup> The World Commission on the Social Dimensions of Globalization in its recent Report<sup>19</sup> expressed full support for national strategies aimed at eliminating the worst forms of child labour and thus, indirectly, to time-bound programmes initiated in various countries and supported by IPEC. Several of IPEC's strategies related to its time-bound support programmes are consistent with the recommendations of the Commission.<sup>20</sup> These include, for instance, strategies for strengthening education, promoting decent work, ensuring broad-based dialogue and increasing coherence among government and donor-supported policies and programmes. The work of the time-bound programmes at local level, in particular, can promote the Commission's recommendations in an integrated manner. IPEC's experience shows that to be effective, poverty alleviation programmes must address child labour issues through prevention, withdrawal, and the strengthening of national capacity, especially in the education and training system. The consequences of child labour go well beyond childhood: they also affect national economies through losses in competitiveness, productivity and potential income.

### 1.2.2 Setting target group priorities

While the goal of IPEC remains the prevention and elimination of all forms of child labour, the priority target groups for IPEC's action are the worst forms of child labour, which are defined in Convention No. 182 as:

- (a) all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict;
- (b) the use, procuring or offering of a child for prostitution, for the production of pornography or for pornographic performances;
- (c) the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children.

## 1.3 IPEC'S KEY STRATEGIES

Building on its work of the previous biennium and the past decade, IPEC is seeking to strategically position child labour issues at the macro-level in socio-economic development and the political contexts of member States to encourage mainstreaming and integration of child labour issues and concerns. In doing so, IPEC is emphasizing the need for assessing and monitoring the extent and nature of the problem, the strengthening of institutional capacities and mechanisms and provision of assistance for the development and implementation of national policies. Creating awareness at the global and local levels and mobilizing a wide range of alliances and partnerships to take action remain key strategies. With the focus on the implementation of Conventions No. 138 and No. 182, advice on preventive and protective legislation remains a priority.

These strategies are reflected in various implementation modalities and technical advisory services provided by IPEC. Interventions are supported to demonstrate viable strategies for the prevention of child labour, withdrawal of children from it, and the rehabilitation of former child labourers and their integration into society as typical and healthy children. Furthermore, the replication and expansion of successful strategies and models of interventions are encouraged, while experiences are documented and information is disseminated on good practices and lessons learned. Technical assistance modalities, including the national time-bound support projects, regional and national sectoral projects, are planned and established to the extent possible with national and other donor contributions.

IPEC systematically integrates gender concerns into its planning, design, implementation, reporting and evaluation processes. Project strategies cater for the different needs of boys and girls, men and women and address impact issues as related to girls and boys. IPEC's research takes into account gender composition and gender concerns. Methodologies to deal with gender issues have been integrated into the *IPEC Programme and Operations Manual* and the training of both IPEC and implementing agency staff.

<sup>18</sup> ILO: *Working out of Poverty* (Geneva, 2003).

<sup>19</sup> ILO: *A Fair Globalization: Creating Opportunities for All*, report of the World Commission on the Social Dimension of Globalization (Geneva, 2004).

<sup>20</sup> See in Part II: *Child Labour and the World Commission Report on the Social Dimension of Globalization*.

**Table 1. Countries with IPEC time-bound support projects with funding secured as of end-December 2004**

	Africa	Arab States	Asia	Europe & Central Asia	Latin America
2001	Tanzania		Nepal		El Salvador
2002			Philippines Bangladesh		Dominican Republic Costa Rica
2003	South Africa Senegal		Indonesia Pakistan	Turkey	Brazil Ecuador
2004	Ghana Kenya Madagascar	Lebanon	Cambodia		

To continue to remain relevant and responsive, IPEC reviews and analyses its approaches and modalities and learns from its experience. It improves methodologies and technical tools so as to continually invigorate the fight against child labour.

### 1.3.1 Consolidation of the time-bound programme (TBP) approach

Faced with fundamental challenges posed by the severity of the problem of the child labour, particularly its worst forms, and the high demand for assistance from countries that have ratified Conventions No. 182 and No. 138, IPEC has sought to move vigorously toward more upstream work that would involve intensified support to the development of policy and national plans of action, updating and enforcement of national legislation as well as the strengthening of the capacities of key players at the policy, planning, and implementation levels. However, given the urgency of the child labour situation and IPEC's experience in supporting partner agencies within countries to develop and demonstrate viable solutions, IPEC has not withdrawn from the downstream direct action targeted at communities and families. The IPEC programme approach seen as most pertinent to the situation in many of the countries has been the national time-bound support project, with its focus on investigation and analysis of the child labour targeted, policy development and integration of child labour into major development policies and programmes in the country, linkages with other key programmes, development of child labour monitoring systems, direct

action targeted at the children and their families, strengthening the knowledge base, disseminating information, and continuous awareness raising at all levels. To promote this approach, IPEC has, for instance, intensified its efforts to encourage national agencies and institutions to take the lead in programme development, implementation, and resource mobilization.

The IPEC national time-bound support project, indeed the national time-bound programme, takes as its starting point the active commitment of governments to undertake intense, multi-sectoral and sustained action for the prevention and elimination of child labour, with a priority on its worst forms. IPEC's assistance in this regard is anchored in the country's national time-bound programme (TBP), national plan of action (NPA) or other national programme framework. Notwithstanding the commitment of governments to transform plans to action, impediments such as conflicts, natural disasters, change of governments and other competing priorities can hamper the process and deter the achievement of goals.

The IPEC national time-bound project is inclusive of other operational modalities, such as national and regional sectoral programmes that focus on a particular worst form target group, or area-specific programmes that target a variety of child labour groups in a particular geographical area. In fact, IPEC experience shows that, given some flexibility, the time-bound programme modality is able to successfully integrate other modalities (sectoral or area-based) within the national time-bound framework.<sup>21</sup>

<sup>21</sup> Current examples include the programmes in Pakistan and Tanzania.

### BOX 1. TAKING STOCK OF THE TIME-BOUND PROGRAMME APPROACH

In 2001, IPEC national time-bound support projects were introduced in three countries – El Salvador, Nepal and Tanzania. By 2004, the number had reached 19.

The implementation of these projects has helped to refine the TBP concept, for example in terms of content, emphases and relationships with ongoing interventions in areas such as macro-economic policy, poverty reduction and education. Refinement and further development of methodologies and strategies have also occurred. The specific roles that IPEC and other ILO units can play and the required capacity to fulfil these roles have also been clarified. Such issues are having an important bearing on the nature of coalitions and partnerships to be developed with government agencies, the social partners, non-governmental organizations, community groups and donors.

To assist countries in TBP development and implementation, IPEC produced the *TBP Manual for Action Planning*, a kit containing a number of guidelines and tools covering the various stages of programme design and implementation, such as data collection and analysis, awareness raising, stakeholder consultations and social mobilization, resource mobilization, target setting, policy options and strategies for different sectors and areas of intervention, and programme management, including strategic planning, monitoring and evaluation. The Manual is available in English, French and Spanish.

The experience gained in the field thus far and the related concepts were brought to the table for stock-taking and discussion at a technical consultation on the TBP approach, organized in Geneva in March 2004. IPEC field staff involved in TBP design and implementation, child labour specialists and representatives of donors and partners implementing complementary education initiatives in selected TBP countries reviewed various design, planning, conceptual and implementation aspects of country experiences. They discussed the conditions that would be necessary for achieving the goals, the difficulties encountered, and identified opportunities and strategies for enhancing the attainment of the goals of the TBPs and IPEC's support projects.

The consultation yielded many useful ideas and suggestions which have already informed TBP work this year. Further reflections on the consultation and how it affects IPEC's work on the TBPs are ongoing within IPEC.

During the previous biennium, IPEC strengthened its capacity as facilitator and adviser so as to be in a strong position to assist with the numerous technical dimensions called for in supporting the national time-bound programmes. Underpinning IPEC's technical outreach are a set of standard approaches, lessons learned, formats and tools<sup>22</sup> developed in collaboration with other ILO departments and based primarily on IPEC's extensive field experience. The key policies and related programme interventions that IPEC needs to influence vary but are often within the sphere of the ILO's work,<sup>23</sup> particularly its Decent Work Agenda.

### 1.4 WORKING WITH THE ILO'S TRIPARTITE CONSTITUENTS

Enhanced collaboration with the ILO constituents – governments, employers' and workers' organizations – is both an important priority and challenge for IPEC. Each of these partners has inherent strengths that IPEC supports in promoting policy reform and implementing programmes. The past several years have witnessed increased and more varied involvement and responsibility in the planning and implementation of child labour related activities by these constituents.

<sup>22</sup> Annex E provides a list of guidelines and tools produced in 2004.

<sup>23</sup> For more information on collaboration within the ILO, refer to Part I, Section 1.5 of this Report.

### 1.4.1 Governments

Time-bound programme initiatives have provided further opportunities to strengthen the capacity of principal government agencies to play a critical role in creating an enabling environment for the prevention and elimination of child labour, particularly through collaborative partnerships. To cite only a few of many examples, strong and forthcoming government engagement was central in the elaboration of the TBP in Madagascar. The Ministry of Labour mobilized the support of other line ministries of the Government Cabinet within a short period of time and established a child labour unit (Division PACTE: Prévention, Abolition et Contrôle du Travail des Enfants) in the Ministry of Labour. In addition, the Minister of Labour announced at the 2004 International Labour Conference that Madagascar's Poverty Reduction Strategy Paper (PRSP) would undergo a second round of national consultations to include specific reference to the elimination of child labour. Box 2 highlights another

example from India where there is also strong government ownership of efforts to eliminate child labour.

In Central America, government commitment has also underpinned significant steps forward over the last year. In Nicaragua, for example, representatives of the Ministry of the Family, the Ministry of Labour, the ILO and the NGO Asociación Quincho Barrilete signed an agreement in January 2004 committing to coordinate their efforts to eliminate commercial sexual exploitation of children. The signatories will form a joint committee to organize and coordinate their work and develop a united plan of action.

In support of IPEC's work in Jordan, the country's Development and Employment Fund is planning to allocate about US \$1.4 million in its 2005 budget to be provided as loans to families of working children.

#### **BOX 2. GOVERNMENT SPEARHEADS MAJOR CHILD LABOUR PROGRAMME IN INDIA**

Since the adoption of a National Child Labour Policy in 1987, the Government of India has spearheaded a major child labour elimination programme in the country through its flagship National Child Labour Projects (NCLP). Thus far, 150 NCLPs have been launched across the country to provide educational and other rehabilitation services to children withdrawn from hazardous work in industries. The programme is supported by a budgetary allocation by the Government of Rs. 6020 million (about US\$ 131 million) during the Tenth Five-Year Plan 2002-2007 to cover 250 districts out of the total 601 districts in the country during the plan period.

Through convergence with Department of Education – Ministry of Human Resource Development programme, *Sarva Shiksha Abhiyan* (Education for All), the Government is aiming at universal elementary education, strengthened public education and prevention of child labour. Complementing the efforts of the Central Government, several major states (Provincial Governments) are implementing time-bound programmes for the elimination of child labour. Special investigation cells established in some States enforce existing laws that ban employment of children in hazardous industries.

India has been participating in IPEC since its inception in 1992 and building on the experience, a comprehensive and large-scale project on child labour – INDUS – is now being implemented by the federal and state governments, with support from IPEC in 20 districts of four large states. The project receives equal contributions of US\$ 20 million each from the Government of India and United States Department of Labor.

The project seeks to develop an integrated multi-sectoral approach through several components. Among these are: strengthening public education as a measure to prevent child labour, providing vocational skills training to adolescents in the age groups of 14-17 years and income generating opportunities to the families of child labour. The project has a strong focus on institution building and proposes to create participatory structures to bring together governmental agencies, employers, trade unions and non-governmental organizations to carry out activities in a systematic and sustained manner at all levels.



### 1.4.2 Employers' and workers' organizations

In close collaboration with employers' and workers' organizations, IPEC is seeking to identify additional action that will further facilitate the involvement of these constituents within the framework of large-scale projects, including the time-bound support projects. This cooperation will not have to be limited to direct action with IPEC, but would involve cooperation amongst constituents at the national level, including tripartite action. To this end, IPEC envisages the elaboration of guidelines for its headquarters and field staff that will facilitate the involvement of the social partners in national programmes and activities. These guidelines will benefit from a consultative process with ACTRAV and ACT/EMP and will also help employers' and workers' organizations in understanding the nature of IPEC's work. The guidelines will be published in early 2005.

In IPEC's recent collaboration with employers' and workers' organizations, efforts have been directed at both upstream policy work and downstream direct action to take advantage of considerable political appeal capacities in influencing policy development and reform within the sphere of key socio-economic areas such as employment, trade, social welfare and education. Box 3 describes an example from Costa Rica of the very active participation of three trade union confederations on policy development and in the promotion of implementation of Conventions No. 138 and No. 182.

Working with employers' and workers' organizations was a key topic in each of the IPEC regional staff workshops in 2004. Reports from field staff participating in these workshops revealed the significant extent to which employers and their organizations and trade unions are actively involved in child labour projects. Box 4 highlights one such case from India.

#### BOX 3. COSTA RICAN UNIONS REINFORCE ANTI-CHILD LABOUR EFFORTS

Since the ratification of Convention No. 182 by the Costa Rican Government in 2001, the trade union movement has thrown its full weight behind national efforts to progressively eliminate child labour. The union confederation *Central del Movimiento de Trabajadores Costarricenses* (CMTC) participates fully in meetings and programmes of the National Council of Childhood and Adolescence and the National Steering Committee for the Elimination of Child Labour. This commitment was reinforced at the 5th National Congress of the CMTC in 2002 when the issue of protecting the rights of children and adolescents was placed high on the organization's political agenda.

There are three trade union confederations in Costa Rica and IPEC works closely with all of them in order to ensure coherence and strength in the efforts of the labour movement to support the elimination of child labour. As well as playing a key role in national initiatives on the issue, the trade union groups have also been active in the identification of hazardous forms of child labour in Costa Rica. In addition, the CMTC has developed its own plan of action to complement the 2nd National Plan of Action on the Elimination of Child Labour, 2005-2010.

In April 2004, the three trade union confederations organized a national seminar on child labour which established a joint trade union agenda based on the analysis and discussion of their individual efforts and research. The inter-union plan of action highlights the need for further activities in the areas of lobbying, development of organizational structures, legislative reform, awareness raising and education, improved communications and information, social mobilization and monitoring.

Current activities within the labour movement include:

- Capacity-building workshops for trade union members on the terms and follow-up of ILO Conventions No. 138 and No. 182, to which the unions invite the participation of NGOs, government agencies and IPEC;
- Providing supplementary comments to national reports to the ILO's Committee of Experts on the implementation of Convention No. 138, including information on the numbers of hours worked by children;
- Contributing to a national social audit of the implementation of ILO Conventions No. 138 and No. 182 by establishing regional union networks to monitor violations and the impact of national plans and policies.

#### BOX 4. CEASE CHILD LABOUR – AN EMPLOYERS’ INITIATIVE

The Indian state of Andhra Pradesh has one of the highest incidences of child labour in the country. However, there has been a notable decline in these figures, which can be largely attributed to the significant support of IPEC’s Andhra Pradesh Project on Child Labour by the proactive state government. Additionally, a major component of the project has been the active engagement of the social partners.

As part of its social partner strategy, the project mobilized 24 employers’ associations against child labour and encouraged them to work together. A first step in this collective effort was the establishment of the Consortium of Employers’ Associations for the Elimination of Child Labour (CEASE).

The group’s work on standards and the legal framework has led to model clauses being elaborated for collective agreements, developing codes of conduct for employers and supporting the development of comprehensive new state legislation on child labour. In these efforts, it has worked closely with trade unions and civil society organizations in developing common approaches and recommendations on the issue. In the area of research, CEASE has pilot-tested a child-centred vocational skills training programme for older children (15 to 18 years) in Hyderabad, conducted studies to better understand the economic implications of child labour in specific sectors and built a best practices compendium of employers’ initiatives.

In terms of direct rehabilitation, the group has mobilized communities, identified child labourers and non-school going children, enrolled children in state schools and worked with partner organizations to run transitional education programmes to mainstream ex-child labourers in the formal education system.

CEASE Child Labour is an initiative unique to Andhra Pradesh, however, there are elements of the programme that are replicable elsewhere and a comprehensive set of criteria has been established that will help to further mould this model for employers in other Indian states and other countries.

#### BOX 5. JOINT ACTIVITIES ON FARMERS’ TRAINING

Collaborative efforts with a range of ILO departments, particularly ACTRAV and ACT/EMP, in the production, testing and implementation of tools and training resources are contributing to the development of a social dialogue toolbox, which will include the guidelines being prepared for facilitating the involvement of the social partners in national programmes and activities

One specific and positive output of this collaboration has been the testing of a training-of-trainers manual for farmers, developed by IPEC, on the elimination of hazardous child labour in agriculture. The draft was pilot-tested at a joint IPEC-ACTRAV workshop in Ghana in June-July 2004, and has since been piloted by IPEC in Côte d’Ivoire.

The collaboration with ACTRAV in piloting the training manual facilitated involvement of the social partners at meaningful, participatory and practical levels.

IPEC is seeking to identify and follow up on collaborative action beyond consultation and awareness raising, which have characterized much of the cooperation over the last few years. As a result of earlier IPEC programmes, some social partners are in the process of mainstreaming child labour to ensure that child labour related issues become an integral part of their own organizational policies and programmes. This is critical development in terms of sustaining the momentum of commitment and action. IPEC continues to benefit from the support of and collaboration with the ILO’s Bureau for Employers’ Activities (ACT/EMP) and Bureau for Workers’

Activities (ACTRAV) in Geneva and with the ILO employers’ and workers’ specialists in the field.

Prospects for further significant contributions from the social partners are also opening up in the area of skills training programmes for children above the minimum employment age. This will include the close involvement of employers and trade unions in supporting the elaboration and implementation of apprenticeship schemes. The close cooperation of the social partners and informal sector associations, as well as local government authorities and other related bodies, is critical to the success of such intervention strategies.



## 1.5 INTRA-ILO COLLABORATION

IPEC continues to establish and develop working partnerships with various ILO technical departments and programmes office-wide. Key among these are: ACT/EMP, ACTRAV, DECLARATION, GENDER, GENPROM, INTEGRATION, IFP-Crisis, IFP-Skills, IFP-SEED, NORMES, MIGRANT, SafeWork, SECTOR, SFU, STAT, YEN and YETT.<sup>24</sup>

IPEC's intra-ILO collaboration includes joint project activities and evaluations, thematic evaluations, jointly produced materials (such as analyses, guidelines and tools), training workshops, conferences, and participation in informal working groups for knowledge sharing and activity coordination.

IPEC cooperates with NORMES in the area of *ILO standards*, specifically Conventions No. 138 and No. 182, which constitute the legal framework for all activities of IPEC, from research through advocacy to technical cooperation projects. As a contribution to the ILO supervisory system of ratified Conventions, IPEC has been carrying out comparative analyses of law and practice in the light of these two fundamental Conventions based on the ratifying Governments' first reports. Following the extraordinary success in the promotion of Convention No. 182 as well as No. 138, the number of first reports received and analysed by IPEC since 2000 topped 150 in 2004.

In the area of *social dialogue*, IPEC often works with ACTRAV and ACT/EMP. IPEC is member of the joint Coordinating Committee on Child Labour that discusses and plans areas of potential bipartite or tripartite activities. An outcome of this has been the IPEC-ACTRAV cooperation on the pilot-testing of the IPEC Farmers' Training Manual for Training of Trainers in Ghana in cooperation with the General Agricultural Workers Union of Ghana in July 2004. To further enhance and streamline cooperation between IPEC and SafeWork, principles of cooperation have been drafted that provide a framework for joint work planning, resource mobilization and guidance for specialists in the field and headquarters. To follow-up on the outcome of the Preparatory Experts Meeting on Hazardous Child Labour held in Geneva in 2002, the two departments have submitted a request to the ILO Governing Body for a full-scale Meeting of Experts in 2005 that would provide guidance to member States on hazardous child labour. As a follow-up to a child labour monitoring meeting in

Turin in 2003, a meeting on training approaches was organized in Geneva in September 2004. Three technical workshops (European Region, South-East Asia and Anglophone Africa) have been conducted in 2004 and additional three are planned for 2005 (South Asia, South-East Asia follow-up and Latin America). IPEC and SafeWork also worked together on child labour monitoring through the development of resource and training materials for labour inspectors.

On *cross-cutting, sector-wide issues* of child labour as they affect different *industrial sectors*, IPEC participates in the task force on child labour established in early 2004 by SECTOR. IPEC has also been collaborating with Sector for several years in specific areas, such as education, agriculture, leather and textiles, and mining. With respect to small-scale mining, SECTOR brought IPEC into a network of mining-related organizations – Communities and Small-Scale Mining (CASM) – which has resulted in child labour being integrated into larger rural development initiatives. Joint efforts in 2004 also included a thematic evaluation of projects on child labour in mining, international meetings and publications. In the fishing sector, there has been input on child labour in the preparations for the Preparatory Technical Maritime Conference. IPEC participates in the Education for All Flagship Steering Committee on Teachers and the Quality of Education, jointly organized by SECTOR and UNESCO, and including Education International and the World Confederation of Teachers. IPEC is also supporting the SECTOR Action Programme on the Teacher Shortage by linking the activities of this programme to IPEC education activities in Kenya, one of the participating countries.

*Economic empowerment of families* is an important aspect of IPEC's strategy. Based on joint implementation and evaluation experiences,

<sup>24</sup> ACT/EMP – Bureau for Employers' Activities; ACTRAV – Bureau for Workers' Activities; DECLARATION – InFocus Programme on Promoting the Declaration, GENDER – Bureau for Gender Equality, GENPROM – Gender Promotion Programme; INTEGRATION – Policy Integration Department, IFP-Crisis – InFocus Programme on Crisis Response and Reconstruction; IFP-Skills – InFocus Programme on Skills, Knowledge and Employability; IFP-SEED – InFocus Programme Boosting Employment through Small Enterprise Development; NORMES – International Labour Standards, MIGRANT – Internal Migration Programme; SafeWork – InFocus Programme on Safety and Health at Work and the Environment; SECTOR – Sectoral Activities Department; SFU – Social Finance Unit; STAT – Bureau of Statistics; YEN – Youth Employment Network; YETT – Youth Employment Task Team.

IPEC and SEED have developed guidelines on how to use enterprise development strategies for the elimination of child labour.<sup>25</sup>

Additionally, IPEC and SEED together undertook a thematic evaluation of projects on child labour in scavenging, with an analysis of ILO and non-ILO interventions in Latin America, Africa, Europe, Asia and Arab States. This thematic evaluation will be used as the basis for the development of models of intervention in this sector. Longstanding collaboration with the Social Finance Programme (SFP) of the ILO resulted in guidelines on the use of social finance instruments in child labour programmes.<sup>26</sup>

In the area of *child domestic labour*, discussions have been initiated between ACTRAV and IPEC on the development of a manual for workers' organizations on CDL based on a review and elaboration of the existing manual from 1997. At the operational level, IPEC works with the Gender Bureau in the South and East Asia component of the global child domestic labour and education project.

In the area of *trafficking*, IPEC collaborates with DECLARATION, MIGRANT and GENPROM through an Informal Working Group on Trafficking, which meets regularly. IPEC also participated in the team training and capacity building seminar organized by MIGRANT in Turin (August 2004) to share experiences and information on operational projects in the West and Central African region, where an ILO-EU Africa Labour Migration Cooperation Project started in 2004. At the operational level, several examples of concrete joint efforts between well established IPEC trafficking projects and new DECLARATION programmes have developed during this biennium in the West and Central Africa region, the Mekong region, PRC China, and Europe (Balkans and Eastern Europe). An updated overview of trends and programmes was jointly developed in spring 2004.

In relation to *education, social mobilization and social dialogue*, IPEC also cooperated with IFP/SKILLS and the Regional Office for Arab States to develop a comprehensive skills training programme for 14 to 17 year-olds. IPEC continues to work closely with INDISCO, the ILO's Inter-regional Programme to Support Self-Reliance of Indigenous and Tribal Communities through Cooperatives and other Self-Help Organizations, to follow up on the publication of the working paper on child labour and education challenges for indigenous and tribal children, the pilot initiative in the Mindanaou region of the Philip-

pines and the link between Conventions No. 182 and No. 169.<sup>27</sup> In the context of upcoming IPEC programmes in the field of education and skills training, IPEC works closely with IFP/SKILLS and the Youth Employment Network (YEN), particularly in the area of skills training and links to decent employment for children above minimum working age. In addition, IPEC will work with ILOAIDS in the context of IPEC's work on combating and preventing HIV/AIDS-induced child labour in sub-Saharan Africa.

For *development policies and TBPs*, there is continuing collaboration with the concerned field offices in the context of the work of the IPEC initiated Development Policy Network for the Elimination of Child Labour (DPNet). IPEC's intra-ILO collaboration has included reviewing materials, participating in task forces and networks (for example, Poverty Reduction Strategy, ILO Preparatory Team to the African Union Summit on Employment and Poverty Reduction, Youth Employment Network), workshops (organized by IPEC, INTEGRATION and other units), providing inputs, and making presentations. A new policy research project is being developed on linkages between child labour and youth employment in collaboration with YEN, the Youth Employment Task Team and concerned field offices.

As for *research and statistics*, IPEC is collaborating closely with the STAT, ILO's statistics department, on the development of statistical child labour standards for consideration by the 18th International Conference of Labour Statisticians.<sup>28</sup>

The experience of IPEC with initial work on impact assessment was presented to knowledge sharing projects in ILO and the experience with good practices and developing models of interventions was used as the basis for work in the ILO on identifying good practices in the informal economy.

IPEC's time-bound support projects provide an operational framework for the implementation of a range of joint action in the area of policy

<sup>25</sup> IPEC and SEED: *Using Small Enterprise Development to Reduce Child Labour* (Geneva, ILO, 2004).

<sup>26</sup> J. van Doorn and C. Churchill: *Technical Guidelines: Micro-Finance against Child Labour* (Geneva, ILO, 2004).

<sup>27</sup> Indigenous and Tribal Peoples Convention, 1989 (No. 169).

<sup>28</sup> The International Conference of Labour Statisticians, which meets about every 5 years, is the authoritative international forum for establishing international standards on labour statistics.

planning, data and information gathering, institutional capacity building and various direct interventions with children and families. For example, the forthcoming Ghana TBP support project includes joint activities with the Ghana Decent Work Pilot Project. Similar collaboration is taking place in the Philippines. Other examples from time-bound programmes include capacity building for labour inspectors in collaboration with SafeWork, coordination and collaboration between child labour interventions and employment-intensive infrastructural development projects with EIIP and social protection with STEP.<sup>29</sup>

## 1.6 COOPERATION WITH UN AGENCIES

The joint inter-agency research project Understanding Children's Work (UCW) serves as an important vehicle for strengthening IPEC's cooperation with UNICEF and the World Bank. Numerous fora provided by the project – thematic technical panels, country-level UCW working groups, focal point and steering committee meetings, and interagency information seminars and workshops – have helped facilitate interagency information and experience exchange. Technical discussions with UNICEF and the World Bank held under the aegis of UCW allowed progress in the development of a common set of child labour indicators and a greater standardization in the child labour data collected by the agencies' main survey instruments.

Collaborative UCW research produced a series of five detailed country reports providing a common inter-agency perspective on child labour and broad policy priorities for addressing it. The country reports represent the first such documents presented jointly by the three agencies.

IPEC maintains and develops its close relations with UNESCO in the context of activities related to the Education for All (EFA) initiative to ensure the integration of child labour issues on relevant programme agendas and to reinforce inter-agency collaboration in respect of the Millennium Development Goals. IPEC participates in the regular meetings of the Working Group and High-Level Group on EFA as well as the related meetings of the Flagship Initiatives on Teachers and Quality of Education and the Girls' Education Initiative. As in 2003, IPEC, UNESCO, the World Bank and the Global March against Child Labour co-hosted the Second Round Table Panel discussion on "Achieving Education for All and the Elimination of Child Labour" during the High-Level Meeting on Education for All in Brasilia in November 2004. The meeting, opened by the Ministers of Labour and the Economy of Brazil, focused on the critical issue of good practices in the field of education and child labour. During the meeting, the participants were also informed of the content of the recent IPEC publication *Education as an intervention strategy against child labour: Consolidated good practices*.

As culmination to 10 years of work together on the Bangladesh garment industry projects, IPEC and UNICEF issued a synthesis report that reviewed previous project evaluations and drew from the important lessons learned.<sup>30</sup> On the occasion of the launching of this report in Dhaka in September 2004, the ILO and UNICEF emphasized the value of collaborative work on child labour and agreed on new directions to explore in the future.

<sup>29</sup> EIIP – Employment Intensive Investment Programme, STEP – Strategies and Tools against Social Exclusion and Poverty Programme.

<sup>30</sup> ILO/IPEC and UNICEF: *Addressing Child Labour in the Bangladesh Garment Industry, 1995-2001: A Synthesis of UNICEF and ILO Evaluation Studies of the Bangladesh garment sector projects 1995-2003* (Geneva, 2004).

## I.2. IPEC'S PROFILE 2004

The growth and expansion of IPEC continued in 2004. Donor pledges and approvals showed a steady upward trend, which made it possible to further expand the programme in all the major regions.

IPEC is operational in 87 countries, with 57 of these countries (over two-thirds) having signed a Memorandum of Understanding (MOU) with the ILO. In the remaining 30 countries that have not yet signed an MOU, IPEC is providing support for various activities to prevent and eliminate child labour (table 2). Many other countries have requested IPEC's support, and these requests are filled to the extent made possible by IPEC's capacity and donor contributions.

### 2.1 TECHNICAL COOPERATION

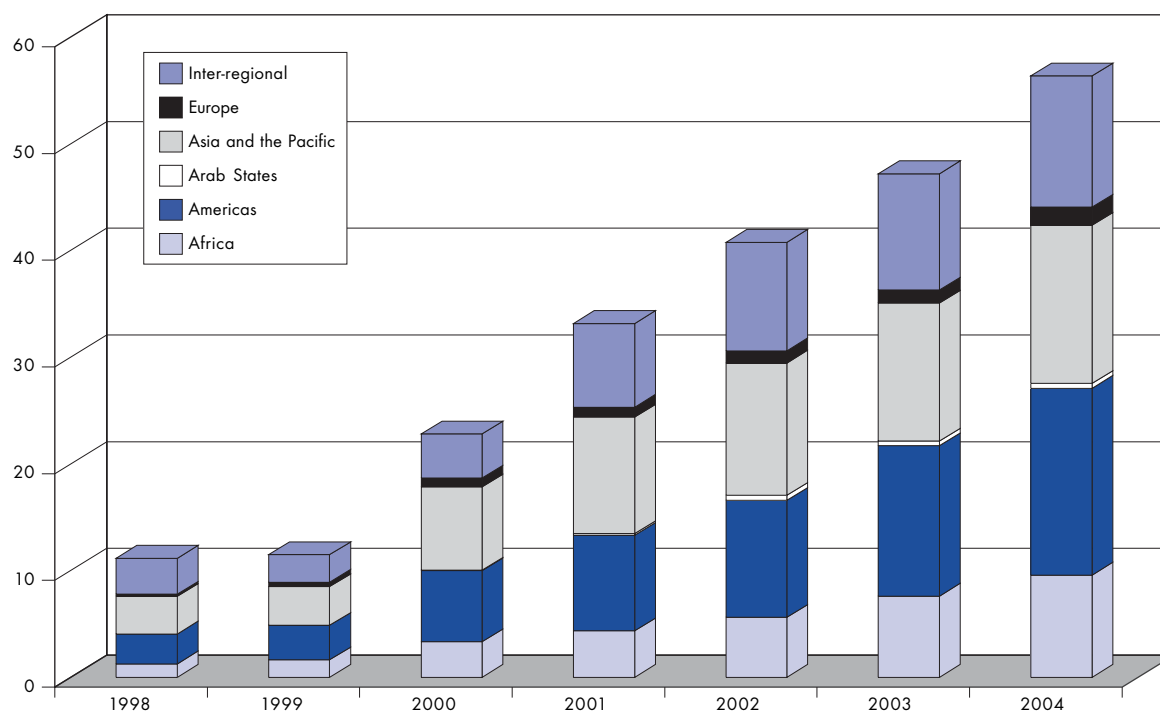
IPEC's share of the ILO's total technical cooperation programme has increased markedly in recent years, from 11.5 per cent in 1998 to 28.9 per cent in 2001 to 38.7 per cent in 2004. IPEC's programme in the Americas, for example, is the ILO's largest programme in the region, accounting for 62 per cent of the region's total technical cooperation delivery (See Section 2.3, table 5). Absolute delivery in the Americas reached US\$ 17.5 million in 2004, making it the region with the highest delivery for IPEC.

Programme delivery increased substantially in 2004 to US\$ 56.4 million compared with US\$

**Table 2. The IPEC participating countries**

Region (87 countries)	Countries that have signed an MOU (57 countries)	Countries/areas associated with IPEC (30 countries)
<b>Africa</b>	Benin, Burkina Faso, Côte d'Ivoire, Gabon, Ghana, Guinea, Kenya, Madagascar, Mali, Morocco, Niger, Nigeria, Senegal, South Africa, Togo, Uganda, United Republic of Tanzania, Zambia	Burundi, Cameroon, Congo, Democratic Republic of the Congo, Ethiopia, Malawi, Namibia, Rwanda, Zimbabwe
<b>Arab States</b>	Egypt, Jordan, Lebanon, Yemen	Syria, West Bank and Ghaza
<b>Asia</b>	Bangladesh, Cambodia, India, Indonesia, Lao People's Democratic Republic, Mongolia, Nepal, Pakistan, Philippines, Sri Lanka, Thailand	China, Viet Nam
<b>Europe and Central Asia</b>	Albania, Moldova, Romania, Turkey, Ukraine	Azerbaijan, Bulgaria, Estonia, Georgia, Kazakhstan, Kosovo, Kyrgyzstan, Russian Federation, Tajikistan, Uzbekistan
<b>Latin America and Caribbean</b>	Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Nicaragua, Panama, Paraguay, Peru, Uruguay, Venezuela	Bahamas, Barbados, Belize, Guyana, Mexico, Surinam, Trinidad and Tobago

Chart 1. Delivery of technical cooperation resources (IPEC) by region 1998-2004 (US\$ millions)



47.2 million in 2003, which represents a 19.5 per cent rise (chart 1).

The delivery rate, which is the percentage of actual expenditures compared with allocated funds, is an important indicator of programme implementation capacity and efficiency. IPEC has consistently improved its ability to quickly and effectively move projects from the planning stages through implementation, which is evident in the significant increase in the delivery rate over the past several years. From 30 per cent in 1999, this indicator jumped to 57 per cent in 2001 and to 66 per cent in 2003. However, for 2004 IPEC's delivery rate declined slightly from 2003's high rate to 63 per cent.

## 2.2 SUPPORT FROM THE DONOR COMMUNITY

The trend of project-specific, rather than core, funding continued. The management of project-specific contributions from a wide range of donors remains a heavy task as it requires developing a large number of detailed project documents and complying with many different donor-specific planning, reporting and evaluation systems. In 2004 IPEC produced some 30 project-specific

documents representing an approved funding total of US\$ 66.3 million, 70 per cent of which represented support from the Government of the United States (See table 3). The next largest donors were the Governments of the United Kingdom and the Netherlands.

Donor support for child labour prevention and elimination efforts through IPEC has been firm in the 2004-05 biennium, with pledges remaining strong. While in some instances donor support has continued on a geographical basis (country or region), in others it is linked to a particular target group (for instance child soldiers, children involved in mining or agriculture) or focused on specific IPEC strategies (such as education or campaigning). A large number of donors are also finding value in supporting the IPEC time-bound projects. This is being done by either providing resources for full-fledged projects of support or anchoring activities within

**Table 3. Evolution of approvals since 2000 (US\$ millions)**

2000	2001	2002	2003	2004 <sup>1</sup>
44.7	60.3	76.4	68.9	66.3

<sup>1</sup> Provisional



**Table 4. IPEC donor governments and organizations (1992-2004)**

Donor	1992-93	1994-95	1996-97	1998-99	2000-01	2002-03	2004-05
<b>Governments</b>							
Australia							
Austria							
Belgium							
Canada							
Denmark							
Finland							
France							
Germany							
Hungary							
Italy							
Japan							
Luxembourg							
Netherlands							
New Zealand							
Norway							
Poland							
Republic of Korea							
Spain							
Sweden							
Switzerland							
United Kingdom							
United States							
<b>Others</b>							
ECLT <sup>1</sup>							
European Commission							
FIFA <sup>2</sup>							
Hey U Entertainment Group							
ICA - GIG <sup>3</sup>							
Italian Social Partners' Initiative							
Japanese Trade Union Confederation (RENGO)							

<sup>1</sup> The Foundation to Eliminate Child Labour in Tobacco. <sup>2</sup> Fédération Internationale de Football Association. <sup>3</sup> International Confectionery Association - Global Cocoa Issues Group.

the framework of IPEC's TBP support projects. Governments of member States are the main, though not only, donors to IPEC.

To help meet the increasing demand for support from member States, IPEC continued to diversify sources and explore new approaches to resource mobilization. While the United States Department of Labor is the biggest donor to IPEC and its TBP support projects, several other donor agencies have shown interest in multi-donor partnerships and additional resources for ongoing time-bound support projects. Table 4 lists IPEC donors since 1992, including those that made additional contributions or firm pledges for 2004-05. This list does not include governments, United Nations organizations, non-governmental organizations or private sector entities that have provided substantial counterpart contributions at country level to specific IPEC activities, details of which are provided in the financial tables in Annex B.

## 2.3 REGIONAL PERSPECTIVE

IPEC has placed increasing emphasis on regional synergies for finding solutions to child labour problems. In Asia and Latin America this approach has taken off, both in terms of programme interventions and networking. In Africa, Europe and the Arab States, it is providing programming opportunities for capacity building and the targeting of sectors across a range of countries.

## 2.4 THE REGIONS AT A GLANCE

The tables in the following pages provide snapshots of the child labour problem and IPEC's operations in each of the five regions where IPEC is active. Other sections in this Report also provide information and data on a regional basis.

**Table 5. IPEC's regional delivery as per cent of ILO technical cooperation**

	1998	1999	2000	2001	2002	2003	2004
Africa	3.4	0.1	11.6	14.9	20.5	25.6	29.9
Americas	22.4	28.1	46.8	47.8	55.1	61.7	62.2
Arab States	0.0	0.0	3.1	12.5	21.7	24.8	26.6
Asia	17.6	20.8	36.0	43.5	44.2	43.3	41.2
Europe	3.3	6.9	16.2	17.5	14.6	14.4	21.6
Interregional	16.8	14.3	19.2	22.4	28.3	26.6	30.7
<b>Total IPEC</b>	<b>11.5</b>	<b>13.0</b>	<b>24.5</b>	<b>28.9</b>	<b>33.7</b>	<b>35.3</b>	<b>38.7</b>



## AFRICA

It is estimated that some 48 million children are working in Africa. This means that 29 per cent of all African children work, compared to 19 per cent in Asia.

In the context of widespread and extreme poverty, families depend on children's income to help pay for basic needs, even survival. In addition, the widespread devastation caused by the HIV/AIDS pandemic, recurrent food crises and political unrest and conflict clearly exacerbate the problem.

There are still knowledge gaps on the magnitude and nature of the problem in Africa, although numerous WFCL are known to exist in many countries. Of particular concern are child trafficking, the use of children in armed conflict, mining, hazardous work in agriculture, commercial sexual exploitation and domestic work. Children trapped in bondage and slavery have been reported in some areas.

IPEC's strategies in Africa continue to focus on much needed capacity building, the strengthening of an Africa-wide movement against child labour and the provision of alternatives for children and their families. Large-scale, multi-country programmes targeting specific WFCL have become an important focus for IPEC in this region. Efforts also continue to encourage further ratifications of Conventions No. 182 and No. 138 and to assist member States to fulfil their obligations under these.

### IPEC Projects – 2004

**TBP Support Projects – 6:** Ghana, Kenya, Madagascar, Senegal, South Africa, and Tanzania.

**Country Programmes – 7:** Burkina Faso, Benin, Mali, Morocco, Niger, Senegal, and Togo.

**SIMPOC National Surveys – 7:** *Completed:* Malawi, Uganda; *Ongoing:* Burkina Faso, Côte d'Ivoire, Lesotho, Mali, Senegal

**Regional projects focusing on children in specific worst forms: 5**

- Armed conflict – Phase 1: (Burundi, Congo, the Democratic Republic of Congo and Rwanda).
- Trafficking in children – Phases 1 & 2 (Benin, Burkina Faso, Cameroon, Cote d'Ivoire, Gabon, Ghana, Mali, Nigeria and Togo).
- Cocoa/commercial agriculture in West and Central Africa (Cameroon, Cote d'Ivoire, Ghana, Guinea and Nigeria).
- Commercial agriculture in eastern and southern Africa (Kenya, Malawi, Tanzania Uganda and Zambia).
- Child domestic work (Uganda and Zambia).

**Other regional projects: 2**

- Regional capacity building (Ghana, Kenya, Nigeria, Uganda and Zambia, with some activities in Ethiopia, Malawi, South Africa and Tanzania).
- HIV/AIDS induced child labour (Uganda and Zambia)

**Country sectoral or area-based projects focusing on children in specific worst forms: 1**

Morocco: Worst forms of child labour in rural areas

### ARAB STATES

Child labour is a significant problem in the region and there is growing evidence that its worst forms persist in many countries. The urban informal sector, seasonal agriculture, street work and domestic labour are of particular concern. Underlying this problem are rising poverty and widening income distribution differentials, an educational system that is unable to retain children, and uneven regional economic and social development that strongly favours urban areas. Although the gender gap in school enrolment has been slowly narrowing, inequity and illiteracy persist.

With a focus on alleviating widespread poverty, accelerating development, improving the health and status of children and women, child labour and other issues concerning the large numbers of youth have begun to receive greater attention.

### IPEC projects – 2004

**TBP Support Projects – 1:** Lebanon/Yemen.

**Country Programmes – 3:** Egypt, Jordan, Lebanon.

### EUROPE AND CENTRAL ASIA

Although Europe and Central Asia do not have the sheer numbers of child labourers found in Asia and Africa, the problem is rapidly growing in the transition economies of Eastern and Central Europe and Central Asia. Contributing factors include the vulnerability of many families in the wake of the transition to market economies and the armed conflicts and political crises that have affected several countries in the region.

The most visible face of child labour can be seen in the numerous activities of street children and hazardous agricultural work. However, other WFCL also exist, as in the case of children (boys and girls) from rural areas who are trafficked to urban centres or wealthier countries for labour exploitation, including commercial sexual exploitation.

### IPEC projects – 2004

**TBP Support Projects – 1:** Turkey.

**Country Programmes – 4:** Albania, Russia, Turkey, Ukraine.

*SIMPOC National Surveys – 3: Completed:* Georgia, Romania; *Ongoing:* Azerbaijan.

**National and regional projects focusing on children in specific worst forms: 5**

- Street children project, Phase 2 (St Petersburg, Russia).
- Worst Forms of Child Labour, initial phase (Leningrad region, Russia).
- Trafficking in children in selected Balkan countries and the Ukraine, Phase 2 (Albania, Moldova, Romania, Ukraine).
- Worst Forms of Child Labour projects in selected Stability Pact countries of Central and Eastern Europe (Core countries: Albania, Bulgaria, Kosovo, Moldova, Romania).
- Worst Forms of Child Labour in Central Asian Republics (Kazakhstan, Kyrgyzstan, Tajikistan, Uzbekistan)

## ASIA AND THE PACIFIC

With 127.3 million economically active children, the Asia and the Pacific region has the highest number of child labourers worldwide. An estimated 60 per cent are below the age of 15. Many WFCL are a problem here, including child trafficking, commercial sexual exploitation, bonded child labour, child domestic labour, hazardous child labour, and the recruitment and use of children for armed conflict or drug trafficking. A high tolerance for child labour in many countries and political volatility and conflict in certain others (e.g. Nepal, Indonesia and Sri Lanka) exacerbate the problem and can impede implementation of action.

Child labour issues have been included in the national PRSPs in Cambodia, Nepal and Pakistan, and mainstreaming is being pursued in other countries, such as Philippines and Vietnam. Meanwhile, capacity building of the social partners and IPEC implementing agencies, advocacy for adherence and implementation of ILO Conventions, awareness raising of the public and target groups and focused direct assistance are slowly but surely making inroads into the child labour problem.

### IPEC projects – 2004

**TBP Support Projects – 5 + 1:** Cambodia, Nepal, the Philippines, Indonesia, Pakistan, Bangladesh (Prep-Phase).

**Country Programmes – 3:** Lao PDR, Mongolia, and Vietnam.

**SIMPOC National Surveys – 2:** Completed: Bangladesh; Ongoing: Mongolia.

#### **Regional sectoral projects focusing on children in specific worst forms: 6**

- Child trafficking for labour and sexual exploitation, TICSА Phase II (covering Bangladesh, Nepal, Sri Lanka, Pakistan, Indonesia and Thailand).
- Trafficking in children and women in the Mekong countries (covers Cambodia, Lao PDR, Thailand, Viet Nam, and Yunnan province in China), Phase II.
- Assessing the situation of children in the production, sales, and trafficking of drugs (covering Indonesia, the Philippines and Thailand).
- Child domestic workers (covering Cambodia, Indonesia, Pakistan and Sri Lanka).
- Trafficking in children and women in China.
- APEC awareness raising campaign: eliminating the WFCL and providing educational opportunities (covering Indonesia, Philippines, Thailand and Vietnam in Asia).

#### **Country sectoral or area-based projects focusing on children in specific worst forms: 16**

*Bangladesh 3:* garments (closed 2004), hazardous sectors; informal sector; *Cambodia 1:* hazardous sectors; *Indonesia 1:* footwear and fishing (closed); *Philippines 1:* child soldiers; *Pakistan 5:* carpet weaving, soccer ball, surgical instruments, education and training, media project; *India – 3:* hazardous sectors covering four states, Andhra Pradesh State-based project, sericulture industry in one state; *Nepal – 1:* bonded labour; *Sri Lanka 1:* child soldiers.

## LATIN AMERICA AND THE CARIBBEAN

In Latin America and the Caribbean, 21.9 million, or one in five, children work. Of these, 17.4 million are below 15 years old. The majority of children work in hazardous conditions in agriculture, but there are also thousands of children working in high-risk sectors such as mining, dumpsites, fireworks manufacturing and fishing. Support to defining and mapping hazardous labour and the involvement of social partners in this process and in developing child labour-monitoring systems is a priority. The commercial sexual exploitation of children and child domestic labour are of particular concern and the target of several major regional and national IPEC programmes. In many countries in the region domestic labour in third party homes is the second largest sector in which children, mostly girls, work.

IPEC has a strong regional and subregional approach to its activities in the region. It promotes child labour eradication in the regional economic integration agenda, as well as in regional declarations and agreements. IPEC plans to increase efforts to mobilize society to change attitudes about child labour. The mainstreaming of child labour into government policies and programmes in Latin America, especially those concerned with poverty eradication and education will be highlighted. It will also concentrate on developing effective and low-cost skills training programmes for adolescents.

### IPEC projects – 2004

**TBP Support Projects – 5:** El Salvador, Costa Rica, Dominican Republic, Ecuador and Brazil.

**Country Programmes active – 3:** Jamaica, Brazil, Panama.

**SIMPOC National Surveys – 5:** *Completed:* Dominican Republic, Honduras, Jamaica; *Ongoing:* Argentina, Chile

**Projects focusing on specific worst forms: 18**

**National: 9**

- Child domestic workers (Haiti); Commercial sexual exploitation of children (Mexico and Colombia, Chile and Bolivia); child scavengers (Ecuador and Nicaragua).
- Children working in the fireworks industry (El Salvador and Guatemala); child labour in gravel production (Guatemala); mining (Colombia), urban informal sector (Paraguay, Uruguay, Colombia), sugar cane (Bolivia), agriculture (Paraguay).

**Subregional: 7**

- Child domestic workers (Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua and Panama; Brazil, Colombia, Paraguay and Peru).
- Commercial sexual exploitation of children (Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua and Panama; Argentina, Brazil and Paraguay).
- Coffee (Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras and Nicaragua).
- Commercial agriculture (Dominican Republic, Guatemala, Honduras and Nicaragua).
- Child scavengers (El Salvador, Guatemala and Honduras).
- Mining (Nicaragua, Ecuador, Bolivia and Peru).
- Plan for the eradication of child labour in MERCOSUR and Chile (Brazil, Argentina, Uruguay, Paraguay and Chile)

**Other regional programmes: 2**

- The elimination of child labour in Latin America (Costa Rica, Dominican Republic, El Salvador, Guatemala, Honduras, Nicaragua, Panama; Argentina, Bolivia, Chile, Colombia, Ecuador, Paraguay, Peru and Uruguay).
- Combating the worst forms of child labour in the English and Dutch-speaking Caribbean (Bahamas, Belize, Guyana, Suriname and Trinidad and Tobago).

## 2.5 TECHNICAL ADVISORY SERVICES AT THE COUNTRY LEVEL

There is now a solid framework of formal commitments to the eradication of child labour and its worst forms under international law. While pursuing the universal ratification of the ILO Minimum Age Convention, 1973 (No. 138) and the ILO Worst Forms of Child Labour Convention, 1999 (No. 182), IPEC provides assistance to participating countries for bringing such commitments into reality in the country. This is done through technical cooperation projects, as well as by responding to constant requests for good practices and examples in legislative frameworks for the elimination of child labour, with urgent priority given to its worst forms. These elements of support are important in the creation of an effective enabling environment to combat child labour.

### 2.5.1 Legal analysis and technical advice

Advice regarding national legislation and the application of Conventions No. 138 and No. 182 is provided to constituents by IPEC. Legal issues relating to new work on the worst forms of child labour are also conceptualized.

IPEC gathers and analyses country-specific information on law and practice of child labour through the reporting system on ratified Conventions No. 138 and No. 182. This activity allows IPEC not only to contribute to the ILO supervisory process, but also collect and sort out such information with the aim of a publication (a good practice manual) in 2005 that will provide useful reference for legislative review and help countries strengthen their legal framework against child labour.

Through its many field projects, IPEC headquarters also provides advice to constituents on integrating child labour issues in development policies and in planning, establishing national plans of actions and implementing time-bound programmes. Technical assistance is often requested and provided for identifying and combating hazardous work, trafficking of children and other worst forms of child labour. IPEC offers guidance to constituents and staff in enhancing social dialogue and cooperation with employers' and workers' organizations. In 2004, technical support was provided in designing and establishing child labour monitoring systems. Education, training and economic empowerment

of families are areas with increasing requests for technical assistance. Technical advice on qualitative and quantitative research remains a significant aspect of IPEC's work.

Technical advice not only comprises ongoing support to field staff, advisory missions and training, but also manuals, guidelines and other tools used for planning, implementation and reporting, documentation of lessons learned and sharing of experiences and knowledge.

## 2.6 WORLDWIDE MOVEMENT

While accountability for effective and sustained elimination and prevention of child labour rests, to a great extent, within territorial boundaries, the child labour problem knows no such boundaries. IPEC experience shows that action at local level is reinforced and supported by worldwide public awareness and mobilization. To this effect, IPEC supports global initiatives. Among these are the World Day against Child Labour, marked worldwide on 12 June 2004, the Red Card to Child Labour, which carries out awareness raising campaigns in collaboration with football federations, and SCREAM (Supporting Children's Rights through Education, the Arts and the Media), which promotes meaningful child participation and the worldwide movement. Further details on these initiatives are given in section 2.7.1.

## 2.7 PROGRESS TOWARD 2004-05 TARGETS

IPEC's work contributes to the strategic and operational objectives of the ILO. Its work during the 2004-05 biennium is guided by the ILO's objective 1b (on the elimination of child labour), which derives from ILO Conventions No. 182 and No. 138 and various strategic statements arising from the Global Report and the follow-up Plan of Action.<sup>1</sup> Experience of over a decade and the vision for a future without child labour inspires IPEC's work worldwide.

To keep track of progress in achieving the targets for the operational objective on child labour and to ensure a common understanding of the established indicators, IPEC developed a Global

<sup>1</sup> ILO: *A future without child labour*, op. cit.

**Table 6. IPEC's performance indicators, biennial targets and progress toward achievements for 2004-05**

<b>Indicators and targets for 2004-05</b>	
<b>OPERATIONAL OBJECTIVE 1B: CHILD LABOUR</b> <i>"Child labour is progressively eliminated through capacity building and strengthening of the worldwide movement against child labour, with priority given to the urgent elimination of child labour in its worst forms and the provision of alternatives for children and families."</i>	
<b>INDICATOR 1 – RATIFICATIONS</b> Member States that ratify the Minimum Age Convention, 1973 (No. 138)	
<b>Target</b> 20 additional member States (bringing the total number of member States that have ratified the Convention to 151)	<b>Progress toward achievement</b> As of 31 December 2004, four additional member States – Comoros, Paraguay, Thailand and Trinidad and Tobago – had ratified Convention No. 138.
<b>INDICATOR 2 – METHODOLOGIES, RESEARCH AND GOOD PRACTICES</b> Member States that use: <ol style="list-style-type: none"> <li>1) methodologies, approaches and information developed or produced either by the ILO or with ILO support, concerning global trends and measurement of child labour;</li> <li>2) research on the causes and consequences of child labour; or</li> <li>3) good practices and models of intervention to combat child labour; and guidelines and training packages.</li> </ol>	
<b>Target</b> 30 additional member States	<b>Progress toward achievement</b> As of 31 December 2004, different methodologies, approaches, research materials and information on good practices and models of intervention to combat child labour produced either by the ILO or with ILO support have been used in at least 31 countries.
<b>INDICATOR 3 – CONVENTIONS No. 138 AND No. 182 IMPLEMENTATION SUPPORT</b> Member States that have drawn on ILO support to make significant progress in applying Conventions No. 138 and No. 182 as reflected in the implementation of at least two interventions associated with time-bound programmes	
<b>Target</b> 40 member States	<b>Progress toward achievement</b> <ul style="list-style-type: none"> <li>■ 23 member States have already undertaken two interventions.</li> <li>■ 26 member States have undertaken one intervention during 2004.</li> </ul> For the purpose of this indicator, the interventions associated with TBP have been defined as follows: <ul style="list-style-type: none"> <li>■ the adaptation of the legal framework to the international standards, including the definition of a list of hazardous occupations for children;</li> <li>■ the formulation of WFCL-specific policies and programmes, considering the special situation of the girl child and setting time-bound targets;</li> <li>■ the inclusion of child labour concerns, considering the special situation of the girl child, in relevant development, social and anti-poverty policies and programmes;</li> <li>■ the collection and analysis of data on the child labour situation; and</li> <li>■ the establishment of a credible and comprehensive child labour monitoring and reporting mechanism.</li> </ul>
<b>INDICATOR 4 – CHILD BENEFICIARIES</b> Children who benefit from ILO action with a particular focus on the worst forms of child labour and the girl child, as reflected by: <ol style="list-style-type: none"> <li>1) those benefiting directly from pilot projects executed by the ILO or its implementing agencies, and</li> <li>2) those indirectly benefiting from initiatives executed by other development partners (member State, organizations and other agencies) as a result of ILO support and advocacy.</li> </ol>	
<b>Target</b> 1) 300,000 children 2) 1 million children	<b>Progress toward achievement</b> <ol style="list-style-type: none"> <li>1) 142,688 children (as of September 2004)</li> <li>2) This figure will be available in the next IPEC report covering the entire biennium 2004-05.</li> </ol>



Monitoring Plan, including precise definitions of the indicators and means of verification, forms for recording the information and standard tables for reporting. IPEC's work towards the targets shows steady progress, as demonstrated in table 6.

As part of the follow-up to the ILO programme evaluation of IPEC, an enhanced results-based framework will be prepared that will cover the different strategies and approaches used by IPEC.

### 2.7.1 Ratifications of the Minimum Age Convention, 1973 (No. 138)

With universal ratification of Convention No. 182 in reach, efforts to encourage the remaining member States to ratify Convention No. 138 have intensified, targeting in particular those countries facing specific legal and practical problems that impede ratification. The aim is to raise the number of ratifications of Convention No. 138 to a level comparable to Convention No. 182. At the same time, IPEC's efforts have increasingly focused on assisting member States to fulfil their obligations under the two instruments. Thus far in the current biennium, four additional member States have ratified Convention No. 138, which brings the total to 135. An additional three have also ratified Convention No. 182, which has now been ratified by 150 of the ILO's 177 member States. There are currently only 20 member States that have not ratified either Convention. A list of ratified and non-ratified member States is provided in Annexes A1 and A2.

IPEC has continued to support various global initiatives that created awareness about the plight of child labourers and the child labour Conventions. These initiatives also connected groups through participation or commemoration of events highlighting the need for child labour elimination.

Child Domestic Labour was the theme of the third World Day against Child Labour marked worldwide on 12 June 2004. The IPEC report *Helping Hands or Shackled Lives – Understanding Child Domestic Labour and Responses to it* was launched on the occasion in Geneva during the annual International Labour Conference. It was the focus of a panel event opened by the ILO Director General Mr. Somavia. Other participants included: Minister Nilmario Miranda, Special Secretary on Human Rights, Brazil; Mr. Rene Soriano, President of the Employers' Con-

federation, the Philippines; Sir Leroy Trotman, Chair of the Workers' Group of the Governing Body of the ILO; Ms. Vicky Medard Kan-yoka, Women and Organization Secretary of CHODAWU, Tanzania; Mary Cunneen, Director of Anti-Slavery International, London; and Mr. Jean-Robert Cadet, professor and former *restavec*, Haiti/US. Activities were carried out in 56 countries, with representatives of children, political leaders, governments, employers' and workers' organizations, civil society organizations, and community members, taking part in media fora, conferences, campaigns (including SCREAM and Red Card to Child Labour) and exhibitions.<sup>2</sup> The Barcelona Forum<sup>3</sup>, a major international gathering, marked the day by staging a play written and performed by Spanish adolescents.

IPEC's Red Card to Child Labour campaign, which has successfully carried out awareness raising activities in collaboration with football federations in Africa, Europe, and North and South America since 2002, expanded to Asia and Central America in 2004. Through joint events with the Asian Football Confederation, the campaign was launched during a tournament of 14 Asian countries in Beijing. Red Card activities were associated with six matches of China's national football team played in the Beijing Workers' Stadium. These included video clips shown on giant screens inside the stadium, public address announcements and various campaign materials, such as t-shirts, badges and posters. In Central America, the campaign was launched in San José in September 2004 in partnership with the Costa Rican Football First Division Club Union (UNAFUT) and the Employers' Association (UCCAEP).

With recent translations of the SCREAM<sup>4</sup> *Stop Child Labour Education Pack* into Mandarin, Turkish, Urdu, and Vietnamese, IPEC has extended the SCREAM initiative, which has made significant progress in promoting meaningful child participation in the elimination of child labour and wider national and international

<sup>2</sup> List of activities and photos from events available at [ilo.org/childlabour](http://ilo.org/childlabour) ('World Day 2004' or 'subject area' 'child domestic labour')

<sup>3</sup> The Barcelona Forum, Universal Forum of Culture, held in Barcelona from 9 May to 26 September, 2004, revolved around three core themes: cultural diversity, sustainable development and conditions for peace. The ILO participated in a large number of seminars, dialogues, conferences and activities.

<sup>4</sup> SCREAM: Supporting Children's Rights through Education, the Arts and the Media.



efforts to highlight children's rights. SCREAM encourages solidarity across borders, the involvement of academic institutions, the mobilization of groups and communities and the engagement of a broad range of stakeholders, including children. Since its inception in 2002, SCREAM initiatives have been carried out in over 20 developing and developed countries.<sup>5</sup> Children participating in the Children's World Congress on Child Labour presented drama performances and produced artistic concepts related to child labour on huge canvases that are now part of an itinerant art exhibition.<sup>6</sup>

During the 2004-05 biennium IPEC will also develop SCREAM training materials, including a training-of-trainers module that was pilot-tested in Egypt and the Caribbean in 2003. In addition, new modules will also be added to the existing 14 in the current pack and subjects will include gender, sports and HIV/AIDS.

The 12 to 12 Partnership Initiative works with the SCREAM programme, ILO partners and other stakeholders to initiate and develop a range of joint activities during the 12 months that separate each year's World Day against Child Labour on 12 June – hence, 12 to 12. For the 2004 World Day, IPEC and 12 to 12 partner Education International published a brochure, *The Invisible Children*, for teachers. Several additional organizations joined the Initiative in 2004 through cooperation agreements, notably the Glocal Forum/We Are the Future, PeaceWaves<sup>7</sup>, the World Organization of the Scout Movement, and the Suzuki Talent Centre of Turin, a contributor to previous IPEC events in Geneva, Bangkok and Milan.

### 2.7.2 Methodologies, research and good practices

Knowledge building and sharing remains a cornerstone of IPEC's work. Research and statistics are produced for policy, advocacy and operational purposes and knowledge from operational experiences is presented in strategies, models of interventions and good practices.

The use of ILO-produced methodologies, approaches, research and good practices on child labour is widespread. Reports from IPEC projects show that the target set for the biennium (30 countries) has already been reached.<sup>8</sup> Examples of such use as well as information on current activities are provided in the following sub-sections. Research studies, data collection, baseline

studies, school-based surveys, rapid assessments, policy studies, evaluation reports, (particularly thematic evaluations), good practices compendiums, desk reviews, progress reports and other documents remain key sources and means for building and sharing knowledge. As part of its work on an information system for a knowledge base on child labour, IPEC has made further use of the updated IPEC web pages to disseminate technical information on specific themes. This includes inventories of available technical tools and studies, which are continuously updated and made available to partners and IPEC staff through different means of dissemination.

#### *Methodologies, guidelines and training material*

IPEC continued to refine methodologies and approaches for data collection and analysis. Several new comprehensive manuals on child labour data collection, analysis and data processing have been prepared by IPEC's Statistical Information and Monitoring Programme on Child Labour (SIMPOC). The *Manual on Methodologies for Data Collection through Surveys* is for those responsible for designing and conducting child labour surveys and researchers on all aspects of issues related to child workers, as well as for data analysts, users of statistics, researchers, planners, policy-makers, and others who are interested in child labour statistics. The *Manual for Data Analysis and Report Writing* is intended to help data processors at the country level to produce clean, reliable datasets together with all the necessary documentation for use by secondary analysts in producing reliable aggregate data. The

<sup>5</sup> Countries include Costa Rica, El Salvador, Guatemala, Jordan, Kenya, Nicaragua, Madagascar, Mali, Morocco, Niger, Nepal, Pakistan, Peru, Uganda, Tanzania, Vietnam, Turkey, and Yemen, as well as Canada, Italy, Ireland, Spain, Switzerland and the United States.

<sup>6</sup> The first Children's World Congress on Child Labour held in Florence, Italy, 10-13 May 2004, was organized by the Global March and hosted by its European Coordinator Maniteze and the Confederazione Generale Italiana del Lavoro (CGIL), the Confederazione Italiana Sindacati Lavoratori (CISL) and the Unione Italiana del Lavoro (UIL).

<sup>7</sup> An NGO that aims at creating an international network of peace operators by training young team-leaders.

<sup>8</sup> The total number of countries is 32, as follows: Burkina Faso, Ethiopia, Ghana, Mali, Morocco, Nigeria, Rwanda, Togo and Uganda, in Africa; Argentina, Bolivia, Brazil, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Peru, Paraguay and Uruguay, in the Americas; Bangladesh, Cambodia, Indonesia, Mongolia, Nepal, Pakistan and Philippines, in Asia; Lebanon and Turkey.

*Manual for Child Labour Survey Data Processing and Storage of Electronic Files* provides guidance in analysis of the data collected in national and other child labour surveys, and preparation of national reports. The *Training Kit* of the enumerators has great importance in assuring the quality of the survey data. Depending on the knowledge of the trainees and the type of the survey to be implemented different training materials have been prepared for trainers on the basis of the above-mentioned manuals. The manual will help with training personnel in the conduct of training seminars on the child labour surveys of various types.

The SIMPOC External Advisory Committee (SEAC)<sup>9</sup> formed by IPEC in 2003 with a view to further improving its methods and service to child labour researchers and policy-makers worldwide met on 19-20 April and 1-2 November 2004.

IPEC has produced thematic guidelines in collaboration with other ILO Programmes, namely, *Using Small Enterprise Development to Reduce Child Labour* (with SEED) and *Micro-finance against Child Labour* (with the Social Finance Programme). These guidelines have been designed to be used by IPEC staff and other practitioners in child labour projects.

As a follow-up to several staff consultative meetings on child labour monitoring held in 2003, a set of technical support materials and a multi-module training package have been produced for capacity building and training on child labour monitoring.

The models of intervention and guidelines developed by IPEC are used and replicated by other organizations. Community vigilance through surveillance committees developed by a child trafficking project in West and Central Africa is being reproduced by field partners in Togo and Mali, including PLAN International, CARE International and Aide et Action. The project's strategy to deal with girls trafficked for domestic labour, developed along with WAO<sup>10</sup>-Afrique, is currently being replicated in Togo by Save the Children (UK). In Colombia, following models of intervention documented by IPEC, the Municipality of Bogotá designed a child labour elimination project of approximately US\$ 1.5 million. In Bangladesh, 29 partner organizations, including trade unions, have been trained and are using the intervention models developed by IPEC for action against child labour. In Cambodia, a computer-based child labour monitoring system is being established at the provincial and national levels.

Manuals and training packages on child labour developed by the ILO are used by different partners for training purposes. For example, police departments in Burkina Faso and the Dominican Republic are using training materials and pedagogical methods developed by IPEC projects on commercial sexual exploitation of children. With IPEC support, teacher training institutions of Nigeria are integrating child labour issues into their regular curricula. The Ministry of Education in Alto Paraná, Paraguay provided training for educational supervisors and school directors on ways to prevent sexual exploitation of children in public schools using manuals developed by IPEC. The Mongolian Enlightenment Free Trade Unions (MEFTU) developed a handbook on child labour for teachers based on various publications developed by IPEC. In another case, the health training material produced by IPEC and the University of Rio de Janeiro in Brazil *Self-Learning Module on Health and Safety in Child Labour* was adopted by the Brazilian Ministry of Health to be the textbook for training of the staff of workers in health care centres. The Department of Labour of the Philippines, in consultation with IPEC's project of support to the national TBP and with workers' and employers' organizations, is using the IPEC child labour monitoring guidelines and resource materials to design action programmes on child labour monitoring and reporting.

As part of its work to develop the *Programme and Operations Manual*, IPEC developed specific training exercises on issues such as technical and financial monitoring and reporting, action programme design, selection of implementing agencies and modalities of intervention. Some of these exercises were pilot tested during the IPEC staff workshops for Africa and for Europe and Arab States.

*Child labour: A textbook for university students*, published in English, French and Spanish, provides an overview for university/advanced secondary school students with little or no prior knowledge of the issue. Each chapter contains questions for discussion, suggestions for further study, and optional in-depth material from selected publications. The book is distributed through various channels, including ILO and

<sup>9</sup> SEAC is comprised of eminent child labour experts and statisticians from all regions and provides advice on definitions, standards, survey methodologies, data processing and dissemination, indicators, data analysis and other information needs.

<sup>10</sup> WAO: World Association for Orphans.

IPEC field offices and the UNESCO network of universities.

A number of ILO-produced or sponsored methodologies were used by IPEC partners during 2004. The IPEC/UNICEF rapid assessment methodology was used to carry out studies on child labour on six plantations in Ethiopia in the context of an ACT/EMP project to sensitize managers of tea and coffee plantations. This methodology was also applied in a collaborative activity with the Decent Work pilot programme to analyse children's working conditions in the textile/clothing sector in Morocco. The Federation of Employers in Uganda carried out a rapid assessment in the coffee sector in August 2004, with support from IPEC's project on commercial agriculture in East Africa. In another example, the Bureau of Statistics of Bangladesh is using the IPEC methodology in conducting a national child labour survey, baseline surveys and the national labour force survey.

### Research

Up-to-date child labour statistics and information provide important groundwork for the application of Conventions No. 138 and No. 182. To the extent that resources have permitted, IPEC has continued to meet requests from member States for technical advice and support for national surveys and studies. During 2004, IPEC-SIMPOC, supported five national child labour surveys. Four establishment-based surveys were conducted in nine countries and various research activities undertaken in numerous. IPEC's statistical and other research work has provided national (or regional) estimates of the extent of child labour, identified the causes and consequences of child labour in terms of related socio-economic factors, generated estimates of the prevalence and nature of child labour in targeted sectors and activities, and measured the extent and forms of worst forms of child labour.

During 2004 research activities focused on the effect of work on children's schooling, health and safety, the productivity of child labour as compared to adults and the demand side factors related to child labour.

Information produced by IPEC research is widely used for policy development and advocacy. For instance, in 2004 an analysis of the Brazilian Programme for the Elimination of Child Labour (PETI), sponsored by UNICEF and developed by the Ministry of Social Development, used data produced by IPEC under its

SIMPOC project. Household survey information from 2001 and 2002 served as a reference for the inclusion of 166,774 new beneficiaries in the PETI. In another example, in the Dominican Republic, the IPEC rapid assessment on commercial sexual exploitation of children was used to develop the recently approved National Plan of Action against this worst form of child labour. A similar study undertaken at the triple border between Argentina, Brazil and Paraguay was used as a source of information for the study on child trafficking organized by the Inter-American Institute for Children.

### Good practices

The identification, documentation and use of good practices are key elements in IPEC programmes and projects. Work has continued toward completion of specific compilation of good practices on education and skills training validated by practitioners in the field. All projects developed in 2004 included the identification and dissemination of good practices, and in some projects it has extended beyond IPEC to involve external partners in both identification and validation. Good practices have been used as the basis for further work on developing models of intervention and analytical frameworks that partners can use for designing new interventions and as basis for guidelines. The experience of IPEC with the good practices process was used to support work on identifying good practices in the informal economy through knowledge sharing projects in the ILO. Specific examples of the application of the good practices also include subregional perspectives across projects.

In 2004, *Good Practices in Gender Mainstreaming in Action against Child Labour* was translated into Spanish, French, Arabic and Portuguese. IPEC also published, as part of its global girl child labour studies, four publications, which include research on the girl child labour, comparative analysis, annotated bibliography on girl child labour and a global data review of child labour data.<sup>11</sup>

<sup>11</sup> IPEC: Girl child labour papers, vols. 1,2,3, and 4 (ILO, Geneva, 2004); ([www.ilo.org/childlabour/publications/gender](http://www.ilo.org/childlabour/publications/gender)).

### 2.7.3 Support to implementation of Conventions No. 138 and No. 182

Indicator 3 (table 6) identifies a set of interventions related primarily to political commitment and policy frameworks put in place by governments to eliminate the worst forms of child labour in a time-bound manner. Information collected on these interventions provides indications of progress by countries toward the implementation of Conventions No. 138 and No. 182.

#### *Interventions associated with time-bound programmes*

The results for indicator 3 (table 7) largely depend on IPEC's capacity to design and secure funding for technical assistance programmes using various programme modalities related to time-bound support projects. It is important to note, however, that many IPEC countries that do not have a TBP support project are nonetheless implementing time-bound measures for the elimination of child labour, with priority given to the worst forms of child labour.

The following are some examples of action against child labour undertaken by member States:

- With support from IPEC, 23 countries undertook the adaptation of their legal frameworks to be consistent with international standards, and in many cases this assistance included advice on the determination of a list of hazardous occupations for children. In Morocco, for example, the new Labour Code, which became law in June 2004, raises the minimum age for employment from 12 to 15 years, and dangerous work is forbidden for all workers below 18 years. In the Dominican Republic, a list of hazardous occupations for children has been approved. The Law for Protection of Child Rights in Romania (n. 272, June 2004), including specific proposals contributed by IPEC on the prevention and elimination of worst forms of child labour, was adopted by the Parliament and enters into force in January 2005.
- Eighteen countries have been provided support on the formulation of policies and programmes specific to the worst forms of child labour, considering the special situation of the girl child and setting time-bound targets. The Democratic Republic of Congo adopted an "Interim Operational Framework for the Prevention, Withdrawal and Reintegration of Children Associated with the Armed Forces or Armed Groups", mandatory for all the organizations involved in the conflict in the country. The National Plan of Action against Child Labour was validated in Madagascar. IPEC secured funding to contribute to this Plan through a TBP support project. Similar plans were adopted in Morocco and in several countries of Latin America.
- If the impact of IPEC's support is to be sustained and taken to scale, IPEC considers it critical that countries include child labour concerns in relevant development, social and anti-poverty policies and programmes. To this effect, nine member States supported by IPEC have taken relevant action. Child labour has been incorporated into poverty reduction strategies in several countries, including Mali, Madagascar, Togo and Ukraine.
- Eighteen countries have collected and analysed data on the child labour situation. Examples include studies on child trafficking in Cameroon, several rapid assessments on selected worst forms of child labour in Kenya, a survey on HIV-AIDS, education and child labour in Malawi, the inclusion of child labour questions in the general census questionnaire used in Morocco, a study on child domestic labour in Zambia, the inclusion of different child labour indicators and studies in a national information system in Colombia, the analysis of the 2003 household survey in El Salvador and the census of street children in Encarnación, Paraguay. Uganda has incorporated child labour related questions in its Labour Force Survey and decreased the age limit to cover the activities of younger children as well.
- Child labour monitoring systems and reporting mechanisms enable countries to assess the situation of child labour on an ongoing basis and to report on it. IPEC supports countries with such systems of various nature and scope. In 2004, technical support was provided to 36 countries, 13 of them (Nepal, El Salvador, Tanzania, Philippines, India, Indonesia, Turkey, Ecuador, Pakistan, Bangladesh, Cambodia, Ghana and Cote d'Ivoire) are testing or are in the progress of establishing child labour monitoring processes as part of TBP projects or specific sector based projects. Other countries, such as Bolivia for example, are establishing sectoral,



**Table 7. Summary of the progress in achieving Indicator 3**

Member State	(i) Legal Framework	(ii) Policies / programmes	(iii) Mainstreaming	(iv) Data collection	(v) CLMS
<b>1. Member States where at least two interventions have been implemented during 2004</b>					
Bangladesh					
Brazil					
Cambodia					
Colombia					
Costa Rica					
Cote d'Ivoire					
Dominican Republic					
Ecuador					
El Salvador					
Indonesia					
Madagascar					
Mali					
Morocco					
Nicaragua					
Panama					
Paraguay					
Philippines					
Romania					
Tanzania					
Togo					
Turkey					
Ukraine					
Vietnam					

community-based child labour monitoring systems. This work has yielded promising results particularly in the commercial agriculture sector.

### 2.7.4 Child beneficiaries

A fourth indicator of performance for the 2004-05 biennium concerns the number of children who benefit from ILO action (through either preventive measures or support for removal of the child labour situation), in particular in regard to the worst forms of child labour and considering

the special situation and needs of the girl child. For the 2002-03 biennium, the target was set at 1 million children, a goal which was exceeded by more than 10 per cent.<sup>12</sup> For the current biennium, it was decided to differentiate between direct and indirect beneficiaries:

- **Direct beneficiaries** are those children receiving goods and services *directly* from the project (e.g. from action programmes implemented as part of the project).

<sup>12</sup> See *IPEC action against child labour 2002-2003: Progress and future priorities* (ILO, Geneva, 2004).

Table 7. (continued)

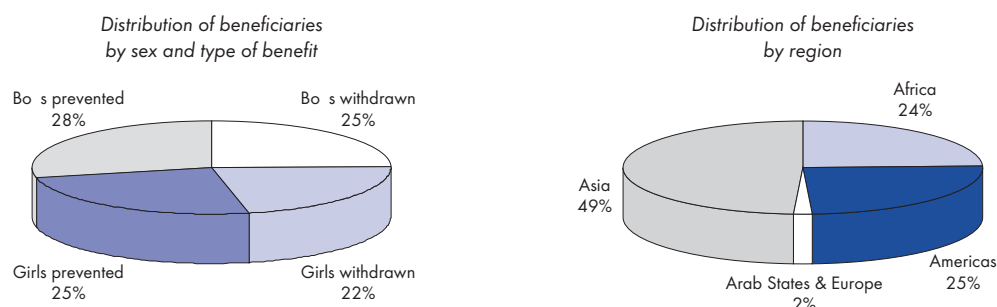
Member State	(i) Legal Framework	(ii) Policies / programmes	(iii) Mainstreaming	(iv) Data collection	(v) CLMS
<b>2. Member States where one intervention has been implemented during 2004</b>					
Albania					
Argentina					
Benin					
Bolivia					
Burkina Faso					
Cameroon					
Chile					
Congo Democratic Republic					
Ecuador					
Ghana					
India					
Jamaica					
Jordan					
Kenya					
Lao, PDR					
Malawi					
Moldova					
Namibia					
Nepal					
Niger					
Pakistan					
Peru					
Thailand					
Uganda					
Yemen, Rep.					
Zambia					

- **Indirect beneficiaries** are: **(a)** all children who are members of households that receive services directly from a project (e.g. through support to income generation, skills training, medical check-ups or literacy classes provided to adults of the family); **(b)** children receiving services from institutions, organizations or groups that have been strengthened by the project (e.g. through training, provision of equipment and know-how, technical assistance, etc.); **(c)** children benefiting from new or reformed legislation, policies and social programmes following a project's intervention; and **(d)** children who

benefit from increased awareness and social mobilization after a campaign.

The quantification of indirect beneficiaries is a time and resource consuming exercise. Therefore, the estimation for the second part of the indicator will be provided in the IPEC 2005 report corresponding to the biennium as a whole.

As for direct beneficiaries, information gathered from active IPEC projects shows that during the period September 2003 – August 2004, a total number of 142,688 children have been withdrawn from child labour or prevented from being engaged in child labour. These boys and

**Chart 2. Distribution of beneficiaries**

girls were provided with educational and other rehabilitation services. Chart 2 shows different breakdowns of this overall figure.

This figure includes children targeted during the last months of 2003 due to the different reporting schedules of the IPEC projects. All IPEC projects produce two comprehensive technical reports per year. Depending on the donor, the periods can be 1 March to 31 August and 1 September to 28 February or 1 January to 30 June and 1 July to 31 December. This figure was calculated based on reports covering, in some cases, a full year (September 2003 to February 2004; March 2004 to August 2004) and, in other cases, just six months (January 2004 to June 2004). Table 8 shows a breakdown of the total number of beneficiaries according to the reporting period.

It is important to note that, since the progress reports for the period September 2003 – February 2004 were only finalized in March 2004, the 44,117 children who benefited from IPEC action during those months were not included in the previous

implementation report (prepared in September 2003 and updated in January 2004).

This estimate shows that the target of 300,000 direct beneficiaries for the biennium will most probably be reached and may even be exceeded. This is all the more so considering that many projects with large targets started in late 2002 and 2003 and will show results related to this indicator during 2005.

**Table 8. Total beneficiaries by reporting period**

Reporting period	Total number of beneficiaries
September 2003 – February 2004	44 117
March 2004 – August 2004	57 182
January 2004 – June 2004	41 389
<b>Total</b>	<b>142 688</b>



### 3.1 PROGRAMME MANAGEMENT

As outlined in previous sections, IPEC's strategic and programmatic approach has evolved as it built on acquired experience and responded to the changing needs and demands of constituents. A rapidly growing programme, an insecure staff resource base and a challenging global problem to address have required innovation and constant fine-tuning of IPEC's organizational and management practices.

At the end of 2003, IPEC underwent a gender audit, the results of which have been widely distributed within IPEC and to all other relevant ILO programmes. The recommendations are to be implemented as fully as possible.

A global programme evaluation of IPEC was carried out by the Bureau of Programming and Management of the ILO during the early months of 2004. Its outcome was discussed at the November 2004 meeting of the Programme, Financial and Administrative Committee of the ILO Governing Body.

#### 3.1.1 IPEC at the field level

IPEC continued to promote, through training and regular follow-up, the use of procedures and administrative and financial controls that were streamlined in the previous biennium. Given the scope of IPEC projects, ranging from grass-roots to national policy level, and their work with diverse implementing agencies<sup>1</sup>, such training and follow-up needed to go beyond IPEC staff to reach implementing agencies as well. At the country level, IPEC's work is supported and facilitated by National Steering Committees (NSCs) and Project/Programme Advisory Committees (PACs). In some countries higher level inter-ministerial coordinating mechanisms were set up to guide the national time-bound support projects and the high-level policy work that comes with their implementation.

Some countries have multiple IPEC projects and this has resulted in challenges for management and coordination set-ups. Thus, IPEC management has focused on bringing coherence and integration to its teams at the country level. The IPEC country team concept, working as an integral part of the ILO field office teams, has been reinforced in spirit and practice. IPEC continues to organize the various projects and activities in line with ILO and IPEC priorities in the country and makes responsiveness to the needs of the country a priority.

IPEC focal points have been designated from among the national coordinators/managers in each country. The focal point keeps IPEC informed of important developments and trends in the country, coordinates reporting to the national steering committees and to IPEC headquarters, and facilitates IPEC's ongoing and under-development work in the country. IPEC also continues to work on country strategy and country operational objectives, integrating them with the ILO country programmes, including the Decent Work initiatives in the country. Coordination and pooling of resources are essential, and IPEC has taken steps in this respect within the limitations set by donor requirements and policies.

The strong commitment of IPEC to decentralize is reflected in the Programme's practice to establish all new projects on a decentralized basis unless there is a specific reason to centralize the budget. As can be seen in table 9, over 60 per cent of IPEC's allocations available for spending in 2004 is decentralized. It is therefore of paramount importance that the necessary administrative and financial support is in place in the regions to ensure that the delivery target is reached in 2004.

As part of the ongoing decentralization efforts, the allocation of PSI resources to the

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<sup>1</sup> Some 190 implementing agencies signed for new programmes during the period January through September 2004 (IPEC Programme Database, Geneva)

**Table 9. Allocations 2004**

Allocations 2004 (US\$)	
Centralized	33 279 451
Decentralized	56 308 332
<b>Total</b>	<b>89 587 783</b>

ILO field structure was increased to enable it to enhance its role in supporting the implementation of projects. While additional alignments of capacity in the field are still required to absorb this growing responsibility some progress was made through the creation of a new child labour focused post in Asia. The post was filled through the transfer of IPEC HQ staff to the concerned Regional Office. A second post in Africa, as announced in the 2002-03 Programme and Budget, is now likely to be filled in the first half of 2005.

### 3.1.2 IPEC at headquarters

At its headquarters in Geneva, IPEC is part of the Standards and Fundamental Principles and Rights at Work Sector. Generally the organizational set-up of the previous biennium was maintained, with the Statistics, Research and SIMPOC Units and the Legal Unit in the *Policy, Knowledge and Advocacy Branch*, and the Programme Support and Reporting and Resources Planning Section, Technical Product Lines and Networking Section, and the Design, Evaluation and Documentation Section (DED) in the *Operations Branch*. Overall policy guidance and financial services are provided at the Department level as are the services of DED.

The IPEC 2002-03 report mentioned the tight staff resource situation in Geneva resulting from funding constraints. While in the short-term IPEC's staff resources planning for the 2004-05 biennium is sound, the situation is precarious for future biennia due to IPEC's continued reliance on voluntary donor support for the funding of many core functions. Staffing levels in Geneva had to be slightly reduced in 2004 owing to lower Regular Budget allocations for the 2004-05 biennium and a revised allocation system for Programme Support Income (PSI).

### 3.1.3 Development of IPEC's human resources

Seminars were held for the professional staff of Asia and the Americas and two training programmes were organized at the Turin Centre for staff from Africa and those of Europe and the Arab States. The topics for each seminar were selected from a menu by the staff in each region; however, each seminar included mandatory sessions on planning and operational approach, working with employers' and workers' organizations, and IPEC country teams. Specific technical and operational topics and gender issues were included as per requests by each region. Some 200 IPEC field staff participated in these workshops together with IPEC management and technical experts.

In addition, IPEC organized training for some of its field administrative and finance support staff in Africa and Asia in 2004 and this is expected to continue in 2005.

IPEC Chief Technical Advisers from 14 time-bound programme support projects and Child Labour Specialists participated in technical consultations on the TBPs organized by IPEC in Geneva (March/April 2004) to review the concept of the time-bound programme, share experiences and provide insight into future directions. Also invited to the meeting were representatives of grantees<sup>2</sup> implementing the US Department of Labor funded Education Initiative on child labour in collaboration with IPEC in selected countries.

Technical consultations to develop models of interventions were also organized by IPEC Geneva (January 2004) to draw on the expertise of nine field-based IPEC Child Labour Specialists, Chief Technical Advisers and project experts focusing on trafficking. The meeting took stock of progress, shared information on technical modalities, and discussed how to improve knowledge management on child trafficking and more actively include the ILO constituents. It also sought clarification of conceptual issues that have a direct bearing on project implementation and developed a generic thematic strategic framework (thematic SPIF).

As in the previous biennium, training continued for IPEC staff on child labour monitoring, with staff workshops organized in Asia and Europe.

<sup>2</sup> DevTech Systems (El Salvador), World Education (Nepal), and World Vision (the Philippines).

### 3.1.4 Operational procedures

As for all parts of the ILO, much of the procedural work done by IPEC in the past year was related to the IRIS<sup>3</sup> project. IPEC staff provided inputs to the finance, technical cooperation, procurement and human resource modules of the project. It also participated in the testing of the technical cooperation module and worked with the change management group on implementation and training issues.

Working with PROCUREMENT and JUR<sup>4</sup>, IPEC has been able to introduce an automated template for the production of action programme agreements. This allows for fast-track preparation and processing of contracts and should considerably reduce the time devoted to the contract review process. This fast-track system will require full electronic submission of documents. As the system is compatible with IRIS, it will remain in place when IRIS is implemented in the field offices.

The *Programme and Operations Manual* introduced in 2003 (available on the IPEC intranet) is being updated regularly and new tools and instruments have been added to it. A revised edition will soon be made available in a CDROM version to permit wider distribution. Version 2 will include training exercises to help new staff gain a better understanding of the procedural narratives. The manual has been translated into Spanish and French.

The process of recruitment of Chief Technical Advisers and project experts for new projects was streamlined further in 2004. IPEC was able to reduce the average recruitment and placement time for international project staff from 6.4 months in 2002 to 3.7 months in 2003 and 3.4 months in 2004.

## 3.2 PROGRAMME DESIGN, EVALUATION AND KNOWLEDGE MANAGEMENT

Planning and design processes were further consolidated and enhanced through increased use of the Strategic Programme Impact Framework (SPIF) as a planning and communication tool by IPEC and its partners. Project and thematic evaluations managed during 2004 reached a record high for IPEC, while work on impact assessment progressed as tracking and tracer methodologies were taken to the field for pilot testing.

Building on its strategic planning work at the global level in 2003, IPEC continued the use of the Strategic Programme Impact Framework at the project level and beyond that with partners in support of national plans of action. Moreover, specific strategic frameworks were established using the SPIF methodology for the technical thematic areas of education and skills training and for trafficking. SPIF is used to analyse the problem and identify appropriate responses, including the linkages to other programmes and the role of IPEC.

Forty-two evaluations were completed during 2004, including three thematic evaluations (Annex D). A similar number of evaluations are expected to take place during 2005. This represents an increase of about 100 per cent compared with 2002-03. Lessons learned from evaluations as well as recommendations and potential good practices are transferred to the IPEC programme database.

The IPEC evaluation approach is based on that of the ILO. Using a consultative process, it aims at an appropriate balance between credibility, independence and usefulness for both knowledge building and accountability. IPEC evaluations are able to maintain this balance because of the independent nature and role of the evaluation function within IPEC. The degree to which IPEC is able to ensure the consistency and credibility of the IPEC evaluation approach depends on the overall approach to evaluation taken by the ILO. IPEC will continue to contribute to developments on evaluation in the ILO.

IPEC's work on impact assessment continued with the piloting of the tracking and tracer methodologies to assess the direct impact of IPEC's supported projects on children and their families. Results, including possible extrapolation to IPEC's overall work, will be available in early 2005. Work is ongoing to identify the type of methodologies that would be required to assess the indirect impact of policies and institutions.

In view of recent developments in the ILO, the IPEC programme database is expected to undergo adjustments to enable links to ILO's information systems, such as IRIS. Further work on IPEC web pages will also take place to make use of the recent Content Management System approach of the ILO.

<sup>3</sup> Integrated Resource Information System.

<sup>4</sup> JUR – Legal Services

### 3.3 PROGRAMME CHALLENGES

As its work evolves and progresses, IPEC seeks to understand pressing and important questions on the impact of its work: is it making an impact and if so, is the impact commensurate to the investments it has made, and can the key factors leading to the impact be identified for replication and use elsewhere? Answering such questions, providing evidence for the impact of its work through efficient, cost-effective and realistic measuring systems is an enormous challenge for IPEC, as for all technical cooperation programmes.

While the time-bound programme approach is comprehensive, it does require more intense technical support from IPEC to cover a range of areas from policy development to direct intervention services. Although there has been

considerable progress in recent years in the level of implementation capacity within many countries, it is still not always sufficient and needs to be strengthened over a period of time. Integrating child labour in major development plans, programmes and targets in the countries entails not only the commitment of governments, but also that key donors and development banks in the country treat child labour as a priority.

A solid basis has been laid for a worldwide concerted attack on child labour and IPEC is reaching several million children, improving their lives and chances for a productive future. This effort will need to be multiplied, however. Furthermore, closer integration with other ILO programmes within the Fundamental Principles and Rights at Work Sector and beyond is feasible and desirable.

## **PART II**

# Thematic highlights





This part of the report provides information on three topics of importance to IPEC in its current biennium:

- 1. Child labour and the World Commission Report on the Social Dimension of Globalization**
- 2. IPEC's intensified response to the child labour problem in Africa**
- 3. The IPEC Strategic Programme Impact Framework – Towards a theory of change for the elimination of child labour**

IPEC welcomes suggestions and guidance from the members of the ILO Governing Body Committee on Technical Cooperation and the IPEC International Steering Committee, as well as other stakeholders, on issues discussed and raised in these thematic chapters.



## II.1. CHILD LABOUR AND THE WORLD COMMISSION REPORT ON THE SOCIAL DIMENSION OF GLOBALIZATION

### 1.1 INTRODUCTION

The Report of the World Commission on the Social Dimension of Globalization<sup>1</sup> makes specific mention of child labour in several contexts. It identifies child labour as “a serious problem in its own right and a major factor limiting school enrolment, retention and educational achievement”.<sup>2</sup> It sees it as a consequence of poverty as well as a factor in its perpetuation: “The poverty of parents today condemns working children to poverty tomorrow”.<sup>3</sup> Mostly however, the references to child labour are implicit, as when the Commissioners refer to the “blatant violations” of labour rights,<sup>4</sup> or consider it “essential that respect for core labour standards form part of a broader international agenda for development”, or call on international institutions to “ensure that no aspect of their policies and programmes impedes the implementation of these standards”.<sup>5</sup> Numerous other recommendations of the Report too, though not explicitly singling out child labour, have a bearing on this scourge as they relate to its determinants – abject poverty, insufficient educational opportunities, lack of decent work, discrimination – or how it may be addressed.

The ILO is currently in the process of reflecting on the implications of the Report for its work.<sup>6</sup> This thematic chapter is an initial attempt to contribute to the process in the area of child labour. The coverage in this chapter is highly selective, focusing mostly on several initiatives designed to strengthen IPEC action against child labour in a globalizing world.

### 1.2 CHILD LABOUR IN A GLOBALIZING WORLD

What has been the impact of globalization on child labour? The answer is unfortunately inconclusive. The difficulties begin with the diverse perceptions of concepts of globalization and child labour, although in the case of child labour,

its definition is more formally and firmly established by ILO Conventions. Statistical evidence too is still insufficient, particularly in regard to types of child labour where the scarcity of reliable data has often compelled analysts to resort to proxy indicators that are rarely adequate. The multitude of channels through which globalization influences child labour also poses difficult methodological issues that are far from resolved.

While *globalization*, due to its multidisciplinary origins, can have a wide range of connotations, it is commonly used to describe the process of opening up to the outside world and freer movement of goods and services, capital and labour. Economic deregulation and the reduction or elimination of barriers to inter-state trade are the hallmarks of the current process and these are aided by the decreasing costs of telecommunication and transportation.

There are only a limited number of studies on globalization and child labour, or some derivative, and these tend to limit their definition of globalization to increased international trade. A few studies are also available on the relationship between foreign direct investment and child labour, and of the impact of price liberalization on the latter. The findings broadly support the proposition that, under the right circumstances, the globalization process *could* lead to a reduction in child labour, although there is some evidence to the contrary as well. One study, for example, finds no empirical evidence that trade exposure (a measure of globalization) per se increases child

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<sup>1</sup> ILO: *A Fair Globalization: Creating Opportunities for All*, report of the World Commission on the Social Dimension of Globalization (Geneva, 2004).

<sup>2</sup> *ibid.*, para. 274.

<sup>3</sup> *ibid.*, para. 274.

<sup>4</sup> *ibid.*, para. 423.

<sup>5</sup> *ibid.*, para. 426.

<sup>6</sup> See, in particular, ILO: *A Fair Globalization: The Role of the ILO*, report of the Director-General on the World Commission on the Social Dimension of Globalization (Geneva, 2004).

labour. In a country that starts out with a largely uneducated workforce, globalization raises the wages of the uneducated relative to educated workers, which is likely to increase child labour. By contrast, globalization can help reduce child labour in countries where there is a relatively large pool of workers with at least a basic education, complemented with active social policies.<sup>7</sup> Another study of the impact of a liberalized trade policy found that, in the case of Vietnam, the resulting increases in the price of rice, an export crop, can account for almost half of the decline in child labour that occurred during the 1990s.<sup>8</sup>

A few studies have also considered the links between foreign direct investment (FDI) and child labour. Broadly speaking, child labour appears to be negatively associated with FDI flows, although the lack of reliable and comparable data for long periods proved an obstacle in the analysis of the likely reasons for this and similar findings.<sup>9</sup> An IPEC review of the literature suggests that the benefits of FDI are not primarily through increased employment, but rather technological transfers and the modernization of industry. This highlights the fact that the most effective way of becoming involved in globalization and benefiting from it is through an educated workforce. Globalization raises the returns to education and this is probably the key in the linkage between globalization and child labour.<sup>10</sup>

### 1.3 IMPLICATIONS FOR IPEC

Regardless of the nature of the relationship between globalization and child labour, “a fair globalization” that is to be the consequence of “creating opportunities for all” must of necessity entail the elimination of child labour, first and foremost in its worst forms. Given the mandate of IPEC, it is reasonable to characterize all IPEC activities as giving effect in some ways to many recommendations of the Commission’s Report. The evolution of IPEC strategy, in particular, with its dual focus on direct assistance to working children and their families and communities on the one hand, and on creating an enabling environment for the elimination of child labour on the other, is in line with the thrust of the Report. IPEC’s strategies are putting increasing emphasis on poverty alleviation as well as on expanding and improving institutional mechanisms for education and law enforcement, among others. As such, the work of IPEC also fits into

and supports various other frameworks such as the Millennium Development Goals (MDGs), the Poverty Reduction Strategy Papers (PRSPs), and the Education for All (EFA) initiative.

It is, nonetheless, true that more could be done to align IPEC activities with the letter and spirit of the recommendations of the Commission’s Report. The following paragraphs highlight a few themes and topics where IPEC’s future work might be made more focused and effective in a globalizing world.

#### 1.3.1 Targeting the WFCL in the MDG framework

The international community is committed to the elimination of the worst forms of child labour as evidenced by the unprecedented ratification of ILO Convention No. 182 on the worst forms of child labour. The Convention obligates ratifying member States to “take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency”.<sup>11</sup> Although no specific time horizon is identified, it is clearly intended that this objective should receive priority of the highest order. It is therefore regrettable that the elimination of the worst forms of child labour, indeed of all child labour, does not figure among the eight Millennium Development Goals, the 18 targets and 48 indicators<sup>12</sup> (box 6). This inconsistency needs to be remedied. The goal of the elimination of the worst forms of child labour by the year 2015 can only be achieved if political will is strongly behind it. Its incorporation into

<sup>7</sup> A. Cigno et al.: “Globalisation and child labour”, Chapter 6 in *Harnessing Globalisation for Children: A Report to UNICEF*, edited by G. A. Cornia, 2003; and A. Cigno et al.: “Does globalization increase child labor?”, in *World Development*, 30.9, 2002, pp. 1579-89.

<sup>8</sup> E. Edmonds and N. Pavcnik: “Does globalization increase child labor? Evidence from Vietnam”, National Bureau of Economic Research Working Paper 8760, February 2002.

<sup>9</sup> M. Busse and S. Braun: “Export structure, FDI and child labour”, Hamburg Institute of International Economics, HWWA Discussion Paper No. 216, 2003.

<sup>10</sup> For a comprehensive review, see R. Johnsson, “Globalisation and child labour: A review of literature”, draft (Geneva, IPEC, 2003).

<sup>11</sup> Article 1.

<sup>12</sup> For the relevant lists and full discussion of indicators, see United Nations Development Group: *Indicators for Monitoring the Millennium Development Goals: Definitions, Rationale, Concepts and Sources* (New York, United Nations, 2003).

**BOX 6. CHILD LABOUR AND THE MILLENNIUM DEVELOPMENT GOALS**

The links between child labour and the MDGs are straightforward, notably with the poverty and education goals.\* Of particular relevance in this context is, for example, the recognition that child labour poses a serious obstacle to the achievement of the Education for All objective. This is a key message that IPEC has been sending to major players in the EFA movement, at national and international levels. The message has been well received, as reflected in such fora as the G8 Task Force on EFA, and the UNESCO-led Working Group on EFA. The Delhi Declaration of November 2003 echoes this message and calls for an international task force to help improve coordination across EFA and child labour initiatives.

\* See, for example, Bjørne Grimsrud: "Millennium development goals and child labour" (Florence, Understanding Children's Work project, October 2003).

the MDG framework as a target or an indicator could be an objective that the ILO pursues in its drive to promote decent work as a global goal. Consideration also might be given to the possible adoption as an ILO goal of the elimination of the worst forms of child labour by 2015. The case for these proposals could be developed fairly easily.

**1.3.2 Improving the knowledge base**

The Report underscores the importance of detailed data on globalization and its social impact as a prerequisite for sound policy formulation and better monitoring. "What is measured is acted upon."<sup>13</sup> It further points to the need for "more information and better analysis of the social dimension of globalization", noting that in-depth reviews of key policy issues are also "badly needed".<sup>14</sup> Substantial emphasis is placed on networking and partnerships in efforts to address gaps in knowledge.<sup>15</sup>

Great strides have been made in recent years in regard to the generation of data on child labour, research and networking, with IPEC playing a significant role in this improvement. Motivated in part by the increased availability of data, research is shedding increasing light on aspects of the relationship between globalization and child labour. Networking and partnerships are developing as well, as exemplified by the project Understanding Children's Work (a joint initiative of ILO, UNICEF and the World Bank), the Child Labour Researchers Network and the Development Policy Network for the Elimination of Child labour. These efforts may still be in their infancy but there is no doubt that a solid foundation already exists on which to build a stronger knowledge base on child labour.

Three new initiatives are underway or under consideration:

1. *Statistics on child labour*: Following the wave of child labour surveys carried out over the past few years, IPEC is entering a period of consolidation of its statistical work. These include the development of statistical child labour standards for consideration by the 18<sup>th</sup> International Conference of Labour Statisticians in 2008, promoting the collection of child labour data as a regular feature of national statistical programmes, and improving the international comparability of child labour data for use in quantitative and globalization-relevant analysis of the child labour – poverty/education/trade nexus.
2. *Globalization and child labour*: In view of the gaps in knowledge about the relationship between globalization and child labour, consideration may be given to launching a programme of research on the implications for child labour of the key aspects of the globalization process. Of particular interest is the identification of conditions under which globalization policies would have a positive outcome in so far as child labour is concerned. Solid studies of this nature are not only necessary to sharpen understanding of the relevant issues in the globalization debate, they are also likely to be extremely useful in advocacy efforts at all levels.<sup>16</sup>

<sup>13</sup> ILO: *A Fair Globalization: Creating Opportunities for All*, op. cit., para. 624.

<sup>14</sup> *ibid.*, para. 626.

<sup>15</sup> *ibid.*, paras. 624-629.

<sup>16</sup> A good example is IPEC: *Investing in Every Child: An Economic Study of the Costs and Benefits of Eliminating Child Labour* (Geneva, ILO, 2004).

3. *Child labour and youth employment linkages.* The Commission's Report identifies youth employment as a critical area for action.<sup>18</sup> So is the relationship between youth employment and child labour, a relatively under-researched area. By affecting the cost-benefit analysis of education, future employment prospects play a large role in the decision as to whether a child works or not. Likewise, a long-term strategy for the elimination of child labour must go beyond the removal of children from work and prepare them for re-entry into the labour market at the appropriate age. IPEC is accordingly initiating a new project in collaboration with the Youth Employment Network and the Youth Employment Task Team to improve knowledge of the relationship between child labour and youth employment and strengthen its capacity to offer policy advice and provide technical assistance.<sup>19</sup>

### 1.3.3 Mainstreaming child labour concerns in broader policy frameworks

While direct action has its role, the effective abolition of child labour is only possible if national development policies and efforts address its causes by, inter alia, increasing jobs and incomes, improving access to education, and reducing discrimination. Such policies and efforts can be made more child labour friendly. This is the basic objective of IPEC's mainstreaming efforts, which aim to contribute to the integration of child labour concerns in broader strategies, policies and programmes. These efforts take a variety of forms – provision of tools, networking, capacity building – and target, notably, the Poverty Reduction Strategy Papers and other planning instruments.

The Commission's Report expresses full support for national strategies aimed at eliminating the worst forms of child labour<sup>20</sup> and thus, indirectly, to national time-bound programmes (TBPs) and IPEC projects of support to TBP initiated in various countries. Several of the recommendations, for instance for strengthening education, promoting decent work, ensuring broad-based dialogue and increasing coherence among government and donor-supported policies and programmes<sup>21</sup> are very much in consonance with the TBP approach. The important work of the time-bound programmes at local level, in particular, can serve as a vehicle

for effecting these recommendations in an integrated manner.

In many countries, there is considerable scope for building action against child labour, particularly its worst forms, into development activities at the local and community level. Development schemes concerned with rural infrastructure (schools, roads, etc.), micro-credit, social protection (such as health insurance) and agriculture, can be linked up with time-bound programme interventions in ways that encourage households and local communities to deal with child labour, while empowering them for poverty reduction and sustainable socio-economic development. For example, modalities can be developed for partnerships between local communities, central and local government, local-level civil society groups (including employers' and workers' organizations and non-governmental organizations), donor agencies and other international organizations to ensure community ownership and management of development activities, including community responsibility for addressing child labour issues. Time-bound programmes provide opportunities for developing such an integrated and collaborative approach, and this within broader national frameworks such as national development plans and comprehensive poverty reduction strategies.

### 1.3.4 Strengthening voluntary initiatives<sup>22</sup>

Global sectoral partnerships, already in place for such export sectors as tobacco and cocoa growing and sporting goods production, to combat child labour or for the promotion of a broader range of core labour rights, can usefully be extended to other sectors seeking progress on both economic and social fronts. Examples include banana, coffee, cotton and tea growing, the hotel and tourism industry, and small-scale mining and construction. If organized in an inclusive and transparent fashion and aimed at concrete action

<sup>17</sup> ILO: *A Fair Globalization: Creating Opportunities for All*, op. cit., para. 278.

<sup>18</sup> For further information on this initiative, see ILO/IPEC: "Child labour and youth employment linkages: Conceptual framework and generic terms of reference for national policy studies and related activities", draft (Geneva, 2004).

<sup>19</sup> ILO: *A Fair Globalization: Creating Opportunities for All*, op. cit., para. 274.

<sup>20</sup> For example, see *ibid.*, paras. 511-513 and 603ff.

<sup>21</sup> ILO: *A Fair Globalization: Creating Opportunities for All*, op. cit., paras. 554-555.

<sup>22</sup> *ibid.*, para. 79.



by governments and social partners directly benefiting workers, their families and children, such partnerships can make an important contribution to a fair globalization. IPEC and other programmes of the ILO have extensive experience in advising and supporting such partnerships and are at the disposal of the ILO's tripartite membership. Resources necessary for supporting such initiatives can be raised relatively easily.

### **1.3.5 Increasing emphasis on Africa**

Last, but far from least, is the need for greater focus on Africa. As the Commission's Report notes, "over the past 20 years of globalization, Africa has fared far worse than other regions".<sup>23</sup> Child labour in Africa is covered in this report in Part II, Chapter 2.



## II.2. IPEC'S INTENSIFIED RESPONSE TO THE CHILD LABOUR PROBLEM IN AFRICA

### 2.1 INTRODUCTION

Africa is currently facing a multitude of serious challenges that affect its development. Sluggish economic growth, widespread poverty, underdevelopment of human resources, the HIV/AIDS pandemic, environmental degradation, drought and civil conflict are among factors widely recognised to hinder socio-economic advance in this continent of some 830 million people. Not so well known is the problem of child labour. Child labour affects all African countries and is intimately linked to the challenges mentioned above, either as a contributing factor, a consequence, or often both. Overcoming any of those impediments will have a favourable impact on the situation of child labour. Conversely, the reduction of child labour can only help in the struggle to overcome those obstacles, in the long run if not always in the immediate future. Any effort to resolve Africa's developmental challenges must come to grips with the problem of child labour in the region and its place in the overall development context.

With a view to developing a more coherent and extensive programme in support of the progressive elimination of child labour in Africa, IPEC has been taking stock of the situation in a report that explores the problem of child labour in the context of development challenges in Africa.<sup>1</sup> The report provides evidence on the scale and nature of the problem, analyses its causes, and reviews what is being done to address it. Its principal focus however is on what still remains to be done. A key message of the report is that a confluence of circumstances has now produced probably the most promising policy environment so far for effective action against child labour. This window of opportunity is an occasion for the major stakeholders, both national and international, to reflect on their own vision of the challenge of child labour and the response to it, as well as to define how they may best contribute to its progressive elimination in the coming years. This thematic section

draws on some of the findings and conclusions of the report, with a focus on their implications for the role of IPEC in the medium term.

### 2.2 CHILD LABOUR AND DEVELOPMENT IN AFRICA

Although children have been working throughout history, they seem to be doing so less and less, at least in recent decades. This is true of Africa as well.<sup>2</sup> The long-term decrease in this region, however, has been far more modest than in other major developing regions. As a result, the gap between Africa and the rest of the developing world has been widening. The overall activity rates of children in sub-Saharan Africa (SSA) are currently the highest of any region, with the work ratio for the 5-14 year-olds estimated at 29 per cent in 2000 compared to 15-19 per cent in other major developing regions. This disparity is even larger for younger children, who start work earlier in Africa than elsewhere. A large majority of working children in Africa are unpaid family workers working on family farms. Significant numbers are also found in the burgeoning informal sector in many urban areas. There are, however, relatively few in the formal sector of the economy.

Household poverty is widely regarded as *the* prime cause of child labour. This is not necessarily true of all forms of child labour and other factors are often at work as well. By and large however, the survival needs of the household tend to predominate and, indeed, some proximate causes of child labour that may appear at first sight to be unrelated to poverty – such as parents' low regard for the education of children,

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<sup>1</sup> ILO/IPEC, *Child Labour and Development in Africa* (Geneva, forthcoming).

<sup>2</sup> The underlying evidence and analysis for the assertions made in this section may be found in the report cited in the preceding footnote.

particularly girls – are typically themselves manifestations of attitudes acquired over the long run as chronic poverty passes from one generation to the next. Recognizing this fact has the obvious implication that the effective abolition of child labour stands a far better chance of success if it is pursued in the context of anti-poverty strategies, policies and programmes. But it is equally important to realize that it does not necessarily imply that addressing *household/family* poverty is the sine qua non of sustainable reduction in child labour. The links between family poverty and child labour are not immutable and can be weakened, as demonstrated through countless examples of policies and programmes in many countries, including African, that target a narrower set of constraints directly bearing on child labour, such as inadequate educational facilities or families' inability to pay school fees or replace income from child labour.

Another implication has to do with the fact that African countries are diverse and some are in a far better position to address the problem of child labour than others. The 34 sub-Saharan Africa countries that figure among the least developed countries (LDCs) are characterised by severe internal and external constraints on development and their extreme poverty makes the challenge of eliminating child labour especially difficult. These countries are not only where the practice of child labour tends to be the most rampant and entrenched, but also where resource and capacity constraints to combat the problem are the most acute. The need for international community's assistance is therefore all the greater. There are indeed innovative examples of some countries, even among the LDCs, that show remarkable possibilities of success when substantial resources and political will can be brought together, as in Uganda where significant strides have been made in promoting universal primary education (UPE) (box 7).

UPE is the best antidote to child labour. As long as educational facilities are not widespread enough to be available to all children, as long as curricula and educational systems do not respond to the needs and expectations of children and parents and as long as teachers are not properly trained and equipped, it is inevitable that some children will begin to work, even if they were not driven to it by abject poverty. It is thus crucial to ensure that compulsory education laws are effectively implemented and enforced. These laws are on the books in all but a couple of African countries, with the duration varying from a minimum

of four years in Angola to 11 years in Gabon and Tunisia (the average is 7.7 years). And yet, millions of children do not go to school and the problem is worsening in some countries as a result of economic malaise affecting the country and HIV/AIDS, among other reasons. But even in countries where almost all children are enrolled at school, as in South Africa, the problem of child labour is still present albeit in lesser proportions and with less intensity as work and study are combined. Besides the questions of availability and access, there are also issues relating to the quality of education provided, its relevance to labour market needs, skills training, and transition from non-formal to formal education, that need to be considered in a broad perspective.

Another important set of factors, such as HIV/AIDS and drought, play a significant role in exacerbating the problem of child labour because of the extreme vulnerability of many African families, but also of economies and societies at the macro level. A telling indicator is the number of AIDS orphans in SSA, which exceeded 12 million in 2003 compared to half a million in 1990. Because of widespread poverty and limited access to resources, disruptive shocks to income, jobs, family labour and food supply can dramatically endanger the welfare if not the very survival of households. Under such circumstances child labour is often found to serve as a mechanism to cushion the adverse impact of such shocks, as shown by various assessments of the impact of HIV/AIDS and drought on school attendance and premature entry into the labour market.

The discussion above points to some of the more prominent factors underlying the problem of child labour in Africa. The success in the fight against child labour is thus partly contingent on how effectively individual families, local communities, nation states and the international community are able to resolve the broader developmental constraints at play.

The vast majority of African countries have ratified both ILO Conventions No. 138 and No. 182 and are thus committed to the effective abolition of child labour. Whether child labour is viewed from a right-based perspective or a development perspective, or both, is somewhat inconsequential so long as it is addressed as an integral part of broader developmental efforts, nationally and internationally.

The developmental efforts in Africa are now being channelled within the context of several complementary frameworks, among the more important of which are the Poverty Reduction

**BOX 7. UNIVERSAL PRIMARY EDUCATION IN UGANDA**

One of the poorest countries in the world, with some of the worst human development indicators, Uganda has emerged as a symbol of what sub-Saharan Africa could achieve in making education free and universal. Uganda's Constitution of 1995 affirms that all persons have a right to education. Under the Universal Primary Education programme launched in 1997, the aim is to provide basic education to all children aged 6 to 12 years. The programme has been built on a government commitment to increase education financing, on concerted donor support, and on a range of strategies for overcoming disparities and improving quality. Education is yet, though, to be made compulsory.

Before the programme was launched, Uganda suffered from an education profile typical of many African countries. In the 1980s, enrolments had stagnated with a gross enrolment rate average of 73 per cent. Access favoured the better-off, boys, and those in urban areas. Net enrolment varied between 46 per cent for the poorest quintile, to 81 per cent for the upper quintile. There was a pronounced bias against girls. Of 45 districts, only in 11 did girls represent 49 per cent of the enrolment. By the mid 1990s, one in three 6-11 year olds was not enrolled in school. Parents, moreover, contributed more than 75 per cent of total primary school expenditure through school fees, materials and parent/teacher association levies. The cost of putting one child through school amounted to 20 per cent of the average per capita income. Poor families with more than one child were being priced out of the school system.

To change this situation, the burden of education financing was shifted away from households to the public purse. The UPE programme committed itself to paying the statutory fees for four children per household, instructional materials in the form of textbooks, teachers' salaries, school construction materials, and libraries. To ensure gender balance, at least two of the four children are girls.

Spending on education rose from 1.6 per cent of gross national product in the early 1990s to 4 per cent by the end of the decade. Over 70 per cent of the 1997-98 education budget was allocated to basic education, compared to 40 per cent in the early 1990s. This enormous increase was partly due to redistribution, a significant increase in economic growth, and debt relief under the Highly Indebted Poor Countries (HIPC) initiative.

UPE advocacy campaigns were also critical in getting all stakeholders to understand the policy and their role in its implementation. With the 1995 Constitution, primary education became a responsibility of district governments. The intention was to move decision making close to the schools. The Government allocates funds directly to the schools based on enrolment. As part of a strategy to deal with persistent quality issues, an action plan was agreed to deal with teachers' pay. Teacher training has been strengthened through a national programme and 18 core primary teachers colleges.

The implementation of the UPE policy led to an almost doubling in enrolments from 1996 to 1999, with net enrolment at over 90 per cent. This is comparable to many countries in East Asia with far higher income levels. Uganda demonstrates that with strong government commitment, poor educational performance can be overcome – it is the antidote to fatalism about Africa's development prospects. Furthermore, Uganda is also one of the few success stories in dealing with HIV/AIDS.

Source: A. Fyfe; *Compulsory education and child labour: Historical lessons, contemporary challenges and future direction*, Draft (ILO, 2004), Section 5.6.

Strategy Paper (PRSP) process, the Millennium Development Goals (MDG), the New Partnership for Africa's Development (NEPAD), the Education for All (EFA) initiative, and the Decent Work Agenda. Such frameworks constitute ideal vehicles in the struggle against child labour as they are geared towards addressing its causes and creating alternatives through the promotion of pro-poor growth strategies, expansion of educational opportunities, and extension

of social protection to alleviate the plight of the most vulnerable groups of the population.

The explicit concern with the elimination of child labour in these frameworks is on the whole rather perfunctory. Few PRSP documents, for example, make specific mention of child labour, much less analyse its nature and causes, or allocate resources for its elimination. This is no doubt to be regretted but it is probably not what is crucial. What is crucial is rather the extent to which

the policies being put in place – be they macro-economic, sectoral, or welfare oriented – are of such a nature as to lead, directly or indirectly, to a reduction of both the demand for and supply of child labour and create educational alternatives for all children. This is an area where research is sorely lacking.

Assessing the implications of major policies for child labour is of particular relevance in prevention efforts. For the elimination of child labour to be successful and sustained, preventive action should have the pride of place in the struggle against it. Prevention seeks to guarantee the rights of the child rather than restore them. It is also both easier and less costly than removal, rehabilitation and social re-integration, if only because it would avoid the need to undo any damage done as a result of premature entry into the world of work.

A coherent and comprehensive strategy for the elimination of child labour must be based on a holistic understanding of its linkages with other key dimensions of development. There is much that is deficient in our understanding of the problem of child labour in Africa, knowledge gaps that need to be filled as soon as possible. But it also needs stressing that, notwithstanding, the crucial ingredient for an effective response to the problem is the political will to address it.

## 2.3 THE ROLE OF IPEC

IPEC's strategy for the elimination of child labour has been evolving since its inception, moving from small-scale action projects to larger, more focused and ambitious projects at the country and regional level. Increasingly, IPEC projects are taking the form of support to national time-bound programmes (TBPs) for the elimination of the worst forms of child labour. This evolution also provides greater scope for upstream work involving policy development and action as well as the strengthening of the capacities of key players at the policy, planning and implementation levels.

IPEC's activities in Africa have been more limited than elsewhere but are expanding. The dominant trend involves the increasing number of TBPs and subregional programmes. Full-scale TBPs are now operational in three countries (Senegal, South Africa and the United Republic of Tanzania), and being launched in another three (Ghana, Kenya and Madagascar), with prepara-

tory activities underway in a few more. A larger number of countries benefit from the subregional programmes in limited areas.

The programmatic challenges faced by IPEC in Africa include, inter alia, insufficient awareness of the problem at all levels, from the family to the policy making level; lack of viable developmental alternatives to child labour, mainly educational and vocational; consideration of specific circumstances of a critical nature such as HIV/AIDS, food crises, and traditional practices that encourage child labour; and inadequate capacity at the implementing partners' level, which cause implementation delays and administrative problems.

The evolution of IPEC's strategy is in part a response to greater demand for its services, as more countries seek to fulfil their obligations under the two child labour Conventions. This trend is expected to continue in the coming years and indeed intensify in the case of the African member States. This prospect raises the issue of whether it might not be possible to strengthen the present IPEC strategy for more effective action and greater impact. In other words, the challenge facing IPEC is how it might get, to use an informal expression, a bigger "bang for its buck". This figure of speech may be equally apt in a literal sense as well, for the comparative advantage of IPEC lies not so much in the volume of resources it is able to bring to bear on the problem but rather in the power of its message and tripartite and other partnerships. The most pertinent measure of IPEC's effectiveness is less in the limited number of children it reaches through its direct interventions than in the reach and impact of its advocacy efforts; less in the size of the resources it manages to mobilize itself than in its ability to influence the allocation of much larger resources at the national and international levels in ways that would contribute more towards the objective of child labour elimination. For this message to be credible and forceful however, it has to be backed up not only by the moral imperative of social justice but also by a solid and rapidly growing knowledge base on child labour and capacity to play a facilitative role, provide policy advice and develop stronger partnerships.

Accordingly, several areas of IPEC's work in Africa must be significantly strengthened, as is already partly envisaged under the current Programme and Budget. Among these are:

- **Knowledge base on child labour.** Statistical data, in-depth analysis and practical tools are necessary to help inform policy formulation



and monitor progress over time. A substantial foundation has been in the making over the past few years, not least with the accumulation of much survey data on child labour. Nationwide surveys alone now number over 60, covering some 40 African countries, carried out, in most cases, with the support of IPEC, UNICEF and the World Bank. These constitute an exceptionally rich source of primary data for analytical purposes but their exploitation has so far only scratched the surface. Of particular importance is the need to develop simple indicators of child labour and its associated variables for monitoring purposes in the context of such frameworks as the PRSP. A major effort is necessary to fill the knowledge gaps through greater cooperation with African research institutes and networks, notably the research units of the social partners. To this end, IPEC's own policy research capacity and partnerships need to be substantially strengthened if IPEC is to become the foremost international centre of excellence on child labour knowledge and policy advice, as well as a dynamic source of support for the expansion of research capacity in Africa.

- **National child labour policy.** Comprehensive action against child labour involves a broad range of policies, programmes and projects, and thus many stakeholders in the public and private sectors. This poses a major challenge in terms of policy development and effective coordination among various actors. Action against child labour would be considerably helped if comprehensive national child labour policies and action programmes already existed. Unfortunately few countries in Africa have so far developed such policy frameworks, although several are moving in that direction. A key ingredient would be to define the role of various actors involved and to secure their commitment to fulfil their respective roles. A possible initiative in this area may be a regional programme to synthesize existing experience with national child labour policy formulation and implementation and distil the lessons learned for widespread dissemination, training, etc. African research institutes would play a leading role in such an initiative.
- **Mainstreaming child labour concerns.** A major focus of IPEC's future action would

be to promote mainstreaming of child labour concerns in development and poverty reduction strategies, notably the Poverty Reduction Strategy Papers (PRSPs), as well as in sectoral policies such as education, agriculture, and rural development. This involves a variety of activities in the areas of improving the knowledge base, advocacy, capacity building, and policy development and coordination. The TBP's are playing an increasingly important role in intensifying this trend but they cover only a handful of countries. The challenge facing IPEC is to devise ways of reaching many more constituents who are equally committed to the elimination of child labour but need support. This calls for innovative modalities other than direct intervention and TBP's to provide strategic assistance in mainstreaming efforts. Among these are vastly expanded networks of child labour stakeholders, mobilization of resources for the provision of policy advisory services and training, and increased collaboration with other international organizations such as the UNDP, the World Bank and the IMF not only at the country level but also at the level of headquarters. On this last possibility, strong support at the highest decision making levels of the ILO and close coordination with the Integration Department are indispensable.

- **Education and child labour.** Universal primary education (UPE) is an important goal in itself and a crucial pillar of a strategy to eliminate child labour. The main constraint is generally the lack of adequate resources, particularly in the LDCs. Evidence appears to suggest that it is a perfectly feasible proposition, even in the context of the African LDCs, as has been argued in a recent joint study by ILO and UNCTAD (box 8). Research of this nature is likely to have a large payoff in advocacy terms, as demonstrated recently by the reception of the IPEC study *Investing in Every Child*. Activities in the area of child labour and education will be intensified in other areas as well, notably advocacy for the prioritization of child labourers and children at risk in the Education for All (EFA) initiative and improvement of education quality, skills development and transition education. This intensification has been reinforced by the publication of UNESCO's 2005 EFA Global Monitoring

### BOX 8. THE MISA INITIATIVE

Poverty is one of the most important reasons why millions of children of school-going age across the world fail to attend school. In recent years, several Latin American countries have followed the pioneering example of Brazil's Bolsa-Escola programme and developed minimum income support schemes linked to school attendance by the children of recipient households. Although taking a variety of forms in the numerous cities where they have been introduced, these schemes have become increasingly popular, and have excited interest from other parts of the world. Various assessments suggest that such schemes – which the ILO and UNCTAD call MISA (minimum income for school attendance) schemes – can contribute towards the development of human resources, reduction of poverty in short and long runs, the elimination of child labour, and the provision of a potential safety net to some of the poorest and most vulnerable people.

MISA schemes address only the demand side of the problem; they would be ineffective in the absence of adequate supply of educational facilities to absorb the increased demand for schooling. The financial resources required for their implementation may also be prohibitive, particularly for the least developed countries, unless external resources were available. The evidence is also insufficient as yet to substantiate a positive impact on child labour. They are thus not meant to be considered in isolation, or as stand-alone solutions to the poverty and education problems. Rather, they should be seen in the context of the existing development and poverty eradication strategies of the country.

Source: ILO/UNCTAD: *The Minimum Income for School Attendance (MISA) Initiative. Report of the Advisory Group on the desirability and feasibility of extending minimum income schemes conditional on school attendance to African least developed countries* (Geneva, 2001).

Report whose theme is “Education For All: The Quality Imperative” and which underlines the need for the quality of education systems to be improved to respond better to the needs of out-of-school and marginalised children, including child labourers and children at risk. A particularly promising area for mainstreaming child labour concerns is the school feeding programmes that are proliferating in Africa.

- **Capacity for action.** Capacity limitations are a major constraint in both the formulation and implementation of policies and programmes against child labour. The weakest links are probably the technical and organizational aspects. These need to be strengthened, notably for the social partners, including the various levels of the government, and other major stakeholders. Ways however would need to be found to substantially expand the capacity building role of IPEC in Africa.

## II.3. IPEC'S STRATEGIC PROGRAMME IMPACT FRAMEWORK: TOWARDS A THEORY OF CHANGE FOR THE ELIMINATION OF CHILD LABOUR

Over the years, IPEC constituents, various partners and IPEC itself have gained experience from the implementation of numerous programme modalities, including country programmes, the sectoral thematic projects and projects in support of national time-bound support projects. This operational experience, coupled with increased knowledge through research and policy level work, provide a significant knowledge base on the issue of child labour on what can cause child labour and what can be done to eliminate it.

The key to the use of this knowledge base is the need to systematize it so that it becomes a tool with which one can *analyse* the child labour situation in specific contexts and *identify* the outcomes, based on different strategies, at different levels. In other words, there is a need for a theory on the factors leading to child labour and the possible solutions or desired changes in the situation that would be applicable to different contexts so child labour can be eliminated. A *theory of change* that is presented as a logic model to help partners analyse and plan interventions in specific contexts can be an effective start to action on child labour.

### 3.1 DEVELOPING THEORIES OF CHANGE

Through an internal global strategic planning exercise in 2003, where the Strategic Programme Impact Framework approach (SPIF) was used, IPEC developed a first version of a general model that, together with a series of more detailed logic models for specific thematic areas such as education or law enforcement, will need further validation and refining through interaction with partners for use at the country level. The exercise was based on general strategic guidelines for IPEC as set in the Programme and Budget 2004-05, but also on its experience of over 10 years.

It is conceivable that this logical model will be used by countries to determine outcomes that

will bring about the desired changes in the environment for the children and their families and also institutional change that would enable this.

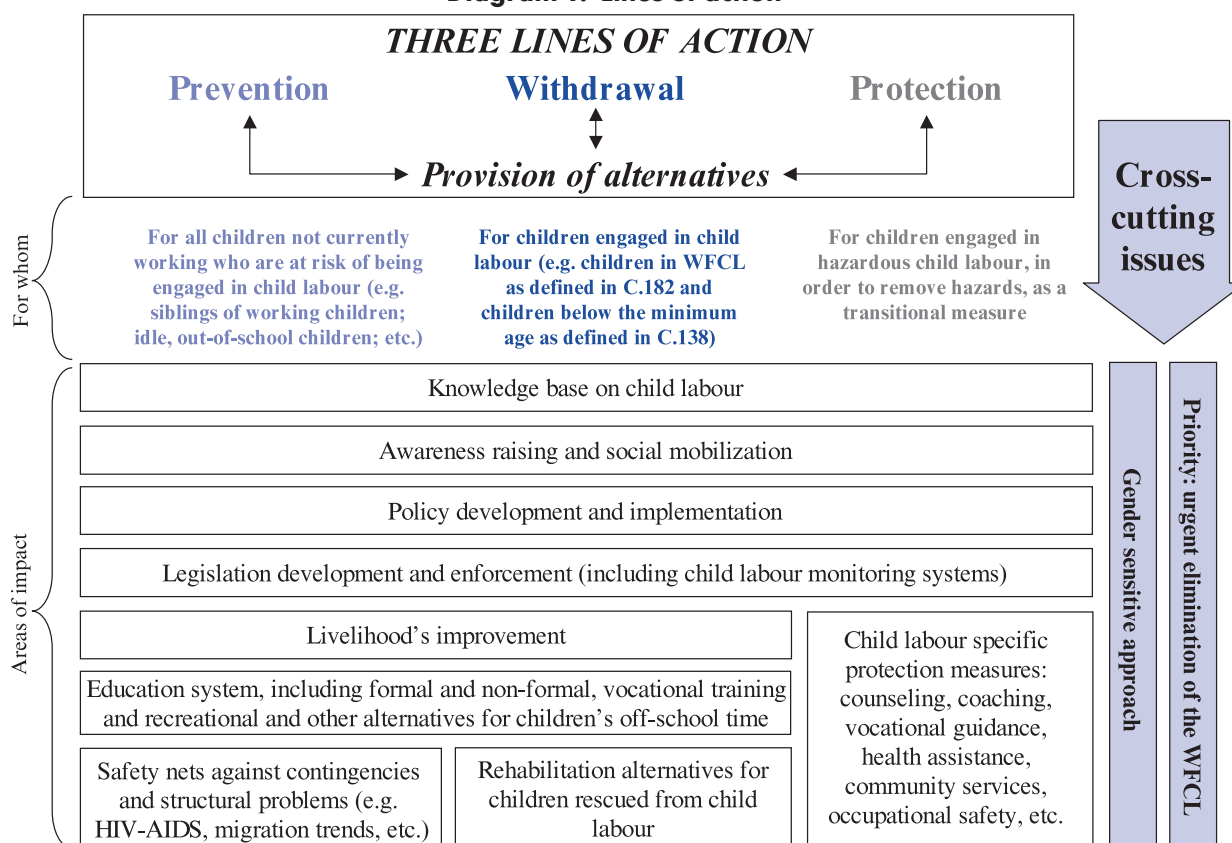
### 3.2 BASIS FOR THE THEORY OF CHANGE: LINES OF ACTION AND AREAS OF IMPACT OF IPEC WORK

In its direct action programmes for the children and their families, IPEC traditionally works along three lines of action: prevention, withdrawal/removal and protection. Another essential element in IPEC's action is the provision of alternatives to prevent children from starting to work and to rehabilitate (ex) child workers. In principle, each of these lines of action is directed to a specific group of children depending on their situation. It is important to note that protection is seen as a transitional measure. To prevent, withdraw, protect and provide alternatives to children, IPEC works in several areas that any programme should try to influence. Most of the activities done in these areas contribute to prevention, withdrawal and protection alike, although some are specific to one or two of the lines of action. Because child labour has multiple causes, any strategy to address the problem must be multi-dimensional. The different areas where work should be done and impact achieved are interconnected. For example, the development of the knowledge base on child labour influences the awareness raising and social mobilization efforts, which in turn affect the development of policies and legislation and its effective implementation and enforcement.

And specific income-substitution policies in a given country (e.g. scholarships) and the existence of safety nets at the community or national level will contribute to the improvement of the families' livelihoods.

There are two major crosscutting issues in IPEC's action: the first one is the priority given to the worst forms of child labour (WFCL) and

Diagram 1. Lines of action



the second is the consideration of gender issues for the situation analysis, the definition of the specific strategies, the implementation of the activities and their evaluation.

Diagram 1 illustrates these lines of action and areas of work and can be the basis of elaborating strategies adapted to specific circumstances.

### 3.3 THE THEORY OF CHANGE FOR WHAT A COUNTRY COULD DO TO ELIMINATE CHILD LABOUR

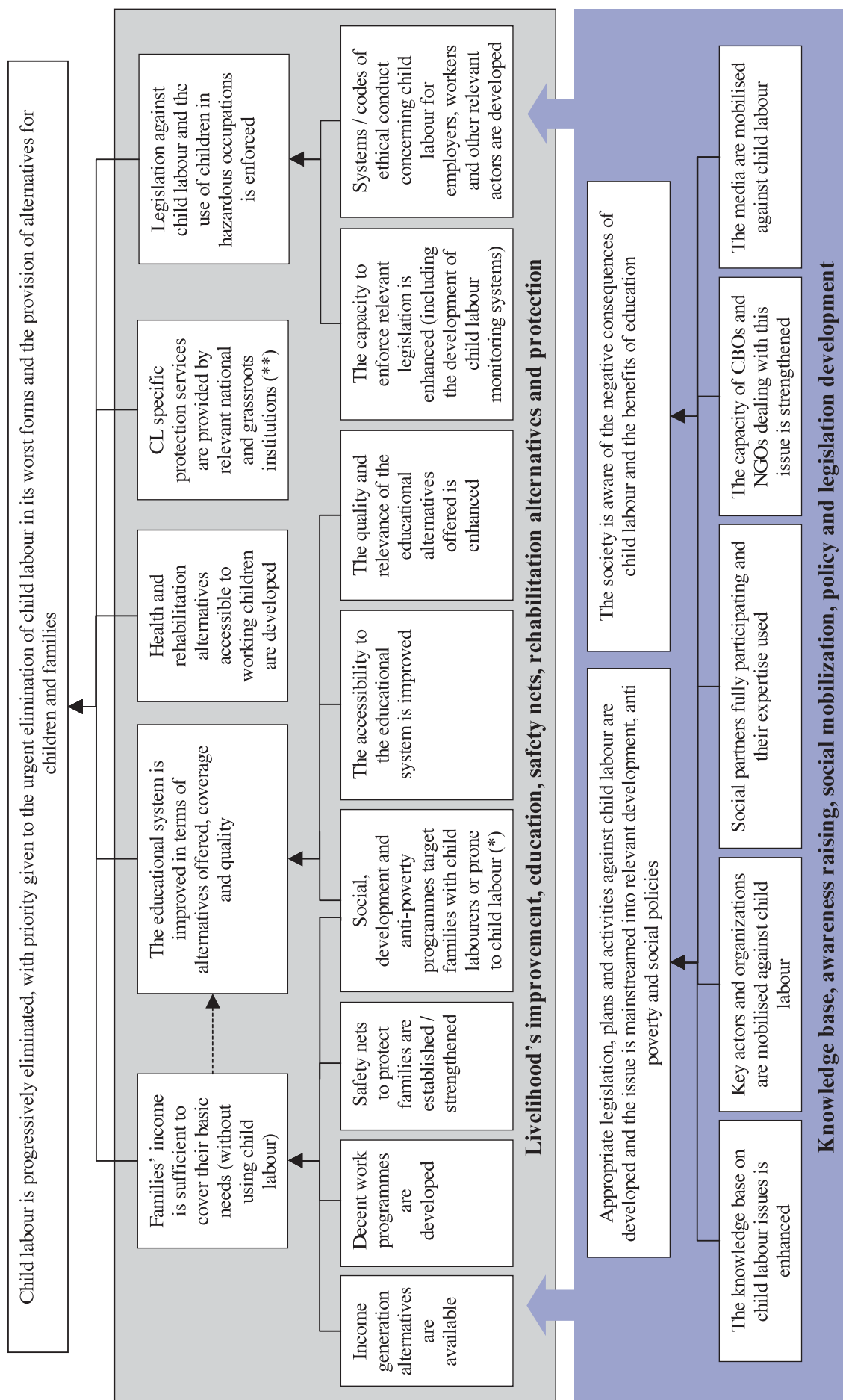
The theory of change on what a country could do to eliminate child labour starts by transforming the multiple factors that cause child labour into a series of positive outcomes leading to the "progressive elimination of child labour, priority given to the urgent action against the worst forms of child labour". In order for this ultimate goal to be possible and sustainable, the causes of the problem must be tackled and, as much as possible, eliminated. This process could be applied to focus on child labour in the country, a specific geographical area or to a concrete

sector. Diagram 2 illustrates the specific theory of change for what a country should do to eliminate child labour and some of the outcomes of action on child labour that might be required.

Considering the areas of impact as shown before, the development of the knowledge base, awareness raising, legislation and policies are in general at the base of the theory, since the outcomes produced at this level influence many others in the strategy. By developing this base, it is possible to improve livelihoods, the education systems and the rehabilitation and protection alternatives. Enforcement of the law and implementation of programmes and projects become therefore easier.

This general theory of change has to be supplemented with more detailed logic models and models of interventions that provide a guide to the "how" – e.g. how to make sure that adults have access to more and better jobs, or how to develop successful income generation activities. These logic models can focus on some of the institutional strategies leading to the outcomes for children, families and communities (see Diagram 3) or they can provide more details on strategies and interventions within one area of

**Diagram 2. Theory of change – Institutional perspective**

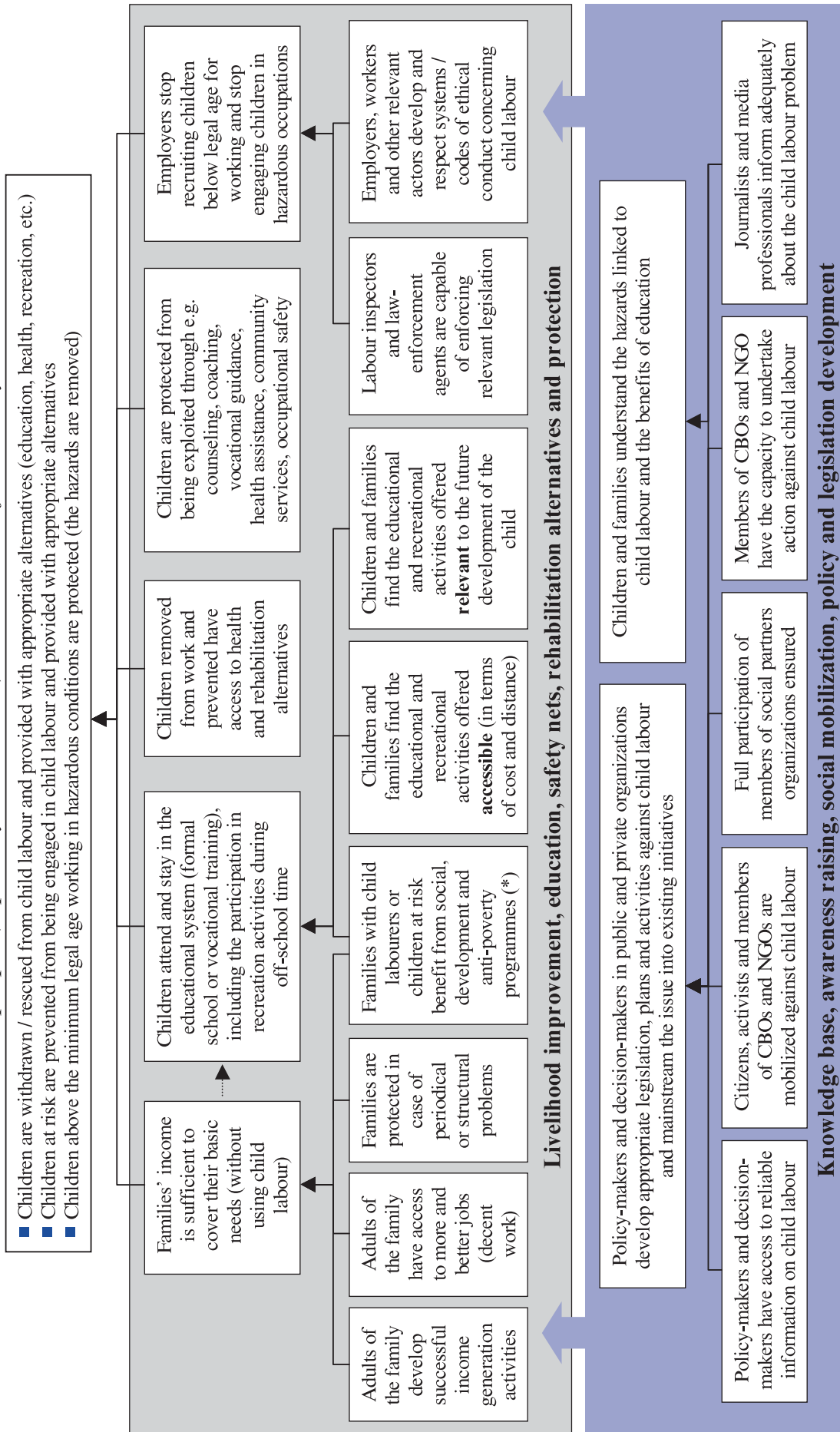


(\*) For example, under the condition of sending the children to school and not to work

(\*\*) For example, targeting children trafficked, sexually exploited, used in armed conflicts, etc.



**Diagram 3. Theory of change – Outcomes for children, families and communities**  
*The people (especially the children) at the centre of the theory*



(\*) For example, under the condition of sending their children to school and not to work



impact, such as for instance education or development of the legal framework and enforcement, or for specific forms of child labour, such as trafficking. IPEC has done this type of detailed work in two areas of impact – education and skills training, and trafficking – through workshops to develop specific models of intervention. This has resulted in further refinement of the approaches and tools used in these areas in IPEC projects and with partners.

### 3.4 USE OF THEORIES OF CHANGE

Key to the development of general and thematic theories of change and logic models is to document and present these so that a range of partners can use them as the basis for analysis and planning for action in a specific context. This requires well presented illustrations with supporting knowledge, including context specific knowledge. Use should also be based on the involvement and validation by a range of partners both in the development of the initial theory of change and of the specific models for a country, area or sector. As shown in the diagram, the general knowledge base, either globally or country specific, leads to a general theory of change and logic which is then applied to a specific context and used as the basis for strategic action.

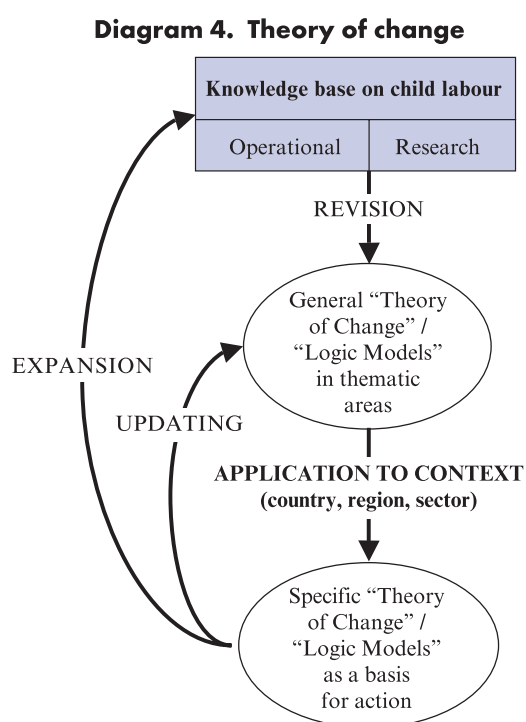
As a result of this action, the knowledge base is expanded and the general theory of change and logic model is updated. The idea is that the general theory of change and detailed logic models will establish a menu of possible factors and elements that a country (and IPEC) could consider, disregarding those outcomes that are not relevant for the country situation and focusing only on those which should be achieved.

In addition to its analytical and planning use to ensure that all possible factors and elements of action on child labour are considered, the theory of change approach is also useful as a communication and mobilization tool. By facilitating partners to establish a common or linked model of the required outcomes, understanding of the respective roles and the linkages between policies, programmes and institutions is made clear.

As the specific theory of change and logic models for a given context identify outcomes required from different interventions and action, it also becomes the basis for impact assessment. With well defined indicators and simple methods for data collection and analysis, the progress on implementing the theory of change and therefore the extent to which changes are happening, can be measured.

### 3.5 IPEC'S ROLE: FACILITATION AND DEMONSTRATION

The role of ILO and IPEC in this process would be firstly to facilitate the use of the “theories of change” approach by partners through technical support for developing and using these in specific contexts. Secondly, IPEC should support action against child labour following specific national and global theories of change through capacity building and strengthening of the worldwide movement against child labour. In general the role of IPEC should be one of facilitator, providing technical assistance and building capacity. Specifically, it means identifying with partners the tools and capacities required and then develop and support the implementation of relevant tools such as training manuals, guidelines, data collection methodologies, strategic planning instruments, etc.



### 3.6 NEXT STEPS

As a process moving towards a theory of change that can be used across a wide range of contexts, extensive involvement of partners is essential for the relevance, credibility and use of theory of changes. IPEC will, therefore, look for opportunities to share and further develop this approach with partners over the next years. In this context, some issues that IPEC and its partners could consider are:

- To what extent is the “theory of change” approach a useful way to present knowledge about what causes child labour and what works?
- What thematic areas or types of child labour would it be useful to develop theories of change for?
- What are the key requirements for the use of “theory of changes” by partners in different countries?
- How would IPEC and partners take this forward?

# Annexes



## ANNEX A. RATIFICATIONS

### Annex A1. Ratifications of the ILO Worst Forms of Child Labour Convention, 1999 (No. 182) and the ILO Minimum Age Convention, 1973 (No. 138)

(registered as of 31 December 2004)	Convention No. 182	Convention No. 138 (min. age declared)
<b>AFRICA</b>		
Algeria	✓	✓ (16)
Angola	✓	✓ (14)
Benin	✓	✓ (14)
Botswana	✓	✓ (14)
Burkina Faso	✓	✓ (15)
Burundi	✓	✓ (16)
Cameroon	✓	✓ (14)
Cape Verde	✓	
Central African Republic	✓	✓ (14)
Chad	✓	
Comoros	✓	✓ (15)
Congo	✓	✓ (14)
Côte d'Ivoire	✓	✓ (14)
Democratic Rep. of Congo	✓	✓ (14)
Egypt	✓	✓ (14)
Equatorial Guinea	✓	✓ (14)
Eritrea		✓ (14)
Ethiopia	✓	✓ (14)
Gabon	✓	
Gambia	✓	✓ (14)
Ghana	✓	
Guinea	✓	✓ (16)
Kenya	✓	✓ (16)
Lesotho	✓	✓ (15)
Liberia	✓	
Libyan Arab Jamahariya	✓	✓ (15)
Madagascar	✓	✓ (15)
Malawi	✓	✓ (14)
Mali	✓	✓ (15)
Mauritania	✓	✓ (14)

(registered as of 31 December 2004)	Convention No. 182	Convention No. 138 (min. age declared)
<b>AFRICA</b>		
Mauritius	✓	✓ (15)
Morocco	✓	✓ (15)
Mozambique	✓	✓ (15)
Namibia	✓	✓ (14)
Niger	✓	✓ (14)
Nigeria	✓	✓ (15)
Rwanda	✓	✓ (14)
Senegal	✓	✓ (15)
Seychelles	✓	✓ (15)
South Africa	✓	✓ (15)
Sudan	✓	✓ (14)
Swaziland	✓	✓ (15)
United Rep. of Tanzania	✓	✓ (14)
Togo	✓	✓ (14)
Tunisia	✓	✓ (16)
Uganda	✓	✓ (14)
Zambia	✓	✓ (15)
Zimbabwe	✓	✓ (14)
<b>ARAB STATES</b>		
Bahrain	✓	
Iraq	✓	✓ (15)
Jordan	✓	✓ (16)
Kuwait	✓	✓ (15)
Lebanon	✓	✓ (14)
Oman	✓	
Qatar	✓	
Saudi Arabia	✓	
Syrian Arab Republic	✓	✓ (15)
United Arab Emirates	✓	✓ (15)
Yemen	✓	✓ (14)

(registered as of 31 December 2004)	Convention No. 182	Convention No. 138 (min. age declared)
<b>ASIA PACIFIC</b>		
Bangladesh	✓	
Cambodia		✓ (14)
China	✓	✓ (16)
Fiji	✓	✓ (15)
Indonesia	✓	✓ (15)
Republic of Korea	✓	✓ (15)
Malaysia	✓	✓ (15)
Mongolia	✓	✓ (15)
Nepal	✓	✓ (14)
Pakistan	✓	
Papua New Guinea	✓	✓ (16)
Philippines	✓	✓ (15)
Singapore	✓	
Sri Lanka	✓	✓ (14)
Thailand	✓	✓ (15)
Viet Nam	✓	✓ (15)
<b>LATIN AMERICA and CARIBBEAN</b>		
Antigua and Barbuda	✓	✓ (16)
Argentina	✓	✓ (14)
Bahamas	✓	✓ (14)
Barbados	✓	✓ (15)
Belize	✓	✓ (14)
Bolivia	✓	✓ (14)
Brazil	✓	✓ (16)
Chile	✓	✓ (15)
Colombia		✓ (14)
Costa Rica	✓	✓ (15)
Cuba		✓ (15)
Dominica	✓	✓ (15)
Dominican Republic	✓	✓ (14)
Ecuador	✓	✓ (14)
El Salvador	✓	✓ (14)
Grenada	✓	✓ (16)
Guatemala	✓	✓ (14)
Guyana	✓	✓ (15)
Honduras	✓	✓ (14)
Jamaica	✓	✓ (15)
Mexico	✓	

(registered as of 31 December 2004)	Convention No. 182	Convention No. 138 (min. age declared)
Nicaragua	✓	✓ (14)
Panama	✓	✓ (14)
Paraguay	✓	✓ (14)
Peru	✓	✓ (14)
Saint Kitts and Nevis	✓	
Saint Lucia	✓	
Saint Vincent and the Grenadines	✓	
Trinidad and Tobago	✓	✓ (16)
Uruguay	✓	✓ (15)
Venezuela		✓ (14)
<b>EASTERN EUROPE and CENTRAL ASIA</b>		
Albania	✓	✓ (16)
Azerbaijan	✓	✓ (16)
Belarus	✓	✓ (16)
Bosnia and Herzegovina	✓	✓ (15)
Bulgaria	✓	✓ (16)
Croatia	✓	✓ (15)
Cyprus	✓	✓ (15)
Czech Republic	✓	
Estonia	✓	
Georgia	✓	✓ (15)
Hungary	✓	✓ (16)
Islamic Republic of Iran	✓	
Kazakhstan	✓	✓ (16)
Kyrgyzstan	✓	✓ (16)
Lithuania	✓	✓ (16)
The Former Yugoslav Rep. of Macedonia	✓	✓ (15)
Republic of Moldova	✓	✓ (16)
Poland	✓	✓ (15)
Romania	✓	✓ (16)
Russian Federation	✓	✓ (16)
Serbia and Montenegro	✓	✓ (15)
Slovakia	✓	✓ (15)
Slovenia	✓	✓ (15)
Tajikistan		✓ (16)
Ukraine	✓	✓ (16)



(registered as of 31 December 2004)	Convention No. 182	Convention No. 138 (min. age declared)
<b>INDUSTRIALIZED MARKET ECONOMY COUNTRIES and ISRAEL</b>		
Austria	✓	✓ (15)
Belgium	✓	✓ (15)
Canada	✓	
Denmark	✓	✓ (15)
Finland	✓	✓ (15)
France	✓	✓ (16)
Germany	✓	✓ (15)
Greece	✓	✓ (15)
Iceland	✓	✓ (15)
Ireland	✓	✓ (15)
Israel		✓ (15)
Italy	✓	✓ (15)
Japan	✓	✓ (15)
Luxembourg	✓	✓ (15)
Malta	✓	✓ (16)
Netherlands	✓	✓ (15)
New Zealand	✓	
Norway	✓	✓ (15)
Portugal	✓	✓ (16)
San Marino	✓	✓ (16)
Spain	✓	✓ (16)
Sweden	✓	✓ (15)
Switzerland	✓	✓ (15)
Turkey	✓	✓ (15)
United Kingdom	✓	✓ (16)
United States	✓	

**Annex A2. Progress towards universal ratification: countries that have not yet ratified Conventions Nos. 138 and/or No. 182 (as at of 31 December 2004)**

Country	Convention No. 138	Convention No. 182
<b>AFRICA</b>		
Cape Verde	X	Ratified on 23.10. 01
Chad	X	Ratified on 06.11.00
<b>Djibouti</b>	X	X
Eritrea	Ratified on 22.02.00 (Min. age: 14 years)	X
Gabon	X	Ratified on 28.03.01
Ghana	X	Ratified on 13.06.00
<b>Guinea-Bissau</b>	X	X
Liberia	X	Ratified on 02.06.03
<b>Sao Tome and Principe</b>	X	X
<b>Sierra Leone</b>	X	X
<b>Somalia</b>	X	X
<b>AMERICAS</b>		
Canada	X	Ratified on 06.06.00
Colombia	Ratified on 02.02.01 (Min. age: 14 years)	X
Cuba	Ratified on 07.03.75 (Min. age: 15 years)	X
<b>Haiti</b>	X	X
Mexico	X	Ratified on 30.06.00
Saint Kitts and Nevis	X	Ratified on 12.10.00
Saint Lucia	X	Ratified on 06.12.00
Saint Vincent and the Grenadines	X	Ratified on 04.12.01
<b>Suriname</b>	X	X
United States	X	Ratified on 02.12.99
Venezuela	Ratified on 15.07.87 (Min. age: 14 years)	X
<b>ARAB STATES</b>		
Bahrain	X	Ratified on 23.03. 01
Oman	X	Ratified on 11.06. 01
Qatar	X	Ratified on 30.05.00
Saudi Arabia	X	Ratified on 08.10. 02

\*X: Not yet ratified. \*\*Country name in **bold**: Neither Convention No. 138 nor Convention No. 182 has been ratified.

Country	Convention No. 138	Convention No. 182
<b>ASIA</b>		
<b>Afghanistan</b>	X	X
<b>Australia</b>	X	X
Bangladesh	X	Ratified on 12.03.01
Cambodia	Ratified on 23.8.99 (Min. age: 14 years)	X
<b>India</b>	X	X
Iran, Islamic Republic of	X	Ratified on 08.05.02
<b>Kiribati</b>	X	X
<b>Lao People's Democratic Rep.</b>	X	X
<b>Myanmar</b>	X	X
New Zealand	X	Ratified on 14.06.01
Pakistan	X	Ratified on 11.10.01
Singapore	X	Ratified on 14.06.01
<b>Solomon Islands</b>	X	X
<b>Timor-Leste, Democratic Rep. of</b>	X	X
<b>Vanuatu</b>	X	X
<b>EUROPE</b>		
<b>Armenia</b>	X	X
Czech Republic	X	Ratified on 19.06.01
Estonia	X	Ratified on 24.09.01
Israel	Ratified on 21.6.79 (Min. age: 15 years)	X
Latvia	X	X
Tajikistan	Ratified on 26.11.93 (Min. age: 16 years)	X
<b>Turkmenistan</b>	X	X
<b>Uzbekistan</b>	X	X

\*X: Not yet ratified. \*\*Country name in **bold**: Neither Convention No. 138 nor Convention No. 182 has been ratified.



## ANNEX B. FINANCIAL TABLES

**Table B1. Approved allocations, expenditure and recorded commitments for by recipient (US dollars)**

Recipient country	Donor	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>African Regional</b>	Canada	1 091 000	26 400	158 000
	Denmark	3 132 000	283 934	389 000
	France	1 603 000	285 481	833 000
	ICA	972 000	128 945	57 000
	Netherlands	874 000	49 370	148 000
	Sweden	388 000	260 968	68 000
	United States	20 985 000	5 546 481	4 682 000
	<b>Total</b>	<b>29 045 000</b>	<b>6 581 579</b>	<b>6 335 000</b>
<b>Albania</b>	Italy	120 000	30 987	59 000
	<b>Total</b>	<b>120 000</b>	<b>30 987</b>	<b>59 000</b>
<b>Asian Regional</b>	HSF	999 000	235 653	138 000
	Italy	861 000	256 318	256 000
	Netherlands	1 773 000	373 990	722 000
	RENGO	90 000	0	4 000
	United Kingdom	5 818 000	1 500 387	1 352 000
	United States	3 038 000	1 174 893	1 067 000
	<b>Total</b>	<b>12 579 000</b>	<b>3 541 241</b>	<b>3 539 000</b>
<b>Bangladesh</b>	BGMEA	64 000	27 260	0
	Germany	65 000	0	65 000
	ISPI	37 000	33 957	1 000
	Netherlands	2 075 000	1 209 836	617 000
	Norway	1 060 000	131 908	16 000
	United Kingdom	1 300 000	377 756	55 000
	United States	2 036 000	741 708	159 000
	<b>Total</b>	<b>6 637 000</b>	<b>2 522 425</b>	<b>913 000</b>
<b>Benin</b>	Belgium	1 000	232	0
	France	307 000	61 369	1 000
	<b>Total</b>	<b>308 000</b>	<b>61 601</b>	<b>1 000</b>
<b>Brazil</b>	Germany	3 000	2 157	0
	United States	4 478 000	1 617 623	1 448 000
	<b>Total</b>	<b>4 481 000</b>	<b>1 619 780</b>	<b>1 448 000</b>
<b>Burkina Faso</b>	Belgium	10 000	7 016	0
	France	153 000	36 861	0
	United States	106 000	19 436	39 000
	<b>Total</b>	<b>269 000</b>	<b>63 313</b>	<b>39 000</b>

Recipient country	Donor	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>Cambodia</b>	Denmark	70 000	68 339	0
	United States	1 495 000	320 769	192 000
	Total	1 565 000	389 108	192 000
<b>Cameroon</b>	United States	500 000	37 623	50 000
	Total	500 000	37 623	50 000
<b>Central American Regional</b>	Spain	27 000	15 044	1 000
	United States	397 000	284 828	98 000
	Total	424 000	299 872	99 000
<b>Chile</b>	Canada	113 000	92 538	0
	Total	113 000	92 538	0
<b>China</b>	United Kingdom	2 314 000	406 589	590 000
	Total	2 314 000	406 589	590 000
<b>Colombia</b>	Canada	685 000	141 082	62 000
	United States	185 000	175 310	1 000
	Total	870 000	316 392	63 000
<b>Costa Rica</b>	Canada	1 151 000	476 478	181 000
	United States	65 000	55 176	8 000
	Total	1 216 000	531 654	189 000
<b>Côte d'Ivoire</b>	UNHCR	13 000	12 200	0
	Total	13 000	12 200	0
<b>Dominican Republic</b>	United States	5 471 000	1 274 876	1 389 000
	Total	5 471 000	1 274 876	1 389 000
<b>Ecuador</b>	United States	1 730 000	339 747	214 000
	Total	1 730 000	339 747	214 000
<b>Egypt</b>	Denmark	24 000	23 104	0
	Italy	105 000	0	20 000
	Norway	13 000	0	13 000
	Total	142 000	23 104	33 000
<b>El Salvador</b>	United States	6 260 000	2 996 878	1 940 000
	Total	6 260 000	2 996 878	1 940 000
<b>Ethiopia</b>	Italy	7 000	0	7 000
	Total	7 000	0	7 000
<b>European Regional</b>	Germany	3 645 000	835 817	416 000
	United States	962 000	120 147	103 000
	Total	4 607 000	955 964	519 000
<b>Ghana</b>	United States	2 382 000	0	21 000
	Total	2 382 000	0	21 000
<b>Guatemala</b>	United States	1 373 000	850 021	142 000
	Total	1 373 000	850 021	142 000
<b>Haiti</b>	Canada	412 000	83 984	119 000
	Total	412 000	83 984	119 000
<b>Honduras</b>	United States	712 000	299 113	189 000
	Total	712 000	299 113	189 000
<b>India</b>	Germany	65 000	-62 640 <sup>3</sup>	127 000
	Italy	2 737 000	619	0
	United Kingdom	587 000	-796 <sup>3</sup>	248 000
	United States	12 170 000	1 468 787	4 452 000
	Total	15 559 000	1 405 970	4 827 000



Recipient country	Donor	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>Indonesia</b>	Germany	161 000	-10 748 <sup>3</sup>	171 000
	United States	2 521 000	970 986	635 000
	<b>Total</b>	<b>2 682 000</b>	<b>960 238</b>	<b>806 000</b>
<b>Inter-American Regional</b>	Canada	1 684 000	1 031 425	330 000
	Italy	2 308 000	593 170	1 141 000
	Netherlands	445 000	30 033	350 000
	Spain	5 116 000	2 056 147	1 286 000
	United States	10 246 000	3 786 138	2 198 000
	<b>Total</b>	<b>19 799 000</b>	<b>7 496 913</b>	<b>5 305 000</b>
<b>Interregional</b>	Canada	902 000	428 096	441 000
	Denmark	13 000	473	0
	ECLT	168 000	106 396	30 000
	Finland	588 000	273 017	125 000
	France	544 000	374 144	118 000
	Germany	1 206 000	379 689	526 000
	Hey-U Entertainment Group AG	24 000	22 987	0
	Italy	692 000	427 150	66 000
	Netherlands	3 020 000	1 584 578	527 000
	Norway	858 000	472 874	83 000
	Spain	258 000	69 246	22 000
	Sweden	380 000	150 146	207 000
	United Kingdom	932 000	467 866	104 000
	United States	20 895 000	7 425 830	2 787 000
	<b>Total</b>	<b>30 480 000</b>	<b>12 182 492</b>	<b>5 036 000</b>
<b>Jamaica</b>	United States	158 000	121 655	15 000
	<b>Total</b>	<b>158 000</b>	<b>121 655</b>	<b>15 000</b>
<b>Jordan</b>	United States	923 000	135 358	282 000
	<b>Total</b>	<b>923 000</b>	<b>135 358</b>	<b>282 000</b>
<b>Kenya</b>	Canada	6 000	0	6 000
	Germany	379 000	121 083	156 000
	Norway	5 000	0	5 000
	United States	1 437 000	0	0
	<b>Total</b>	<b>1 827 000</b>	<b>121 083</b>	<b>167 000</b>
<b>Lao People's Democratic Republic</b>	France	146 000	107 205	15 000
	<b>Total</b>	<b>146 000</b>	<b>107 205</b>	<b>15 000</b>
<b>Lebanon</b>	France	61 000	10 836	45 000
	<b>Total</b>	<b>61 000</b>	<b>10 836</b>	<b>45 000</b>
<b>Madagascar</b>	France	131 000	27 370	59 000
	<b>Total</b>	<b>131 000</b>	<b>27 370</b>	<b>59 000</b>
<b>Malawi</b>	United States	55 000	5 650	35 000
	<b>Total</b>	<b>55 000</b>	<b>5 650</b>	<b>35 000</b>
<b>Mali</b>	France	54 000	10 577	39 000
	<b>Total</b>	<b>54 000</b>	<b>10 577</b>	<b>39 000</b>
<b>Mexico</b>	United States	1 475 000	476 095	256 000
	<b>Total</b>	<b>1 475 000</b>	<b>476 095</b>	<b>256 000</b>

Recipient country	Donor	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>Middle Eastern Regional</b>	UNESCO	3 000	3 000	0
	United States	1 122 000	0	0
	<b>Total</b>	<b>1 125 000</b>	<b>3 000</b>	<b>0</b>
<b>Mongolia</b>	United States	671 000	388 178	143 000
	<b>Total</b>	<b>671 000</b>	<b>388 178</b>	<b>143 000</b>
<b>Morocco</b>	Belgium	374 000	124 190	12 000
	France	240 000	18 254	117 000
	United States	1 567 000	139 170	213 000
	<b>Total</b>	<b>2 181 000</b>	<b>281 614</b>	<b>342 000</b>
<b>Namibia</b>	Sweden	18 000	0	18 000
	<b>Total</b>	<b>18 000</b>	<b>0</b>	<b>18 000</b>
<b>Nepal</b>	Germany	90 000	0	87 000
	ISPI	13 000	0	13 000
	Italy	38 000	5 153	0
	United States	5 682 000	1 649 299	1 605 000
	<b>Total</b>	<b>5 823 000</b>	<b>1 654 452</b>	<b>1 705 000</b>
<b>Nicaragua</b>	United States	719 000	480 508	157 000
	<b>Total</b>	<b>719 000</b>	<b>480 508</b>	<b>157 000</b>
<b>Niger</b>	France	91 000	15 315	17 000
	<b>Total</b>	<b>91 000</b>	<b>15 315</b>	<b>17 000</b>
<b>Nigeria</b>	United States	27 000	0	0
	<b>Total</b>	<b>27 000</b>	<b>0</b>	<b>0</b>
<b>Pakistan</b>	APFTU	2 000	0	0
	Denmark	641 000	271	0
	FIFA	97 000	76 573	19 000
	Germany	186 000	60 077	92 000
	Italy	1 000	0	0
	Norway	298 000	86 886	170 000
	PCMEA	959 000	207 305	206 000
	SCCI	8 000	0	0
	SIMAP	25 000	21 299	0
	Switzerland	1 541 000	551 546	515 000
	United States	5 903 000	1 194 982	1 419 000
	<b>Total</b>	<b>9 661 000</b>	<b>2 198 939</b>	<b>2 421 000</b>
<b>Panama</b>	United States	874 000	231 797	136 000
	<b>Total</b>	<b>874 000</b>	<b>231 797</b>	<b>136 000</b>
<b>Philippines</b>	Finland	33 000	11 727	0
	Germany	8 000	0	8 000
	RENGO	25 000	1 839	23 000
	United States	3 684 000	719 631	282 000
	<b>Total</b>	<b>3 750 000</b>	<b>733 197</b>	<b>313 000</b>
<b>Portugal</b>	Portugal	10 000	9 301	0
	<b>Total</b>	<b>10 000</b>	<b>9 301</b>	<b>0</b>
<b>Russian Federation</b>	Finland	489 000	146 938	148 000
	Germany	18 000	16 447	1 000
	<b>Total</b>	<b>507 000</b>	<b>163 385</b>	<b>149 000</b>

Recipient country	Donor	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>Senegal</b>	United States	1 662 000	298 592	30 000
	<b>Total</b>	<b>1 662 000</b>	<b>298 592</b>	<b>30 000</b>
<b>Sri Lanka</b>	Denmark	81 000	80 569	0
	Norway	363 000	224 775	76 000
	<b>Total</b>	<b>444 000</b>	<b>305 344</b>	<b>76 000</b>
<b>Thailand</b>	Germany	8 000	7 303	0
	<b>Total</b>	<b>8 000</b>	<b>7 303</b>	<b>0</b>
<b>Togo</b>	France	134 000	49 902	0
	Italy	37 000	0	21 000
	<b>Total</b>	<b>171 000</b>	<b>49 902</b>	<b>21 000</b>
<b>Turkey</b>	Germany	679 000	163 144	74 000
	United States	1 652 000	304 088	988 000
	<b>Total</b>	<b>2 331 000</b>	<b>467 232</b>	<b>1 062 000</b>
<b>Uganda</b>	United States	55 000	29 864	24 000
	<b>Total</b>	<b>55 000</b>	<b>29 864</b>	<b>24 000</b>
<b>Ukraine</b>	United States	494 000	64 322	19 000
	<b>Total</b>	<b>494 000</b>	<b>64 322</b>	<b>19 000</b>
<b>United Republic of Tanzania</b>	ECLT	469 000	155 086	39 000
	Germany	128 000	76 440	16 000
	Norway	18 000	17 049	0
	United States	4 105 000	1 803 569	796 000
	<b>Total</b>	<b>4 720 000</b>	<b>2 052 144</b>	<b>851 000</b>
<b>Viet Nam</b>	Finland	3 000	0	3 000
	United States	392 000	216 820	122 000
	<b>Total</b>	<b>395 000</b>	<b>216 820</b>	<b>125 000</b>
<b>Yemen</b>	United States	880 000	300 014	364 000
	<b>Total</b>	<b>880 000</b>	<b>300 014</b>	<b>364 000</b>
<b>Zambia</b>	United States	50 000	38 205	11 000
	<b>Total</b>	<b>50 000</b>	<b>38 205</b>	<b>11 000</b>
<b>Grand Total</b>		<b>193 567 000</b>	<b>56 381 459</b>	<b>42 961 000</b>

<sup>1</sup> Figures as at 31 January 2005. <sup>2</sup> These figures are provisional and may be subject to revision. <sup>3</sup> Negative expenditure amounts are reimbursements of unspent funds from implementing agencies following the completion of action programmes.

#### ACRONYMS AND INITIALS

APFTU:	All Pakistan Federation of Trade Unions
BGMEA:	Bangladesh Garment Manufacturers and Exporters Association
ECLT:	The Foundation to Eliminate Child Labour in Tobacco
FIFA:	Fédération Internationale de Football Association
HSF:	UN Trust Fund for Human Security
ICA:	International Confectionary Association / Global Cocoa Issues Group
ISPI:	Italian Social Partners' Initiative
PCMEA:	Pakistan Carpet Manufacturers and Exporters Association
RENGO:	Confederation of Japanese Trade Unions
SCCI:	Sialkot Chamber of Commerce and Industry
SIMAP:	Surgical Instruments Manufacturers Association of Pakistan
UNESCO:	United Nations Educational, Scientific and Cultural Organization
UNHCR:	Office of the United Nations High Commissioner for Refugees

**Table B2. Approved allocations, expenditure and recorded commitments by donor (US dollars)**

Donor	Recipient country	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>APFTU</b>	Pakistan	2 000	0	0
	Total	2 000	0	0
<b>Belgium</b>	Benin	1 000	232	0
	Burkina Faso	10 000	7 016	0
	Morocco	374 000	124 190	12 000
	Total	385 000	131 438	12 000
<b>BGMEA</b>	Bangladesh	64 000	27 260	0
	Total	64 000	27 260	0
<b>Canada</b>	African Regional	1 091 000	26 400	158 000
	Chile	113 000	92 538	0
	Colombia	685 000	141 082	62 000
	Costa Rica	1 151 000	476 478	181 000
	Haiti	412 000	83 984	119 000
	Inter-American Regional	1 684 000	1 031 425	330 000
	Interregional	902 000	428 096	441 000
	Kenya	6 000	0	6 000
	Total	6 044 000	2 280 003	1 297 000
<b>Denmark</b>	African Regional	3 132 000	283 934	389 000
	Cambodia	70 000	68 339	0
	Egypt	24 000	23 104	0
	Interregional	13 000	473	0
	Pakistan	641 000	271	0
	Sri Lanka	81 000	80 569	0
	Total	3 961 000	456 690	389 000
<b>ECLT</b>	Interregional	168 000	106 396	30 000
	United Republic of Tanzania	469 000	155 086	39 000
	Total	637 000	261 482	69 000
<b>FIFA</b>	Pakistan	97 000	76 573	19 000
	Total	97 000	76 573	19 000
<b>Finland</b>	Interregional	588 000	273 017	125 000
	Philippines	33 000	11 727	0
	Russian Federation	489 000	146 938	148 000
	Viet Nam	3 000	0	3 000
	Total	1 113 000	431 682	276 000
<b>France</b>	African Regional	1 603 000	285 481	833 000
	Benin	307 000	61 369	1 000
	Burkina Faso	153 000	36 861	0
	Interregional	544 000	374 144	118 000
	Lao People's Democratic Republic	146 000	107 205	15 000
	Lebanon	61 000	10 836	45 000
	Madagascar	131 000	27 370	59 000
	Mali	54 000	10 577	39 000
	Morocco	240 000	18 254	117 000
	Niger	91 000	15 315	17 000
	Togo	134 000	49 902	0
	Total	3 464 000	997 314	1 244 000

Donor	Recipient country	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>Germany</b>	Bangladesh	65 000	0	65 000
	Brazil	3 000	2 157	0
	European Regional	3 645 000	835 817	416 000
	India	65 000	-62 640 <sup>3</sup>	127 000
	Indonesia	161 000	-10 748 <sup>3</sup>	171 000
	Interregional	1 206 000	379 689	526 000
	Kenya	379 000	121 083	156 000
	Nepal	90 000	0	87 000
	Pakistan	186 000	60 077	92 000
	Philippines	8 000	0	8 000
	Russian Federation	18 000	16 447	1 000
	Thailand	8 000	7 303	0
	Turkey	679 000	163 144	74 000
	United Republic of Tanzania	128 000	76 440	16 000
	<b>Total</b>	<b>6 641 000</b>	<b>1 588 769</b>	<b>1 739 000</b>
<b>Hey-U Entertainment Group AG</b>	Interregional	24 000	22 987	0
	<b>Total</b>	<b>24 000</b>	<b>22 987</b>	<b>0</b>
<b>HSF</b>	Asian Regional	999 000	235 653	138 000
	<b>Total</b>	<b>999 000</b>	<b>235 653</b>	<b>138 000</b>
<b>ICA</b>	African Regional	972 000	128 945	57 000
	<b>Total</b>	<b>972 000</b>	<b>128 945</b>	<b>57 000</b>
<b>ISPI</b>	Bangladesh	37 000	33 957	1 000
	Nepal	13 000	0	13 000
	<b>Total</b>	<b>50 000</b>	<b>33 957</b>	<b>14 000</b>
<b>Italy</b>	Albania	120 000	30 987	59 000
	Asian Regional	861 000	256 318	256 000
	Egypt	105 000	0	20 000
	Ethiopia	7 000	0	7 000
	India	2 737 000	619	0
	Inter-American Regional	2 308 000	593 170	1 141 000
	Interregional	692 000	427 150	66 000
	Nepal	38 000	5 153	0
	Pakistan	1 000	0	0
	Togo	37 000	0	21 000
	<b>Total</b>	<b>6 906 000</b>	<b>1 313 397</b>	<b>1 570 000</b>
<b>Netherlands</b>	African Regional	874 000	49 370	148 000
	Asian Regional	1 773 000	373 990	722 000
	Bangladesh	2 075 000	1 209 836	617 000
	Inter-American Regional	445 000	30 033	350 000
	Interregional	3 020 000	1 584 578	527 000
	<b>Total</b>	<b>8 187 000</b>	<b>3 247 807</b>	<b>2 364 000</b>
<b>Norway</b>	Bangladesh	1 060 000	131 908	16 000
	Egypt	13 000	0	13 000
	Interregional	858 000	472 874	83 000
	Kenya	5 000	0	5 000
	Pakistan	298 000	86 886	170 000
	Sri Lanka	363 000	224 775	76 000
	United Republic of Tanzania	18 000	17 049	0
	<b>Total</b>	<b>2 615 000</b>	<b>933 492</b>	<b>363 000</b>

Donor	Recipient country	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>PCMEA</b>	Pakistan	959 000	207 305	206 000
	Total	959 000	207 305	206 000
<b>Portugal</b>	Portugal	10 000	9 301	0
	Total	10 000	9 301	0
<b>RENGO</b>	Asian Regional	90 000	0	4 000
	Philippines	25 000	1 839	23 000
	Total	115 000	1 839	27 000
<b>SCCI</b>	Pakistan	8 000	0	0
	Total	8 000	0	0
<b>SIMAP</b>	Pakistan	25 000	21 299	0
	Total	25 000	21 299	0
<b>Spain</b>	Central American Regional	27 000	15 044	1 000
	Inter-American Regional	5 116 000	2 056 147	1 286 000
	Interregional	258 000	69 246	22 000
	Total	5 401 000	2 140 437	1 309 000
<b>Sweden</b>	African Regional	388 000	260 968	68 000
	Interregional	380 000	150 146	207 000
	Namibia	18 000	0	18 000
	Total	786 000	411 114	293 000
<b>Switzerland</b>	Pakistan	1 541 000	551 546	515 000
	Total	1 541 000	551 546	515 000
<b>UNESCO</b>	Middle Eastern Regional	3 000	3 000	0
	Total	3 000	3 000	0
<b>UNHCR</b>	Côte d'Ivoire	13 000	12 200	0
	Total	13 000	12 200	0
<b>United Kingdom</b>	Asian Regional	5 818 000	1 500 387	1 352 000
	Bangladesh	1 300 000	377 756	55 000
	China	2 314 000	406 589	590 000
	India	587 000	-796 <sup>3</sup>	248 000
	Interregional	932 000	467 866	104 000
	Total	10 951 000	2 751 802	2 349 000
<b>United States</b>	African Regional	20 985 000	5 546 481	4 682 000
	Asian Regional	3 038 000	1 174 893	1 067 000
	Bangladesh	2 036 000	741 708	159 000
	Brazil	4 478 000	1 617 623	1 448 000
	Burkina Faso	106 000	19 436	39 000
	Cambodia	1 495 000	320 769	192 000
	Cameroon	500 000	37 623	50 000
	Central American Regional	397 000	284 828	98 000
	Colombia	185 000	175 310	1 000
	Costa Rica	65 000	55 176	8 000
	Dominican Republic	5 471 000	1 274 876	1 389 000
	Ecuador	1 730 000	339 747	214 000
	El Salvador	6 260 000	2 996 878	1 940 000
	European Regional	962 000	120 147	103 000
	Ghana	2 382 000	0	21 000
	Guatemala	1 373 000	850 021	142 000
	Honduras	712 000	299 113	189 000



Donor	Recipient country	Approved allocations for 2004-05 <sup>1</sup>	Expenditure 2004 <sup>2</sup>	Recorded commitments for 2005 <sup>1</sup>
<b>United States</b>	India	12 170 000	1 468 787	4 452 000
	Indonesia	2 521 000	970 986	635 000
	Inter-American Regional	10 246 000	3 786 138	2 198 000
	Interregional	20 895 000	7 425 830	2 787 000
	Jamaica	158 000	121 655	15 000
	Jordan	923 000	135 358	282 000
	Kenya	1 437 000	0	0
	Malawi	55 000	5 650	35 000
	Mexico	1 475 000	476 095	256 000
	Middle Eastern Regional	1 122 000	0	0
	Mongolia	671 000	388 178	143 000
	Morocco	1 567 000	139 170	213 000
	Nepal	5 682 000	1 649 299	1 605 000
	Nicaragua	719 000	480 508	157 000
	Nigeria	27 000	0	0
	Pakistan	5 903 000	1 194 982	1 419 000
	Panama	874 000	231 797	136 000
	Philippines	3 684 000	719 631	282 000
	Senegal	1 662 000	298 592	30 000
	Turkey	1 652 000	304 088	988 000
	Uganda	55 000	29 864	24 000
	Ukraine	494 000	64 322	19 000
	United Republic of Tanzania	4 105 000	1 803 569	796 000
	Viet Nam	392 000	216 820	122 000
	Yemen	880 000	300 014	364 000
	Zambia	50 000	38 205	11 000
	<b>Total</b>	<b>131 594 000</b>	<b>38 104 167</b>	<b>28 711 000</b>
<b>Grand Total</b>		<b>193 567 000</b>	<b>56 381 459</b>	<b>42 961 000</b>

<sup>1</sup> Figures as at 31 January 2005. <sup>2</sup> These figures are provisional and may be subject to revision. <sup>3</sup> Negative expenditure amounts are reimbursements of unspent funds from implementing agencies following the completion of action programmes.

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SCCI:	Sialkot Chamber of Commerce and Industry
SIMAP:	Surgical Instruments Manufacturers Association of Pakistan
UNESCO:	United Nations Educational, Scientific and Cultural Organization
UNHCR:	Office of the United Nations High Commissioner for Refugees

**Table B3. Contributions received from donor governments and organizations 1991-2004 as of 31 December 2004 (US dollars)**

Donor	1991-2001	2002	2003	2004	TOTAL
APFTU	2 029	-	-	-	2 029
Australia	171 620	(36 321)	-	-	135 299
Austria	237 941	-	-	-	237 941
Belgium	759 088	106 667	131 042	60 945	1 057 742
BGMEA	-	63 677	25 000	(25 000)	63 677
Canada	5 256 973	1 947 097	2 049 768	2 352 380	11 606 218
Denmark	1 930 207	600 000	426 276	1 994 844	4 951 327
ECLT	-	-	373 460	200 000	573 460
European Commission	581 395	-	-	95 376	676 771
FIFA	150 000	100 000	-	-	250 000
Finland	3 685 281	-	273 947	527 783	4 487 011
France	4 829 646	1 419 920	2 507 427	780 414	9 537 407
Germany	53 967 066	3 508 544	4 863 557	867 684	63 206 851
Hey U Entertainment Group AG	-	-	-	23 697	23 697
Hungary	16 000	-	-	-	16 000
ICA	-	-	449 940	449 940	899 880
ISPI	910 185	-	-	-	910 185
Italy	3 172 607	4 103 812	1 989 692	957 542	10 223 653
Italy - Provincia di Milano	-	-	-	60 890	60 890
Japan <sup>1</sup>	-	-	-	-	-
Korea (Ministry of Labour)	-	99 982	-	(68 473)	31 509
Luxembourg	10 994	-	-	-	10 994
Netherlands	3 946 100	3 999 334	2 803 088	606 154	11 354 676
New Zealand	41 360	-	-	-	41 360
Norway	2 452 557	602 457	1 822 569	113 961	4 991 544
Norway - NORAD	646 228	801 150	363 362	258 186	2 068 926
PCMEA	904 866	-	309 664	302 572	1 517 102
Poland	19 249	-	20 026	-	39 275
Portugal	36 536	-	-	-	36 536
RENGO	126 966	-	-	44 523	171 489
SCCI	291 527	49 916	37 024	-	378 467
Serono International SA	-	-	7 353	-	7 353
SIMAP	-	49 210	16 722	-	65 932
Spain	15 729 135	1 443 570	1 940 427	2 025 361	21 138 493
Spain - Ayuntamiento de Alcalá de Henares	62 936	-	-	-	62 936
Spain - Comunidad Autónoma de Madrid	357 586	-	-	-	357 586
Sweden	1 917 329	449 408	-	-	2 366 737
Switzerland	769 238	357 000	613 000	460 282	2 199 520
UN Trust Fund for Human Security	-	-	1 179 092	-	1 179 092

Donor	1991–2001	2002	2003	2004	TOTAL
UNESCO	–	19 970	–	–	19 970
UNHCR	–	–	12 200	–	12 200
UNICEF	–	–	20 000	5 000	25 000
United Kingdom	6 052 415	3 595 949	6 277 478	1 627 981	17 553 823
United States (Department of State)	–	–	868 341	248 000	1 116 341
United States (USAID)	–	–	–	295 000	295 000
United States (US–DOL)	46 507 177	7 781 998	26 414 040	34 130 307	114 833 522
<b>Total receipts</b>	<b>155 542 237</b>	<b>31 063 340</b>	<b>55 794 495</b>	<b>48 395 349</b>	<b>290 795 421</b>

<sup>1</sup> Resources have been allocated directly to the ILO Regional Office in Bangkok and are not reflected in IPEC's figures.

#### ACRONYMS AND INITIALS

APFTU:	All Pakistan Federation of Trade Unions
BGMEA:	Bangladesh Garment Manufacturers and Exporters Association
ECLT:	The Foundation to Eliminate Child Labour in Tobacco
FIFA:	Fédération Internationale de Football Association
ICA:	International Confectionary Association / Global Cocoa Issues Group
ISPI:	Italian Social Partners' Initiative
NORAD:	Norwegian Agency for Development Cooperation
PCMEA:	Pakistan Carpet Manufacturers and Exporters Association
RENGO:	Confederation of Japanese Trade Unions
SCCI:	Sialkot Chamber of Commerce and Industry
SIMAP:	Surgical Instruments Manufacturers Association of Pakistan
UNESCO:	United Nations Educational, Scientific and Cultural Organization
UNHCR:	Office of the United Nations High Commissioner for Refugees
UNICEF:	United Nations Children's Fund
USAID:	United States Agency for International Development
US–DOL:	United States Department of Labor



## ANNEX C. IPEC CHILD LABOUR SURVEYS

**Table C1. Status of IPEC national child labour surveys as of 31 December 2004**

Report available with the ILO	Report still to be finalized or yet to be published by country	Field data collection completed and moving to data analysis and report preparation	Preparatory activities completed or close to completion (design of survey instruments, training, pilot test)
Bangladesh Belize Brazil Cambodia (2nd survey) Chile Colombia Costa Rica Dominican Republic El Salvador Ethiopia Georgia Ghana Guatemala Honduras Malawi Mongolia Nicaragua Nigeria Panama Philippines (2nd survey) Portugal (2nd survey) Romania Uganda Ukraine United Republic of Tanzania	Ecuador Jamaica	Argentina	Azerbaijan Burkina Faso Côte d'Ivoire Lesotho Mali Nepal Senegal
<b>25</b>	<b>2</b>	<b>1</b>	<b>7</b>

**Table C2. Status of sectoral or regional child labour surveys as of December 2004  
(Rapid assessments, baseline surveys/studies, other)**

Total: 24 Rapid Assessments, 62 baseline surveys, 9 other

Country	Report available	Ongoing
<b>Algeria</b>		Child labour
<b>Bahamas</b>	Tourism	
<b>Bangladesh</b>	Automobile workshops, Battery recharging and recycling, Road transport, Street children, Welding	
<b>Barbados</b>	Tourism	
<b>Brazil</b>	CSEC School	
<b>Cambodia</b>	Agriculture (fishing) Rubber Salt CDW	
<b>Chile</b>		CSEC Time use
<b>Côte d'Ivoire</b>	Agriculture (cocoa)	
<b>Costa Rica</b>	CDW	Hazardous work (agriculture and urban)
<b>Dominican Republic</b>	CDW, Municipality of Samana, Urban Informal work Agriculture (tobacco)	
<b>Ecuador</b>	Agriculture (bananas) Agriculture (flowers) Construction CSEC Garbage dump	
<b>El Salvador</b>	Agriculture (fishing) Agriculture (sugar cane) CSEC Garbage dump	Street market
<b>Guatemala</b>	CDW Garbage dump	
<b>Guyana</b>	several WFCL	
<b>Haiti</b>	Agriculture (commercial), CSEC	
<b>Honduras</b>	CDW, garbage dump	Garbage dump
<b>India</b>		Brass, brick, fireworks, footwear, glass/ bangles locks, matches, silk, stone, tobacco (beedi)
<b>Jordan</b>	School	
<b>Kenya</b>	Agriculture (commercial) School	CDW
<b>Lebanon</b>	School	



Country	Report available	Ongoing
<b>Malawi</b>	Agriculture (commercial)	Street children & CSEC (within CLS)
<b>Nepal</b>	CDW Porters Rag pickers	
<b>Nicaragua</b>	CDW	
<b>Pakistan</b>	Glass bangle Mining (coal) Surgical instruments Tanneries	
<b>Panama</b>	CDW	Hazardous urban work Hazardous agricultural work
<b>Paraguay</b>	CDW, CSEC	
<b>Senegal</b>	Agriculture (commercial), agriculture (fishing)	
<b>Sri Lanka</b>	School	
<b>Suriname</b>	several WFCL	
<b>Tanzania</b>	Agriculture (commercial) Agriculture (tea) CDW CL (all areas) CSEC	
<b>Trinidad and Tobago</b>	Agriculture, Tourism, CDW, CSEC, Garbage dumps	
<b>Turkey</b>	Agriculture (cotton), School	
<b>Uganda</b>	Agriculture (commercial) Armed conflict, CL and HIV/AIDS, CSEC, trade and border, urban informal work, CDW	
<b>Zambia</b>	Agriculture (commercial)	CDW

CL: Child labour. CDW: Child domestic work. CSEC: Commercial sexual exploitation. WFCL: Worst forms of child labour.



## ANNEX D. EVALUATIONS COMPLETED IN 2004<sup>1</sup>

(Independent evaluations unless indicated otherwise)

	Mid-term evaluations (16)	Final evaluations (23)
<b>Africa (7)</b>	<ul style="list-style-type: none"> <li>■ Building the foundations for combating the WFCL in Anglophone Africa (Capacity Building Programme) – RAF/02/P51/USA</li> <li>■ Supporting the Time Bound Programme on the Worst Forms of Child Labour in Tanzania – RT/01/P50/USA</li> </ul>	<ul style="list-style-type: none"> <li>■ National Programme on the Elimination of Child Labour in Ghana – GHA/99/05/060</li> <li>■ Statistical Information and Monitoring Programme on Child Labour (SIMPOC) in Uganda – UGA/99/05/060</li> <li>■ Statistical Information and Monitoring Programme on Child Labour (SIMPOC) in Malawi – MLW 01 P50 USA</li> <li>■ Contribution to the Elimination of Child Labour in Francophone Africa: IPEC Action in Burkina Faso, Madagascar, Mali and Senegal (Self Evaluation) – RAF/01/50/FRA &amp; MLI/00/51/FRA</li> <li>■ Combating Exploitation of Child Domestic Workers in Uganda and Zambia – INT/ 02/ 66P/ NET</li> </ul>
<b>Americas (14)</b>	<ul style="list-style-type: none"> <li>■ Supporting the Time-Bound Programme for the elimination of the worst forms of Child Labour in El Salvador &amp; Combating Child Labour through Education in the Time-Bound Programme of El Salvador – ELS/01/P50/USA &amp; ELS/02/P02/USA</li> <li>■ Support for the prevention and elimination of CSEC and the protection of CSEC victims in Mexico – MEX/02/P50/USA</li> <li>■ Contribution to the Prevention and Eradication of the Commercial Sexual Exploitation of Children in Central America, Panama, and the Dominican Republic – RLA 02/P51/USA</li> <li>■ Preparatory activities for the elimination of the worst forms of child labour in the Dominican Republic &amp; Supporting the Time Bound Programme on the Worst Forms of Child Labour in Dominican Republic – DOM/01/P50/USA &amp; DOM/02/P50/USA</li> <li>■ Combating Child Labour in the Fireworks Industry of Guatemala (Phase II) – GUA/03/P50/USA</li> <li>■ Progressive Eradication of Child Labour in Gravel Production, Retalhuleu, Guatemala (Phase I) – GUA/01/51P/USA</li> <li>■ Programme for the prevention and progressive elimination of child labour in small-scale traditional mining in South America (Phase II (Self Evaluation) – RLA/02/P50/USA</li> <li>■ Eradicating Child Labour in Latin America (Phases I &amp; II) – RLA/01/50P/SPA</li> </ul>	<ul style="list-style-type: none"> <li>■ National Programme for the Prevention and Elimination of Child Labour in Jamaica and SIMPOC Survey – JAM/01/P50/USA</li> <li>■ Prevention and Elimination of Child Labour in Small-Scale Traditional Mining in Colombia – COL/01/P50/USA</li> <li>■ Prevention and Elimination of Child Domestic Labour in South America (Brazil, Colombia, Paraguay and Peru) – RLA/00/53P/USA</li> <li>■ Combating Child Labour in the Fireworks Industry in El Salvador – ELS/00/05/060</li> <li>■ Prevention and elimination of commercial sexual exploitation of children in Chile – CHI/02/50PCAN</li> <li>■ Prevention and Elimination of the Worst Forms of Child Domestic Labour in Central America and the Dominican Republic (Phases I + II) – RLA/01/P02/CAN) &amp; RLA/02/P54/CAN</li> </ul>

<sup>1</sup> This table includes evaluations that were reported as ongoing in IPEC's Implementation Report 2002-2003 and that were completed in 2004.

	Mid-term evaluations (16)	Final evaluations (23)
<b>Arab States (1)</b>		<ul style="list-style-type: none"> <li>■ National Programme for the Elimination of Child Labour in Lebanon – LEB/00/P51/FRA</li> </ul>
<b>Asia (11)</b>	<ul style="list-style-type: none"> <li>■ Sustainable Elimination of Bonded Labour Nepal – NEP/00/P51/USA &amp; NEP/00/M50/USA</li> <li>■ Time Bound Programme in Nepal – NEP/01/P50/USA</li> <li>■ National Programme for the Prevention and Elimination of Child Labour in Mongolia (Phase II) – MO/02/P50/USA</li> </ul>	<ul style="list-style-type: none"> <li>■ Combating Child Labour in Hazardous Work in the Salt Production, Rubber Plantations, and Fish/Shrimp Processing Sectors in Cambodia – CMB/01/P51/USA</li> <li>■ Elimination of Child Labour in the Soccer Ball Industry in Sialkot, Pakistan (Phase I) – PAK/00/P50/USA</li> <li>■ Combating Child Labour in the Carpet Industry Pakistan – PAK/02/P50/USA</li> <li>■ Assessing the Situation of Children in the Production, Sales and Trafficking of Drugs in South East Asia – RAS/02/P52/USA</li> <li>■ Combating Exploitation of Child Domestic Workers in Cambodia – INT/02/66P/NET</li> <li>■ Global Programme to combat Child Domestic Labour in Indonesia and in the Philippines – INT/00/12P/NET (Self Evaluation)</li> <li>■ National Programme for the Prevention and Elimination of Child Labour in the Lao PDR – LAO/00/51P/FRA</li> <li>■ A Provincial Programme Against Child Labour Through Integrated Strategies in Education, Vocational Skills Training and Small Business Development in the Philippines – PHI/99/M03/FIN</li> </ul>
<b>Global and Inter-regional (6)</b>	<ul style="list-style-type: none"> <li>■ Measuring Longer Terms Impact on Children and Families through Tracer/Tracking Methodology (Self Evaluation) – INT/02/P78/USA</li> <li>■ Information System for a Knowledge Base on Child Labour – INT/02/P52/USA</li> <li>■ Towards Child Labour Monitoring as a tool for prevention, protection and withdrawal of children from work – INT/02/P54/USA</li> </ul>	<ul style="list-style-type: none"> <li>■ Improving data collection, analysis and dissemination of information and research on child labour, especially its worst forms &amp; Design and Support to the Implementation of National Time Bound Programmes to Combat Child Labour – INT/00/P65/USA &amp; INT/00/P66/USA</li> <li>■ IPEC Global Campaign to Raise Public Awareness and Understanding about Problems and Solutions for the Worst Forms of Child Labour – INT/00/P05/080</li> <li>■ Global Awareness and Collective Actions towards the elimination of the Worst Forms of Child Labour (ICCLE) – INT/01/76P/USA</li> </ul>

Other evaluations completed during 2004:

1. Thematic evaluation: *Addressing the Exploitation of Children in Scavenging (Waste Picking): A Thematic Evaluation of Action on Child Labour*
2. Thematic evaluation: *Action against Child Labour in Small-Scale Mining and Quarrying*
3. Thematic evaluation: *Formal and Non-Formal Education and Skills Training*

## ANNEX E. SELECTED IPEC PRODUCTS IN 2004<sup>1</sup>

Development policies and TBP	
<b>Guidelines and tools</b>	<ul style="list-style-type: none"> <li>■ IPEC: <i>Time-Bound Programme Manual for Action Planning</i> (F,S)</li> </ul>
Education, social mobilization and social dialogue	
<b>Guidelines and tools</b>	<ul style="list-style-type: none"> <li>■ Pedagogical teaching tools responsive to children at risk</li> <li>■ IPEC: <i>Child Labour: An Information Kit for Teachers, Educators and their Organizations</i> (revised 2004)</li> <li>■ Guidelines on working with trade union organizations, including training module</li> </ul>
<b>Publications</b>	<ul style="list-style-type: none"> <li>■ IPEC: <i>Situational analyses on child labour, education and gender in Egypt, Turkey and Lebanon</i></li> <li>■ IPEC: <i>Compulsory Education and Child Labour: Historical Lessons, Contemporary Challenges and Future Directions</i></li> </ul>
Hazardous child labour and child labour monitoring	
<b>Guidelines and tools</b>	<ul style="list-style-type: none"> <li>■ IPEC: <i>Guidelines on Child Labour Monitoring. A Manual for IPEC Staff and Partners.</i></li> <li>■ IPEC and SECTOR: <i>Action to Combat Child Labour in Mining and Quarrying – An Evaluation</i></li> <li>■ IPEC and IFP SEED: <i>Action to Combat Child labour in Scavenging and Rag-picking – An Evaluation</i></li> <li>■ IPEC: <i>Steps in Determining Hazardous Child Labour: Examples</i></li> </ul>
Research and statistics	
<b>Guidelines and tools</b>	<ul style="list-style-type: none"> <li>■ IPEC: <i>Child labour: A textbook for university students</i> (F,S)</li> </ul>
<b>Publications</b>	<ul style="list-style-type: none"> <li>■ Abu Gazaleh, K. et al.: <i>Gender, education and child labour in Egypt</i></li> <li>■ Dayioglu, M. and Y. Erturk: <i>Gender, education and child labour in Turkey</i></li> <li>■ IPEC: <i>A comparative analysis: Girl child labour in domestic work, sexual exploitation and agriculture in the Philippines, Ghana and Ecuador, Girl child labour, Paper N° 2</i></li> <li>■ IPEC: <i>Annotated bibliography on girl child labour, Girl child labour, Paper N° 4</i></li> <li>■ IPEC: <i>Child labour data review: a gender perspective, Girl child labour, Paper N° 3</i></li> <li>■ IPEC: <i>Girl child labour in domestic work, sexual exploitation and agriculture: rapid assessments in the Philippines, Ghana and Ecuador, Girl child labour, Paper N° 1</i></li> <li>■ IPEC: <i>Investing in every child: An economic study of the costs and benefits of eliminating child labour</i> (E,F,S)</li> <li>■ Guarcello, L.: <i>Review of child labour data from a gender perspective in Latin America</i> (ILO/IPEC-UCW)</li> <li>■ Lancaster, G. and R. Ray: <i>The impact of children's work on schooling: Multi-country evidence based on SIMPOC data, ILO/IPEC Working Paper</i></li> <li>■ Partners for Development et al.: <i>Gender, education and child labour in Lebanon</i></li> </ul>

<sup>1</sup> Documents available in English only unless specified in parentheses.

### Vulnerable groups (trafficking, sexual exploitation and bonded labour)

#### Guidelines and tools

- Documento básico de información sobre la problemática de la explotación sexual comercial de niños, niñas y adolescentes. Centroamérica, Panamá y República Dominicana (S)
- Information Sheets on CDL and C.138 and C.182
- Interactive Web page on CDL
- IPEC: *Contenidos mínimos en material de explotación sexual comercial de personas menores de edad según la legislación internacional* (S).
- IPEC: *Manual for Rapid Assessment - Trafficking in Children for Labour and Sexual Exploitation in the Balkans and Ukraine*
- TRAFLEX *Cadre juridique concernant la lutte contre la traite des enfants en Afrique de l'Ouest et du Centre*, (F) (CD-ROM)

#### Publications

- IPEC: *Behind closed doors – Child domestic labour* (leaflet, E, F, S)
- IPEC: *Child domestic labour* (fact sheet)
- IPEC: *Drug Trafficking in South-East Asia*
- IPEC: *Helping hands or shackled lives? – Understanding child domestic labour and responses to it* (E,F,S)
- IPEC: *La explotación sexual comercial de niños, niñas y adolescentes en las legislaciones de Argentina, Brasil y Paraguay: alternativas de armonización para el Mercosur*, (S).
- IPEC: *Perfil del trabajo infantil doméstico en Brasil, Colombia, Paraguay y Perú. Contexto, estudios y resultados* (S).
- IPEC: *The People Involved - Trafficking in children for labour and sexual exploitation in Albania, Moldova, Romania and Ukraine, A Synthesis Report*
- IPEC: *Trafficking in Children for Labour and Sexual Exploitation in Albania: Results of a Rapid Assessment Survey*
- IPEC: *Trafficking in Children for Labour and Sexual Exploitation in Moldova: Results of a Rapid Assessment Survey*
- IPEC: *Trafficking in Children for Labour and Sexual Exploitation in Romania: Results of a Rapid Assessment Survey*
- IPEC: *Trafficking in Children for Labour and Sexual Exploitation in Ukraine: Results of a Rapid Assessment Survey*
- IPEC: *Vers une harmonization des systèmes juridiques nationaux en matière de lutte contre le trafic des enfants en Afrique de l'Ouest et du Centre*, (Document de Travail) (F)