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**INTERNATIONAL LABOUR OFFICE**

**INTERNATIONAL PROGRAMME ON THE ELIMINATION OF CHILD LABOUR**

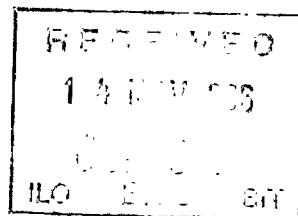
**IPEC**



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**ILO-IPEC Highlights of 1996-97 and  
Guidelines for Future Action**



October 1996

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## 1. INTRODUCTION

### 1.1 IPEC at a glance

1. The **aim** is to work towards the progressive elimination of child labour by strengthening national capacities to address child labour problems, and by creating a worldwide movement to combat it.

2. The **priority target groups** are bonded child labourers, children in hazardous working conditions and occupations and children who are particularly vulnerable, i.e. very young working children (below 12 years of age), and working girls.

3. The political will and commitment of individual governments to address child labour in cooperation with employers' and workers' organizations, other NGOs and relevant parties in society such as universities and the media is the starting point for all IPEC action. Sustainability is built in from the start through an emphasis on in-country "ownership". Support is given to partner organizations to develop and implement measures which aim at *preventing* child labour, *withdrawing* children from hazardous work and providing *alternatives*, and *improving the working conditions* as a transitional measure towards the elimination of child labour. A phased and multi-sectoral **strategy** is applied consisting of the following steps:

- *motivating* a broad alliance of partners to acknowledge and act against child labour;
- carrying out a *situational analysis* to find out about child labour problems in a country;
- assisting with developing and implementing national *policies* on child labour problems;
- *strengthening* existing organizations and setting up *institutional mechanisms*;
- creating *awareness* on the problem nationwide, in communities and workplaces;
- promoting the *development* and *application* of *protective legislation*;
- supporting *direct action* with (potential) child workers for demonstration purposes;
- *replicating* and *expanding* successful projects into the programmes of partners; and
- *mainstreaming* child labour issues into socio-economic policies, programmes and budgets.

4. Since its inception in 1992, the Programme has increased tremendously. In 1992-93, 155 **Action Programmes** were implemented. In 1994-95 the number of Action Programmes (including mini programmes) almost tripled to 447. For the biennium 1996-97 a further increase is expected.

5. **Participating Countries:** Since 1992: Brazil, India, Indonesia, Kenya, Thailand and Turkey; since 1994: Bangladesh, Nepal, Pakistan, the Philippines and Tanzania; 1996 onwards: Bolivia, Chile, Costa Rica, Egypt, El Salvador, Guatemala, Nicaragua, Panama and Venezuela.

6. **Donors:** Germany (1991), Belgium (1992), Norway (1995), Spain (1995), France (1995), Australia (1995), the United States (1995), Canada (1996), Luxembourg (1996), the Netherlands (1996) and Italy (1996).

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## 1.2 Summary

7. The aim of this report is two-fold. Firstly, it responds to the concerns expressed during the fifth IPEC Programme Steering Committee meeting held in November 1995, notably those raised in conjunction with the discussion on the independent evaluation of ILO-IPEC which was carried out in late 1994. Secondly, it reports on the most salient events, progress made and challenges faced over the past year and sets out the main directions and priorities for the future. An implementation report of ILO-IPEC activities in 1996-97 will be provided next year in tandem with the ILO-IPEC Programme and Budget for 1998-99. Additional information on ILO-IPEC action in terms of policies and programmes in ILO member States is given in the law and practice report 'Child labour: Targeting the intolerable', which will be sent to all member States in October 1996 in preparation for the discussion on child labour during the International Labour Conference in 1998.

8. Interest in addressing child labour abuses has increased considerably over the past year and the ILO continues to be one of the key United Nations agencies which member States turn to for advice and assistance on how to combat child labour effectively. With the contribution of additional resources, ILO-IPEC was able to expand rapidly in its fifth year of operation and to respond to the ever-increasing number of requests for assistance from member States in this field. In 1996 an additional nine countries signed the Memorandum of Understanding with the ILO to combat child labour, bringing the total number of participating countries up to 20. Eight of these newly participating countries are in Latin America where the Programme is growing fast thanks to a substantial contribution of Spain. Five new donors started to contribute to IPEC, the first donor Germany pledged an additional substantial contribution for another five years up to the year 2001 and three other donors also allocated additional resources, enabling ILO-IPEC to provide the required comprehensive and long-term support to participating countries. The total number of donors now stands at eleven and negotiations are underway with other donors, thereby allowing the programme to extend support to the increasing number of countries requesting assistance in combating child labour in Africa, the Arab region, Asia and Latin America. Thus, by 30 September 1996, 31 ILO member States were actively involved in the Programme either as a donor or as a participating country.

9. ILO-IPEC continues to concentrate its efforts in providing practical support to member States in meeting the formidable challenge of gradually and progressively eliminating child labour, and in designing and implementing national policies and programmes of action against it starting with its most intolerable forms. Given that child labour problems are engrained in the socio-cultural and economic structure of society, the process to effectively solve them is complex and diverse. That is why ILO-IPEC aims at facilitating both policy reform and a change in social attitudes. Extensive awareness-raising and social mobilization lead to a shift in social attitudes about child labour in society which in turn creates a public demand for the necessary policy reforms. Such reforms and corresponding changes in legislation, programmes, budgets and institutional structures are essential in two major fields: education and labour market policies.

10. It is well known that improvements in educational systems are needed to increase affordable, relevant and quality educational and training opportunities for children, but this is not sufficient. Children will continue to be sent to work as long as their parents are not earning enough to take care of the families' basic needs. Therefore interventions in education need to be accompanied by interventions in the labour market, if programmes to eliminate child labour are

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to be effective and successful. Such interventions in the labour market should aim at empowering the poor and abolishing social discrimination.

11. The strong point of the programme is that it allows for diversity within unity. Diversity means responding to specific in-country needs and identifying tailor-made solutions. The unity in the Programme relates to a number of strategic characteristics which are considered to be vital to have a long-term and sustainable impact on the elimination of child labour in participating countries: a focus on in-country ownership, sustainable action, the mainstreaming of successful approaches and decentralization; priority for the prevention of child labour as a key measure to stem the constant flux of new children entering the labour market and an emphasis on the abolition of the most intolerable forms of child labour; and work with a broad alliance of partners and the use of multi-sectoral integrated interventions.

12. These characteristics are essential for success, but at the same time pose challenges to the Programme, to the ILO and to its partner organizations, because they require coordinated and innovative action by all concerned. Progress is being made with mobilizing actors in new countries; expanding successful interventions within the programmes and budgets of partner organizations in the countries where ILO-IPEC has been operational for some years; incorporating preventive measures and sustainability concerns in all initiatives; reaching out to the most vulnerable - and difficult to access - child workers and their environment, working with an increasing range of partners to provide the multidisciplinary support needed for long-lasting results. But the process is not straightforward or easy and needs constant reinforcement.

13. The Programme continues to rely heavily on the ILO field structure, in particular the field offices. It continues to work under the auspices of the ILO's Working Conditions and Environment Department. Technical support is being provided by the ILO multidisciplinary teams and an increasing number of headquarters' departments. A recent positive development is the signing of a cooperation agreement on child labour between UNICEF and the ILO which will strengthen the ongoing joint field operations of the two organizations.

14. Finally, the report outlines selected highlights of ILO-IPEC in 1996-97. It sets out how ILO-IPEC will draw from experience in developing guidelines for action by conducting reviews on the progress made in combating child labour at both the country level and through thematic evaluations. Secondly, the overview of the ILO-IPEC strategy on action against the commercial sexual exploitation of children illustrates how the ILO-IPEC strategy is implemented within countries and how the support to national and international action complement one another. The role of two ILO-IPEC key partners, employers' and workers' organizations is highlighted followed by the results of the national statistical survey - an important methodological tool - in the Philippines.

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## **2. UPDATE ON ILO-IPEC**

### **2.1 ILO-IPEC partners**

15. By 30 September 1996 a total of 31 governments had joined IPEC. Twenty governments have signed a Memorandum of Understanding (MOU) with the ILO, thereby committing themselves to start a country programme against child labour and 11 governments have pledged resources to the Programme.

### **Participating countries**

16. The ILO-IPEC programme is fully operational in the six first-generation countries, Brazil, India, Indonesia, Kenya, Thailand and Turkey which joined the Programme in 1992. Comprehensive country programmes are now also being carried out in the five second-generation countries, Bangladesh, Nepal, Pakistan, the Philippines and the United Republic of Tanzania, where ILO-IPEC started working in the 1994-95 biennium.

17. Nine additional countries have signed a MOU with the ILO to combat child labour since the last report to the IPEC Programme Steering Committee in November 1995. Egypt signed in June 1996. Preparatory work that started in South America in late 1995 with the Spanish contribution resulted in the formal commitment of the Governments of Bolivia, Chile, Costa Rica, El Salvador, Guatemala, Nicaragua and Panama during the 1996 International Labour Conference, followed by that of the Government of Venezuela in September 1996.

### **Donors**

18. ILO-IPEC was launched with a substantial contribution from Germany in late 1991. Belgium joined in 1992 and ILO-IPEC became a multi-donor programme in 1995 when France, Norway and the United States pledged resources and a major allocation by Spain allowed for the expansion of the Programme in Latin America. Since the last reporting period Germany has allocated an additional substantial contribution for the 1996-2001 period, Australia, Canada, Italy and Luxembourg have joined the Programme and the Netherlands has started to participate through its associate expert programme. Belgium, France and the United States have also pledged additional resources. Moreover, Denmark has committed itself to start contributing to the programme, and negotiations are under way with current and new parties, among others the European Commission and the United Kingdom, to contribute to the Programme in fighting the most intolerable forms of child labour, such as child bondage, prostitution and trafficking, and in extending comprehensive support to countries in Africa, the Arab region, Asia and Latin America.

### **2.2 Organizational, financial and administrative status**

19. The ILO network of field offices continues to be heavily involved in ILO-IPEC. Their support is crucial. They promote the programme at the country level and provide policy support as well as financial and administrative guidance. In addition, the multidisciplinary teams which are the main technical resource of the Office's field structure have become increasingly mobilized. The Programme continues to function under the auspices of the ILO's Working

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Conditions and Environment Department. Within the framework of the preparation for major new labour standards on child labour during the International Labour Conferences in 1998-99 this Department has recently been preparing a major report on child labour explaining what is being done and can be done against it as well as the questionnaire for member States. Other headquarters' departments directly involved with child labour include: the International Labour Standards Department; the Bureau of Statistics; the Bureau of Public Information; the Bureaux of Employers' and Workers' Activities; the Employment and Training department; the Bureau of Programming and Management; the Finance Department; and the Personnel Department .

20. At the international level a cooperation agreement has been signed with UNICEF on 8 October 1996. In addition to the close cooperation which already existed in many participating countries, this agreement will allow for the coordination of policies and programmes and carrying out more joint field programmes.

21. Annex 1 provides a financial overview as of 30 September 1996. Table 1 shows the total resources pledged for the 1992-2001 period and the actual amounts received by 30 September 1996 by donor and by country/technical programme. Tables 2-5 give a financial status report on expenditures and commitments for the 1992-93, 1994-95 and 1996-97 biennia by the respective donors.

22. The measures announced in the ILO-IPEC Programme and Budget for 1996-97 to simplify financial and administrative procedures, to decentralize responsibility to the field and to adhere to regular technical cooperation procedures in terms of programming resources have taken place with good results. Most action programmes now have a duration of two years irrespective of the ILO's regular budget biennial cycle and this facilitates smoother implementation of the programme and disbursement of funds.

23. During 1996 a review took place of the mini programme modality by IPEC field and headquarters' staff. Mini programmes are small programmes (maximum of US\$3,000) aimed at enabling partner organizations to carry out preparatory activities (surveys, training or meetings) for potential future programmes, awareness-raising activities, and evaluations and audits of IPEC programmes. The usefulness of this modality was widely acknowledged. Mini programmes enabled field staff and partners to respond quickly, timely and in a flexible manner to sudden opportunities and occasions, such as publicity on high-level government statements. The detailed study, including guidelines to more effectively use this modality in all countries is being disseminated to the field.

24. Further streamlining of financial and administrative procedures is envisaged during this biennium, for example, by extending the financial reporting obligations from three to six months for implementing agencies which have demonstrated that they can comply with the ILO reporting requirements without difficulty.

25. It was evident from the start that an innovative and unique programme as ILO-IPEC would pose a number of challenges to existing ILO structures and procedures. The characteristics required for the effective implementation of the Programme, such as flexibility, fast trouble-shooting and problem-solving, grass-root activities, risk-taking and experimenting are sometimes difficult to accommodate within the procedures of an international organization and call for continuous adjustments and fine-tuning . Progress is being made in this regard to meet the expectations of member States in terms of high-quality delivery of technical cooperation.



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26. The role of the ILO-IPEC National Programme Coordinators is central because of their in-depth knowledge of the socio-economic, cultural and bureaucratic setting in their country of origin, for forging alliances, for pre-empting political sensitivities and for ensuring that sustainable and strategic interventions are developed and implemented. In addition, thanks to their previous or ILO-IPEC work experience, many of them are technical experts in the field of child labour at a time when the pool of qualified child labour experts is still much too small to respond adequately to all requests for assistance. However, their contracts (Special Service Agreements) offer only very limited protection and their status in the ILO hierarchy is not commensurate with their task. Therefore, efforts are being made to improve their contractual position. This is very necessary as these officials have a crucial role in developing and delivering the country programmes, and several have been employed now for five consecutive years under a Special Service Agreement.

27. The innovative nature and the size of the programme require a solid team with expertise in child labour and in ILO technical cooperation procedures. However, there was some difficulty to recruit the necessary staff at a critical time of consolidation and expansion of the Programme. In 1996 ILO-IPEC has therefore concentrated on meeting ongoing commitments and less progress has been made than planned in programme development and working with additional partners. This problem has been attenuated in the last quarter of the year by the recruitment of new professionals in Geneva.

### 2.3 ILO-IPEC objectives, priority target groups and strategy

28. The *aims* of ILO-IPEC are to work towards the progressive elimination of child labour by strengthening the capacity of countries to deal with the problem and by promoting a worldwide movement to combat it. Child labour problems are vast, complex and multi-faceted and long-lasting solutions have to emerge from within the countries themselves. That is why ILO-IPEC stresses in-country "ownership" of the Programme and makes a long-term commitment to countries, assisting them in setting in motion a process geared at reform and change in social attitudes and in public and corporate policies that will lead to the sustainable prevention and abolition of child labour from within a given country. Thus, ILO-IPEC strives to:

- *support national efforts* to combat child labour and to build up a permanent capacity to tackle the problem;
- give priority to the eradication of *the most hazardous and exploitative* types of child labour;
- emphasize *preventive measures*; and
- build in *sustainability* from the start.

29. Given the enormity and the complexity of the child labour issue it is unrealistic to believe that this problem, which has existed for such a long time, can be eliminated overnight. While the achievement of this ultimate goal is being pursued, ILO-IPEC places priority on halting the most intolerable forms of child labour. Therefore, the **priority target groups** include:

- children working under forced labour conditions and in bondage
- children in hazardous working conditions and occupations;

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- children who are particularly vulnerable, i.e. very young working children (under 12 years of age) and working girls.

30. The starting point for implementing the ILO-IPEC's *strategy* in participating countries is the will and commitment of individual governments to address child labour in cooperation and consultation with employers' organizations, workers' organizations, non-governmental organizations (NGOs) and relevant parties in society, such as universities and the media. They are aided to adopt measures which aim at:

- *preventing* child labour;
- *withdrawing* children from exploitative and hazardous work and *providing alternatives*; and
- *improving working conditions* as a transitional measure towards the elimination of child labour.

31. In ILO-IPEC's view the best way to strengthen the capacity of partner organizations is to apply a phased and multi-sectoral strategy, consisting of the following steps:

- *motivating* ILO constituents and other relevant partners to engage in a dialogue on child labour and to create alliances to overcome the problem. This culminates in a formal commitment by the government to cooperate with ILO-IPEC, expressed in a Memorandum of Understanding between the government and the ILO;
- carrying out a *situation analysis* to find out the nature and magnitude of child labour problems in a given country;
- assisting the concerned parties within a country in devising *national policies and plans of action* to address specific child labour problems;
- *strengthening* the existing organizations and setting up *institutional mechanisms* in order to achieve national "ownership" of the Programme. A National Steering Committee is established, consisting of the concerned ministries, workers' and employers' organizations and NGOs, to advise on policy implementation;
- creating *awareness* of the problem of child labour nationwide, in the community and at the workplace;
- promoting the *development* and *application* of *protective legislation*;
- supporting *direct action* with (potential) child workers and their environment to demonstrate that it is possible to prevent children at risk from entering the workforce prematurely and to withdraw working children from exploitative and hazardous work;
- *reproducing* and *expanding* successful projects in order to integrate their strong points into the regular programmes and budgets of the social partners; and
- *integrating* child labour issues systematically into social and economic development policies, programmes and budgets.

32. Child labour problems will be effectively solved only if they are 'mainstreamed' into national social and economic policies, programmes and budgets, and if the programme is 'owned' by the country themselves. This means that long-term and short-term goals and strategies must be translated into visible and concrete components in line ministries, in government

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administrations and in society and that public accountability must be set up. To this end, and thanks to the donor community which has demonstrated its willingness to provide long-term support, ILO-IPEC has set itself a time-frame of around 10 years for the provision of assistance to a given country. This time period is of course flexible; some countries may need less or more time depending on their stage of development, the nature and extent of child labour in the country, and the political and public resolve to combat it.

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### 3. CHALLENGES AND STRATEGIC PRIORITIES FOR THE FUTURE

33. ILO-IPEC aims at facilitating *policy reform* and *change in social attitudes* that will lead to the sustainable prevention and abolition of child labour from within a given country. Child labour problems are engrained in the socio-cultural and economic structure of societies. Effectively solving them is a complex and diverse process. Policy reforms and changes in programmes and institutional structures in key fields such as legislation, education, labour market policies, social security, welfare and health are essential. A shift of attitudes is also needed within countries, both among those directly concerned with the problem - children, parents and employers - and in society as a whole. Many countries are taking steps towards implementing these goals and progress is being made but such changes do not come about easily or quickly. However, there is growing consensus on the goal of the total elimination of abusive child labour, in particular its most intolerable forms. Consciousness on children's rights is growing and countries are increasingly making efforts to adopt and implement international standards at the national level. Many ILO-IPEC partner countries are discussing the Minimum Age Convention, 1973 (No.138) and the Government of Nepal has recently ratified this Convention.

34. Working towards policy reform and a change in attitudes to combat child labour should take place simultaneously because they are intricately related. Extensive awareness-raising and social mobilization leads to a change in attitudes about child labour in society which in turn creates a public demand for the necessary policy reforms. Concerning the types of reform, it is common knowledge that education is one of the key solutions in the elimination of child labour. Interventions in education are needed to increase affordable, relevant and quality educational and training opportunities for children and more resources will need to be made available for this purpose.

35. Improvements in educational systems are not enough, however. The worst child labour abuses take place among the children of the poorest adults, the migrants, the lower classes and castes, single-headed households, indigenous people, in sum, among the most vulnerable socio-economic groups in society. These population groups seldom can afford education for their children, even if it were to be more available, relevant and less costly. Their children are sent to work, because the children's contribution and earnings are essential for family survival. It is therefore reasonable to assume that children will continue to be sent to work as long as their parents are not earning enough to take care of the families' basic needs. Therefore, interventions in *education* need to be accompanied by interventions in the *labour market*, if programmes to eliminate child labour are to be effective and successful.

36. Such interventions in the labour market should aim at empowering the poor and abolishing social discrimination. They should consist, among others, of the development of adequate child labour legislation, as well as a strong and efficient labour inspectorate, judiciary and police force; the promotion of socially responsible behaviour of national and international enterprises, and the provision of incentives to employers to refrain from utilizing child labour; assistance to workers' organizations, local councils and NGOs to fight for the replacement of child workers by adult workers and play a watch-dog role in workplaces and communities; and the provision of income-earning opportunities to the poor through employment creation and poverty alleviation schemes, small enterprise development, minimum wage systems, credit systems and social safety-nets for the most needy. These should address both the need for income for adults and the need for schooling for children at the design and implementation stages, so that they do

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not inadvertently encourage the employment of children along with or instead of the employment of adults.

37. Essentially the effective elimination of child labour in a country requires a programmatic approach, involving a wide variety of parties working together towards reform and change. This approach is rather different from the traditional project approach, which is relatively short term, requires expertise of usually only one ILO technical department, is financed by one donor, involves one or only a limited number of partners in the recipient country and is dependent on international expertise. The ILO-IPEC Programme by contrast is long term, requires expertise in almost all technical fields of ILO competence, has many donors and partners and is country-owned, i.e. national policies, plans of action and individual programmes are determined within the countries themselves and are implemented by national and local organizations.

38. ILO-IPEC supports national efforts to combat child labour and to build up a permanent capability to tackle the problem. The strong point of ILO-IPEC is that it allows for diversity within unity. Diversity means responding to specific in-country needs and identifying tailor-made solutions. The unity in the Programme relates to a number of strategic characteristics which are considered to be vital to have a long-term and sustainable impact on the elimination of child labour in participating countries: a focus on in-country ownership, sustainable action, the mainstreaming of successful approaches and decentralization; priority for the prevention and abolition of the most intolerable forms of child labour; and work with a broad alliance of partners and the use of multi-sectoral integrated interventions. These characteristics are essential for success, but at the same time pose challenges to the Programme, to the ILO and to its partner organizations, because they require coordinated and innovative action.

### 3.1 The focus on in-country ownership, sustainable action and the mainstreaming of successful approaches

39. ILO-IPEC is geared towards finding national and local solutions which respond to the socio-economic reality and needs in the countries concerned. Therefore, particularly at the start of ILO-IPEC within a country, partner organizations are stimulated to develop and implement innovative and experimental initiatives, which may vary widely from one country to another. Based upon the experience gained through such initiatives in the 1992-95 period, the Programme promotes a systematic, phased and multi-sectoral strategy which runs as a thread through all programmes at the country, regional and international level. At the start of an ILO-IPEC country programme the process works as follows:

- (i) in new partner countries or when addressing 'new' child labour situations, varied, numerous, often small-scale activities are undertaken in a number of programme areas to achieve a **broad mobilization** of partner organizations, and to identify what works and what does not in countries that are very different in terms of socio-economic development and culture. This is called the '100 flowers bloom approach';
- (ii) thereafter, the Programme moves from a broad multi-pronged experimental approach to **strategic action** geared to the mainstreaming of child labour issues into a national policy and programme of action in the partner countries and into the policies, programmes and budgets of partner organizations.

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40. The necessity of going through this process is not easy to implement, nor is it always understood. There is sometimes a tendency to criticize the wide array of programmes and partners supported during the initial stages of ILO-IPEC work in a country. For example, the summary of the 1994 independent evaluation report stated that there was a risk of 'scatter-gun benevolence'; that the systems and approach adopted differed widely between the countries; and that priority setting was barely perceptible. This was true, particularly at the beginning of the Programme in the first six countries, when the independent evaluation took place. The development and implementation of practical measures against child labour was a relatively new field in which not much concrete experience had been gained by the ILO or its partner organizations. Therefore, there was a need for innovative activities and risk-taking, and it was unavoidable at the beginning of ILO-IPEC to test out interventions and approaches. This led to a wealth of experience and successes, but also to mistakes. Now, after several years of experience, there is a better understanding. Lessons from 1992-95 have been fed back into the programmes and certain common pitfalls have been recognized and corrected. These are avoided when starting a programme in a new country, and increasingly there is a concentration on the strategic interventions which are essential to make a dent in the child labour problem.

41. The '100 flowers bloom approach' has undoubtedly proved its worth when starting action against child labour in a country, and many new countries choose to start addressing child labour precisely by implementing multiple, diverse, small-scale programmes targeting different groups of working children with a wide array of partners for the following reasons. Firstly, child labour is often a sensitive subject and widely conflicting views exist on whether it should be eliminated, or tolerated because it is considered to be part and parcel of the life of the poor. This means that broad, intensive, tailor-made and sustained awareness-raising on child labour exploitation is needed among many population groups so that they become committed to its elimination. Secondly, while some organizations in the public and private sector may be familiar with tackling child labour problems, little experience usually exists, and this needs to be developed through training, but more importantly through a process of learning by doing. Last but not least, micro interventions have proved to have a powerful demonstration effect. Therefore, support to direct action against child labour through local initiatives, no matter how diverse they are, will continue to be a strategic characteristic of ILO-IPEC as long as they have the potential to put child labour on the agenda.

42. Simultaneously, from the start of a country programme ILO-IPEC will continue to stress and support the strengthening of institutional capacity, because the wide range of key partner organizations needs to be motivated and capacitated to take action. This process takes time, particularly where new ILO-IPEC partners are concerned, because a relation of trust needs to be built between the partner organizations and the ILO-IPEC and among the partner organizations themselves. This is crucial to mobilize sustainable action against child labour.

43. In the development and implementation of strategic action plans ILO-IPEC is faced with a variety of situations in the participating countries. A few countries already had a policy and accompanying plan of action against child labour before they joined the Programme. In those countries ILO-IPEC is one among many actors providing assistance in tackling the problem, and ILO-IPEC's aim then is to support specific initiatives, based upon the countries' needs and requests. These may vary widely from one to another and do not have to complement each other. The most important criterion for supporting them is whether they fit into the overall country policy and programme.

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44. In other countries national policies and plans of action have been or are being developed with ILO-IPEC assistance. Some countries wish to develop such policy instruments right at the start. In other countries they are developed gradually and are adopted at a later stage when the country has gained more know-how in tackling its child labour problems.

45. Experience over the past five years demonstrates that it is relatively easy to achieve the initial task of formulating a national policy and a programme of action. However, the next and more difficult step is to ensure that good intentions are translated into practice. Experience in several countries shows that a declared and published policy and plan of action do not lead automatically to a full understanding by all the parties involved of the process and the commitment required to achieve the long-term goal of eliminating abusive child labour. Neither does it automatically lead to the essential steps of gradual reform and mainstreaming child labour issues into national economic and social development programmes and budgets.

46. Furthermore, national policies and programmes of action are usually subject to political changes, external interventions and changes in government infrastructure which lead to a wavering of the national commitment to the elimination of child labour. Thus, the strategic process of eliminating child labour is not straightforward; positive trends need to be constantly reinforced and individual interventions often have to be restarted or repeated.

47. While the process of setting in motion strategic action against child labour is not always easy and the progress depends on the motivation, determination and initiative in a country, overall the chances to pursue it are good. Policy support to address child labour concerns is forthcoming in the ILO-IPEC participating countries and is growing in many other countries which in turn wish to become part of the Programme. Several of the ILO-IPEC first-generation countries are beginning to mainstream child labour concerns into their programmes and budgets in key areas, such as providing quality education to groups of children at risk of entering into employment prematurely through coordinated action by public and private sector organizations. In such instances the responsibility for the programme increasingly lies with the countries themselves. ILO-IPEC only facilitates the process, while ensuring that ILO-IPEC-supported initiatives in these countries fit into the overall national policy and plan of action against child labour and that an effective coordination mechanism exists to implement it.

48. This trend will continue in countries where comprehensive action against child labour takes shape. In those countries, in the future, ILO-IPEC programmes should form a small but strategic part of the national child labour programme. Within the framework of the national country programme, most of the work will be carried out by the responsible parties within the countries themselves and ILO-IPEC will play a supporting role to reinforce national efforts only in fields where the answers and solutions are not yet obvious or forthcoming.

### **3.2 Emphasis on prevention and the abolition of the most intolerable forms of child labour**

49. The first few years of ILO-IPEC experience suggest that the investment in the *prevention* of child labour is the most economical method in the long run. The elimination of even the most intolerable forms of child labour requires resources far beyond those available to ILO-IPEC and its partner organizations, because the withdrawal of children from hazardous and exploitative work, the corresponding rehabilitation programmes and the integration of these

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children and their parents from low-income and otherwise vulnerable populations groups (in terms of caste, gender, ethnic origin) into the 'mainstream' of society are extremely costly. It can not be stressed enough that ILO-IPEC's goal is not the removal per se of individual children (even in large numbers) from work situations. This would be a relatively easy task provided sufficient funding were available, but sustainable and long-term results in the combat against child labour will be achieved only when new generations of children are effectively prevented from entering the labour market

50. Prevention, therefore, remains a key component in virtually all programmes. Firstly, extensive awareness-raising takes place among those directly concerned with child labour and in society at large. Secondly, children, parents, employers, adult workers, their support agencies and government administrations are explicitly targeted not only through programmes tailor-made for them but in all direct action programmes, so that children withdrawn from work are not replaced by other children. In these programmes a step-by-step approach is being followed, where the provision of information on the risks of premature work for children is followed by increasing the social responsibility of all parties that have the potential to stem child labour. Thirdly, direct action programmes focus not only on individual children but involve the whole family, thereby ensuring that the younger children do not enter premature work in the first place, and that both the situation of boys engaged in visible, hazardous and exploitative labour and that of girls involved in equally abusive but invisible work are addressed simultaneously. Finally, preventive programmes can be successful only if the population groups at risk are provided with viable alternatives and options: affordable education of a decent standard and employable skills training for the children; and provision of quality jobs for young people ready to enter the job market and for adults responsible for raising children.

51. Preventive programmes in many countries are now being replicated and expanded. Small-scale initiatives where one organization, often an NGO or a local district committee, works in one locality to prevent children at risk from entering hazardous work are now being replicated in several countries. Wider geographical areas are covered through coordinated action by a number of partners in the private and public sphere at both the policy and the implementation level.

52. From the start ILO-IPEC and its partner organizations realized that it would be impossible to bring an end to all child labour immediately. Therefore, the Programme has concentrated on the *abolition of the most intolerable forms of child labour*. Over the past year progress has been made, in particular, with recognizing and addressing child prostitution and trafficking and child labour in manufacturing industries and in agriculture, but progress in combating other forms of abusive child labour - in particular, child bondage - continues to be slow.

53. This is due to a number of factors. Firstly, the experience has been that there is often strong resistance to start working immediately against some of the most intolerable forms of child labour, because of political and social sensitivity and economic interests. The very existence of these types of child labour is denied and very few partners come forward who can effectively address these problems. In such cases the strategy has often been to start tackling hazardous child labour problems that the partners are ready to address, and slowly build up awareness and trust before working together on more intolerable and hidden problems.



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54. Another issue which continues to be a challenge is the accessibility of the working children that are most abused. Many of the work situations in which children are severely exploited are illegal in nature, for example, child prostitution, bondage and trafficking. Such child exploitation is profitable and powerful mechanisms exist to continue the status quo. This is compounded by the fact that groups which could be mobilized against child labour because they have a mandate to protect children and enforce the relevant child labour legislation lack the physical infrastructure to do so effectively and have often been coopted into tolerating child exploitation.

55. A further problematic area is the identification of the youngest children. It is relatively easy to add a couple of years to the actual age of a child, and the real age of children is often not known due to the absence of birth records or any other form of registration. Additional problems exist with tackling the problems of working girls. Their work is hidden from view and often considered to be socially acceptable and related to the overall low status of women in many societies.

56. Nevertheless, gradual progress is being made. There is a growing consensus as to the repugnant character of certain types of exploitative employment relations, such as forced labour, or types of work that are dangerous to children because of the nature of the work, the working environment or the working conditions. However, considerable work remains to be done in this field. Sometimes, the hazards are not known and need to be appraised. In other instances, the risks are known but are tacitly accepted by large groups of the population, including the affected groups themselves. It will therefore remain necessary to raise awareness of the hazards involved in certain 'contractual arrangements', and in work or working conditions that harm the physical, emotional, social or intellectual development of children, and to start mobilizing all concerned parties from the community up to the policy level.

57. Initiatives to fight child labour are often sector- or industry-specific. Programmes aim to tackle child labour by focusing on 'hazardous or exploitative occupations', for example, prostitution, commercial agriculture, deep-sea fishing, the carpet industry, the match or textile industry. It often makes sense to start with a sector- or industry-specific approach in situations where there is a concentration of children in specific hazardous or exploitative work. In addition, a positive point of targeting a major sector or industry is that the concerned children, their parents, employers and partner organizations can be relatively easily identified and that the intervention can be tailored to the specific situation in the sector or industry and the needs of the target groups. Moreover, the focus on one sector or industry may be a useful entry-point to get the debate going on child labour in general. Successful measures in tackling child labour in one hazardous occupation may have a multiplier effect that will benefit children working in other dangerous work. This is because as soon as population groups - and eventually whole societies - start focusing on the dangers of premature work of children in one industry, broad discussion of the acceptability and unacceptability of different forms of child labour in general will follow.

58. However, it would be wrong to concentrate exclusively on the sector- or industry-specific approach. It is often presumed that there are watertight divisions among the sectors and among the children working in these sectors. It is also presumed that the number of child workers in each sector is static and that consequently, if the children working in a particular sector are targeted and removed from work, the problem can be solved. This does not happen in reality. Children often do not work permanently in one sector or occupation. A child working in agriculture today could work in an industry tomorrow, and vice versa; and a child who stays at

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home doing domestic chores might very soon start working in a factory or other workplace away from home.

59. Care also has to be taken to ensure that the attempts to remove children from one sector or industry do not push working children into other industries or occupations which may be even more hazardous or exploitative. In this case the problem of child labour is not solved but has merely shifted to another sector that could prove even more difficult to address. A focus on the elimination of child labour in visible hazardous industries may also discriminate against working girls, because in many of these industries boys predominate, while their sisters toil at home, contributing to family survival. As a result, in order to ensure that ILO-IPEC does not lend its support to initiatives that perpetuate and reinforce existing inequalities between men and women, it has become clear that it is essential to target all (potential) child workers in a family in a specific geographical location, if a programme is to tackle child labour problems effectively and comprehensively.

60. Finally, a positive development of this year is that the emphasis on addressing exploitative and hazardous child labour starting with its most intolerable forms has been gaining worldwide acceptance. This is reflected in the resolution on child labour adopted by the International Labour Conference and the discussion that took place at the Informal Tripartite Meeting at the Ministerial Level held during the same Conference in June 1996; the World Congress on the Commercial Sexual Exploitation of Children (Stockholm, August 1996); as well as in the programmes of the forthcoming Conferences in Amsterdam (February 1997) and Oslo (October 1997) being organized respectively by the governments of the Netherlands and Norway in collaboration with the ILO. Importantly also, the ILO's Governing Body requested the Office to include an item on child labour in the agenda of the 1998 Session of the International Labour Conference with a view to adopting new international standards in 1999 designed to ban the most intolerable forms of child labour: forced labour, bonded labour or other slavery-like practices; exploitation of children for prostitution or other illegal sexual practices; the use of children in drug trafficking or the production of pornography; and work which, because of its nature or the condition under which it is usually performed, exposes children to particularly grave hazards to their safety or health or prevents them from attending school normally. It is expected that a Convention of this kind would have a good chance of being ratified by a large number of both industrialized and developing countries and would provide clear guidelines for national, regional and international action, including ILO-IPEC assistance in this field.

### **3.3 Work with a broad alliance of partners and use of multi-sectoral integrated interventions**

61. Broad-based in-country ownership is assured, first of all, by the signing of a Memorandum of Understanding (MOU) between a government and the ILO whereby the Government commits itself to address child labour in cooperation and consultation with employers' organizations, workers' organizations, NGOs and other relevant parties in society such as the media and universities. The institutional mechanism provided for in the MOU is the National Steering Committee (NSC) chaired by the Ministry of Labour, consisting of representatives of other key ministries such as education, welfare, health and the agency responsible for development assistance, of employers' and workers' organizations and of NGOs with expertise in tackling child labour or advocating children's rights. In all countries the NSC

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is responsible for guiding the ILO-IPEC country programme at the policy and programme level. Given that the combat against child labour has become a national priority, several countries have either enlarged the responsibility of the NSC to cover all child labour activities within the country or have set up a complementary body to ensure coordination. However, in several countries ILO-IPEC rather than the NSC remains the 'uniting force' and more effort is needed to boost the role of the NSC or other national mechanisms to perform this task.

62. An important condition for the success of the Programme is the cooperation between a wide range of partners. Some of the vital partners in a national effort to eliminate child labour are not traditional ILO partners and include, for example, ministries of education, NGOs, religious organizations, the police or the judiciary. In addition, new forms of cooperation are being forged among the ILO's traditional social partners, other key ministries and private sector organizations, and between central and decentralized administrations.

63. Competition between organizations can be fierce and distrust sometimes exists between the partners. In a climate of high political sensitivity around the issue of child labour, national and international partnerships and interventions sometimes lead to conflict and confrontation. As broad social alliances are nonetheless crucial for the successful elimination of child labour, it is therefore necessary to organize fora, events, discussions and institutional mechanisms to stimulate interest in each others' activities, foster partnerships and maintain the commitment of all interested parties to the ultimate goal. Besides meetings of the NSC at the national level, ILO-IPEC is now organizing partner meetings in all countries where organizations with very different mandates and representing widely different interest groups are brought together for the first time to review jointly their programmes against child labour, identify means of cooperation, decide on a division of duties among the partners and utilize each others' comparative advantage.

64. Another vital element for successful action is the promotion of an effective flow of information from the policy to the implementation level, and vice versa. High-level policy-makers are often not aware of work done on the ground, and small-scale community organizations often lack the capacity to make their voice heard. At the same time, policy statements and legislative measures initiated at the national level cannot be effective if they are not widely known among the public, and if local officials in charge of their implementation are not enabled to implement them. Consequently, the decentralization of responsibility - with the corresponding resource allocation to implement measures against child labour - from the national to the provincial, district and local levels is extremely important; many of the more effective ILO-IPEC programmes are carried out at the decentralized level.

65. A further characteristic of ILO-IPEC is that, to reach the long-term goal, it needs to help set in motion a whole range of interventions. These are needed to mobilize, to build capacity, to raise awareness, to experiment and demonstrate, to create alliances, etc. Strong cooperation among the various members of the ILO-IPEC National Steering Committees and ILO-IPEC implementing agencies is essential for devising a strategic and cohesive set of interventions. However, expertise in these areas is not always available and not all partners initially have the skills to envisage and implement measures which are mutually supportive and address priorities in a strategic, sustainable and long-term manner. ILO-IPEC support consists of injecting ideas, facilitating action, collecting information, initiating and disseminating research results, developing methodologies, and creating fora for discussion, but the set of interventions and the process of intervention has to be devised and implemented by the national partners themselves.

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66. All countries share a number of key issues, such as how to find out about the incidence and scope of child labour, how to promote the development and application of protective legislation for working children, and how to provide quality education and training to (potential and ex-) child workers. However, given that every country is unique, there is a need to implement tailor-made, country-specific measures which may vary widely from one country to another. Some countries are successful in one area but not in another, and in all countries the process of achieving the long-term goal is fraught with successes, but also failures. However, viable model types of interventions and cooperation arrangements are emerging which can be put to good use in the future by countries starting to address their child labour problems.

67. One of the most positive developments of the last two years has been that the international flow of information on child labour has resulted in greater understanding and in a commitment in the industrialized world to assist countries that are willing and committed to address their child labour problems. Eleven governments have committed a large amount of resources. In addition, a growing number of employers' associations and their members and workers' organizations are willing to cooperate with ILO-IPEC in abolishing child labour exploitation and to provide resources for this purpose. Moreover, work on codes of conduct is expanding rapidly in a realistic way, because it has become widely acknowledged that preventive and withdrawal measures need to be combined with the provision of alternatives to the children and their parents. All these developments have a large potential for ILO-IPEC cooperation.

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#### **4. HIGHLIGHTS OF ILO-IPEC ACTION IN 1996-97**

68. This chapter highlights progress made in key areas over the past years and gives an overview of future activities in these fields. It starts with an overview on how ILO-IPEC has started to draw from country experience by systematically reviewing the progress made in combating child labour. Secondly, it gives a summary overview of the ILO-IPEC strategy and plan of action against one of the most intolerable forms of child labour, the commercial sexual exploitation of children. This section illustrates how the ILO-IPEC strategy is implemented through individual activities in countries and how national and international action complement one another. Thirdly, the role of two ILO-IPEC key partners, the employers' and workers' organizations is highlighted and the section concludes with information on the status of the development of one crucial methodological tool, the national statistical survey.

##### **4.1 Development of model guidelines for action**

69. As stated above, in all ILO-IPEC participating countries mechanisms have been set up to exchange experience, to foster cooperation between the different partners, to draw lessons on what works and what does not, and to identify means of making successful initiatives sustainable. The experimental computerized monitoring and information system has now been finalized and will allow for accurate monitoring and information dissemination on ILO-IPEC supported demonstration programmes by the end of the year. In addition, as already announced in the Programme and Budget for ILO-IPEC in 1996-97, the experience accumulated over the last five years now needs to be appraised so as to identify successful strategies and measures. In consequence, ILO-IPEC is setting in motion a number of different types of evaluation in 1996-97, as follows.

70. First of all, country reviews are being implemented to assess the progress made by countries in combating child labour, including the impact of the overall ILO-IPEC programme within a country, as measured by the extent of change in social attitudes, the reform of public or corporate policies and the building of social alliances. In line with the ILO-IPEC strategy these reviews will be country-owned and will be conducted by respected and independent national research teams. An analysis will be carried out of the factors and conditions that foster or impede action against child labour, and of the effects of concrete measures in the economic, political, social, cultural and legal sphere in selected countries: Indonesia, the Philippines and Thailand in Asia; Kenya and the United Republic of Tanzania in Africa; Brazil in Latin America; and Turkey in Europe. In India, where the Government implements a large programme against child labour and ILO's programme portfolio in the field of child labour has been particularly large, a similar but smaller review will be undertaken, consisting of an assessment of the effectiveness of ILO support to combating child labour in the country. The lessons drawn from these country reviews will (a) facilitate further in-country programme development, and (b) form the basis for the development of a draft 'best practice' guide for policy-makers for use by the national authorities, employers' and workers' organizations, other NGOs and the donors.

71. Secondly, a number of thematic evaluations will be carried out to assess the comparative value and effectiveness of strategies and approaches designed to solve similar problems. In-country reviews will be carried out of action programmes covering child bondage, labour inspection, public awareness campaigns, the role of employers' organizations, workers' organizations and NGOs and community-level action. The outcome will be a set of model

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guidelines based on the experience accumulated by IPEC partner organizations so as to strengthen their capacity to take concrete measures against child exploitation.

72. The comprehensive nature of the assistance provided currently by ILO-IPEC is limited to a number of individual countries, because of the large and long-term financial commitment required to mobilize and facilitate a broad social alliance to combat child labour effectively. While ILO-IPEC is attracting large amounts of funding, it is unlikely that it would be able to set up fully-fledged programmes in all member States requesting this type of assistance. But high expectations have been raised, and the central question, therefore, is how to devise a more viable strategy for ILO technical cooperation assistance to member States. This is not only a question of technical capacity and financial resources but rather a strategic concern. However, it is expected that through the above-mentioned country and thematic reviews and the ongoing work on the preparation of a new international instrument, considerable experience will have been accumulated on how to implement a phased, multidisciplinary strategy to the achievement of sustainable child labour policies and practical action by 1998-99.

#### **4.2 Strategy and action against the commercial sexual exploitation of children<sup>1</sup>**

73. Prostitution of children has become an issue of global concern and current trends indicate that the problem is on the rise. Commercial sexual exploitation is one of the most brutal forms of violence against children. In prostitution, children are objects both of sexual and commercial exploitation. The problem exists in many countries and is becoming even more serious because children are being sold and taken secretly across national borders for the sex market in an increasing number of states. Child victims are subjected to one of the most intolerable forms of child labour because they suffer extreme physical, psycho-social and emotional abuse. It results in life-long and in many cases, life threatening consequences for the future development of children. They are at risk of early pregnancy, maternal mortality and sexually transmitted diseases, including HIV/AIDS. Case studies and testimonies of child victims speak of a trauma, so deep that the child is often unable to re-enter or return to a normal way of life. Many children die before they reach adulthood. Others survive in one way or another.

74. The ILO identifies prostitution and other forms of commercial sexual exploitation of children as one form of forced labour existing today. Commercial sexual exploitation of children is a form of forced labour because children are being coerced into the practice and do not enter it out of free will. At the policy level, the ILO has taken a firm stand that no form of forced labour can be tolerated and that all efforts must be made to bring an end to the practice. For many decades, the ILO has been instrumental in pressing for international legislation against forced labour.

75. Over the past years ILO-IPEC has been actively involved in combating child prostitution. At the national level, ILO-IPEC assists partner organizations to address the problem

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<sup>1</sup> This section is a summary of the ILO-IPEC report 'Strategy and Action against the Commercial sexual Exploitation of Children' prepared for the World Congress on Commercial Sexual Exploitation of Children, held in Sweden in August 1996.

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of commercial sexual exploitation of children by establishing and implementing concrete policy measures and programmes with a view:

- to prevent children from being lured, coerced and trafficked into commercial sexual exploitation,
- to withdraw child victims of sexual exploitation and provide them with rehabilitation, repatriation as well as social and economic reintegration programmes,
- to create public awareness and mobilize public support against all forms of commercial sexual exploitation of children.

76. Action programmes against child prostitution are ongoing in seven countries. In line with the overall IPEC strategy, countries are supported in developing their own capacity to appraise the various forms of child prostitution and the extent of trafficking that exist in the country, to identify the specific groups at risk, and to develop, implement and review programmes which aim at the elimination of this evil. IPEC emphasizes prevention as the key tool because the effects of sexual exploitation are life-threatening to the child victims.

77. The types of programmes supported by ILO-IPEC vary from one country to another depending on the specific national situation and on the most pressing needs as identified in the countries themselves. However, the phased, multi-sectoral approach advocated by IPEC is reflected in the IPEC's action plan against child prostitution and trafficking which consists of providing assistance in fields such as: understanding the problem, development of national policies and plans of action, legislation and its enforcement and the growth of a social responsibility, the prevention of commercial sexual exploitation of children and the rehabilitation of child victims through social mobilization, awareness raising and the provision of alternatives to parents and the children. At the institutional level the creation of cooperation and coordination mechanisms is emphasized because it is clear that only through joint efforts between all key actors that concerted action can be implemented. These include the family units, teachers, the medical profession, social welfare and legal aid personnel, the police, religious and community leaders within certain geographical areas and between the sending and receiving locations. IPEC has been supporting a number of initiatives in several participating countries as explained below.

### **Understanding the problem**

#### **Brazil, 1996**

The State Government of Mato Grosso in collaboration with a university research institute is conducting a study on children in prostitution in the West of Brazil. The study covers the situation of children involved in prostitution in gold mines, along the highways, in the streets and along the borders.

Seminars will be organized at the state and regional level to discuss the results of the study. Training courses concerning action against children in prostitution will be organized for NGOs, local government officials responsible for education, health and law enforcement. In addition, awareness campaigns to put an end to child prostitution will be conducted through various media, radio and television and through the distribution of leaflets and posters.

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### **Sri Lanka, 1996**

ILO-IPEC Colombo commissioned PEACE, an NGO active in organizing campaigns against child prostitution, to conduct a case study to appraise the situation of commercial sexual exploitation of children in Sri Lanka. The results of the case study were presented at the National Planning Workshop in early September 1996. The workshop designed and adopted a national policy and a national plan of action on child labour.

## **Development of national policies and plans of action**

### **Philippines, 1994**

An Indicative Framework for Action to Attack Child Labour in the country was adopted during a National Planning Workshop sponsored by IPEC in mid-1994 which brought together representatives from a wide range of government institutions and NGOs, employers' and workers' organizations, local government officials and academics from the capital and the provinces. Victims of child trafficking and children trapped in prostitution were selected among the four priority target groups in this framework for action.

### **Nepal, 1995**

A National Framework of Action against Child Labour in Nepal was adopted during a National Planning Workshop sponsored by IPEC in 1995 which was attended by key governmental organizations, workers' and employers' organizations as well as NGOs active in the field of child labour. Children in prostitution and victims of trafficking were identified as target groups for intervention.

### **Cambodia, 1996**

The Ministry of Labour's programme on the elimination of child labour has identified child prostitution and trafficking of children as one of the priority areas for action. In collaboration with IPEC, the Ministry is currently preparing to launch a country programme on child labour, by conducting a child labour survey and training programmes for government officials and NGOs on the design, management and evaluation of child labour action programmes, and the setting up of a child labour unit in the Ministry. A National Planning Workshop will be organized in December 1996 in order to develop the national policy and design a programme of action on child labour.

## **Legislation and its enforcement and the growth of social responsibility**

### **Philippines, 1995 & Nepal, 1996**

Training programmes were carried out for law enforcement personnel, namely judges, public prosecutors and police, to strengthen law enforcement and the need of collaboration between law enforcement agencies and other sectors in the fight against prostitution of children.



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### **Thailand, 1995**

A Task Force to Fight against Child Exploitation is reviewing the law enforcement mechanisms in Thailand, and presenting the experiences gained and problems encountered from bringing specific cases of victims of prostitution to court.

## **Prevention of commercial sexual exploitation**

### **Thailand, 1992-1997 - Action at the community level**

Since the beginning of the IPEC Programme in Thailand, IPEC has been supporting a preventive programme run by the Daughters' Education Programme (DEP), in the North of Thailand. DEP is located in an area where there is a high incidence of the trafficking in girls within the country as well as across the Thai borders. DEP implements a series of activities at the local level in order to prevent young village girls from being tricked into prostitution. Girls who are at an extremely high risk of being sent into prostitution are given temporary shelter and are enrolled in education programmes. Young girls at risk are those belonging to, or living near, to families of former prostitutes, girls from broken homes, girls from families with debts, girls from families of drug addicts and tribal girls. DEP has mobilized the support of teachers and local community leaders in identifying girls at risk. Together with community leaders, DEP staff visits the families and discusses with parents the effects of prostitution on their children. DEP then offers 'alternative' education, which is a combination of basic education and skills-training programmes for the children and awareness raising among the families. Other issues such as social values and the development of self esteem are discussed while the girls are in the programme. In addition, leadership training is given to selected groups so that girls can play a leading role in fighting prostitution after completing the programme and returning to their community. As part of its programme, DEP conducts a whole range of awareness-raising activities among communities prone to sending their children to prostitution to convince them that other options are available.

## **Prevention of commercial sexual exploitation**

### **Thailand - Action at the institutional level, 1996-1997**

The Ministry of Education in Thailand has introduced special education programmes for girls at risk of being lured into prostitution. The MOE provides scholarships to girls in eight Northern provinces of Thailand and several hundred of them are studying in the Ministry's boarding schools. Because some of the girls dropped out of the programme, the Ministry realized the need to improve the quality of the programme and requested IPEC assistance in reviewing the school curriculum and the teaching environment. As a result of the review, the curriculum will include relevant skills that will help the girls gain employment. Through this programme, a large number of girls at risk will receive education and adequate career counselling.

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### **Cooperating with Chiang Mai University, 1996-1997**

The Thai Women of Tomorrow Project of the University is developing a set of videos that will be used by teachers in conducting campaigns among school girls in the Northern provinces. The purpose of the campaign is to change attitudes among young girls towards their future careers so that they will not turn to prostitution as a means of earning income.

### **Strengthening coordination and networking at the provincial level, 1996-1997**

IPEC supports the initiative of Rachapat Institute, a local academic institution, and local NGOs in Chiang Rai, to strengthen cooperation between them and local government institutions in the province. Rachapat Institute will provide training to NGOs and local teachers in taking action against children in prostitution. In addition, it will conduct action-oriented research to appraise the problem at the provincial level and identify strategies for cooperation between governmental and non-governmental organizations in the province.

### **Nepal, 1995-1996**

IPEC supports Maiti Nepal, an NGO, to set up transit homes for children who are at risk of being tricked into prostitution by providing them temporary shelter, non-formal education, basic life skills and counselling. Campaigns at the village level and in schools have been conducted. Income-generating activities for families prone to sending children to work are being explored. At the national level, university students in Kathmandu conducted campaigns through stage drama. In addition, a radio drama about children in prostitution and child labour will be produced and broadcasted nationwide by Radio Nepal.

## **Prevention of commercial sexual exploitation**

### **Brazil, 1996-1997**

Two pilot projects are being implemented in Pernambuco and Bahia to prevent children from entering prostitution by providing them with formal education, vocational training and other types of creative or leisure activities. Income-generating programmes are developed for adult members of the families. These programmes are implemented by the Confederação Nacional da Indústria (CNI), the most important organization of the Brazilian industrial sector, in collaboration with its member organization, Serviço Social da Indústria (SESI), with the Serviço Nacional de Aprendizagem Industrial (SENAI), and NGOs with experience in the field of children in prostitution.

### **Philippines, 1996-97**

Programmes under preparation are: An urban-based programme against child prostitution through community organization, advocacy and networking; provincial action to address child prostitution in the entertainment, tourism and hotel sector; and an inter-province initiative in preventing child trafficking through a coordinated programme of education interventions, surveillance and monitoring at the ports and better communication between sending and receiving areas.

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## **Rehabilitation of child victims**

### **Kenya, 1994-1996**

IPEC has been supporting the Child Welfare Society to implement a programme for street girls. The 'rescue peace house' has been set up on the outskirts of Nairobi, where girls are withdrawn from the streets and provided with short-term shelter, non-formal education, literacy classes and counselling. The final goal of the project is to integrate girls into their (extended) family.

### **Philippines, 1995-1996**

Because many children have become victims of prostitution in the Philippines, there has been an obvious need for rehabilitation programmes. The Filipino experience has been that rehabilitation of victims of child prostitution is very difficult and that the success rate is rather low. This is because the trauma that the child victims go through is very deep and there are few professionals with the skills required for effective rehabilitation. The work is emotionally very taxing and there is a high burn-out rate among staff. IPEC has supported action-oriented research, conducted by the International Catholic Child Bureau (ICCB-Philippines), in order to improve the rehabilitation programmes for child victims. The research aims at obtaining a better understanding of the value system of the child in order to develop and implement training programmes for child care-givers and to establish monitoring and assessment mechanisms to determine whether the rehabilitation programmes are giving the appropriate nurturing and caring environment to the victims.

## **Supporting worldwide action**

ILO-IPEC actively contributed to the World Congress against the Commercial Sexual Exploitation of Children held in Sweden in August 1996. At the international level, ILO-IPEC participated as an adviser in the Planning Committee for the Congress which was composed of the Government of Sweden, the End Child Prostitution in Asian Tourism (ECPAT), an NGO Group on the Convention on the Rights of the Child and UNICEF.

IPEC staff in the field provided technical inputs to the Regional Consultations, held in Africa, Asia, Latin America even and Europe and representatives of (potential) ILO-IPEC partner organizations from seven countries participated in the World Congress. The ILO Deputy Director-General (Policies related to Standards, Sectoral Activities and relations with ILO Organs) delivered a key-note address on behalf of the ILO explaining ILO action in this field and emphasizing that ILO has started to prepare for new international labour standards to deal with the most intolerable forms of child labour upon the request of its constituents. IPEC Geneva staff conducted a workshop on Strategy for Intervention and Prevention. During the Congress the ILO-IPEC partner organizations stressed that the commercial sexual exploitation of children is not an isolated phenomenon but that it is related to other abusive forms of child labour, and consequently that the strategy to prevent sexual exploitation of children should be placed in the broader context of preventing all abusive child labour.

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78. ILO-IPEC will continue to support the development and implementation of comprehensive in-country programmes for the elimination of commercial sexual exploitation of children. At the same time concerted action is needed at the sub-regional and regional level in both sending and receiving countries to stop child trafficking. In the future, ILO-IPEC will therefore support the development of social and legal measures and the establishment of inter-country mechanisms to prevent the problem and to provide protection and rehabilitation to the victims in South and South-East Asia. The first step will consist of a review of the existing responses of governments and NGOs, the application and enforcement of international labour standards, the regulations and enforcement practices against trafficking in children. Thereafter assistance will be given in setting in motion a series of social and legal measures through joint action by the countries in the region.

### **4.3 Role of employers' and workers' organizations**

79. Employers' and workers' organizations and their members are key partners in the combat against child labour and this is reflected in their increased participation in ILO-IPEC. Within countries the work with employers' and workers' organizations is increasing steadily starting with awareness raising on child labour among their members to taking action against it. In addition, increased efforts are being made by these organizations in several countries to expand activities to employers and workers in the unorganized, informal sectors where the incidence of child labour is much higher than in the organized, formal sector. More generally, in all IPEC-supported direct action programmes, employers and workers in enterprises and factories are directly targeted, because they have a crucial role to play in preventing children from entering workplaces prematurely.

#### **Action by employers at the international level**

Employers have stepped up their efforts to fight hazardous and exploitative child labour. At a meeting of its General Council on 3 June 1996, the International Organization of Employers (IOE) resolved to contribute to international efforts to eliminate child labour. Its resolution called on employers to raise awareness of the human, economic and social costs of child labour, and to develop action plans to give practical effect to their child labour policies. It wants an immediate end to be put to slave-like and bonded forms of child labour, and to the use of children in dangerous occupations.

The IOE recognizes that although employers by themselves cannot solve the problems of poverty and illiteracy at the root of the child work phenomenon, they have a significant contribution to make to the solutions. They will therefore encourage and work with others to achieve this objective, besides taking action themselves. They will support activities targeted at working children and their families, such as the establishment of day care centres, schools and training facilities and promote access to basic education and primary health care.

An important aspect of the IOE's approach is its recognition that simply throwing children out of work without providing alternative means of livelihood to them and their families could be dangerous. The employers are opposed to trade sanctions and boycotts, which they consider to be counter-productive; hence their emphasis on measures that deal with the totality of the problem,

including welfare, health care, day care facilities, the development of alternative employment opportunities and the training of adults.

In close consultation with the IOE, ILO-IPEC started work on a handbook with guidance on how to address child labour. The IOE will produce the handbook on child labour for employers with a view to: motivate employers' organizations and enterprises to become part of the global effort to work towards the elimination of child labour; to disseminate information on existing initiatives; and to generate new ideas and approaches for the elimination of child labour.

### **Workers' organizations in Latin America take the lead**

In late 1995, IPEC's extension in Latin America began auspiciously with an ILO-IPEC seminar for workers' organizations in Brazil, where the unions have been a motor for changing social attitudes on child labour since the country joined ILO-IPEC in 1992. Representatives from trade union federations from Argentina, Brazil, Colombia, Ecuador, El Salvador, Guatemala, Mexico, Paraguay, Peru and Venezuela, and from the Inter-American Regional Organization of Workers (ORIT) attended the seminar.

The main aim of the seminar was to analyze the growing problem of child labour - 15 to 20 million children work in the region, often under abysmal circumstances - and to make proposals for trade union action drawing from the experience of ORIT, the International Federation for Free Trade Unions (ICFTU), the Latin American Central of Workers (CLAT) and ILO-IPEC.

The trade unionists agreed that, far from solving or alleviating poverty, child labour tended to perpetuate it as it was both an expression of economic, social and political inequality and a contributing factor to it. Combating the causes of child labour was fully in line with the trade union movement's mandate of promoting full employment, adequate wages and working conditions, social justice and democracy. It was decided that trade unions now faced the challenge of developing and implementing a plan of action against child labour:

- child labour has to be given priority on the agenda's and platforms of national confederations, sectoral and territorial federations and first-level trade unions and workers need to be sensitized on the ways and means on how to combat it effectively;
- workers and their organizations must play an active role in designing and implementing government policies;
- workers and their organizations must engage in direct action to prevent child labour and to protect and rehabilitate the children that are already working;
- clauses on the prevention and elimination of child labour should be included in collective bargaining agreements, which should cover subcontracting arrangements and means of penalizing those who infringe on the law; and
- working children should not be passive beneficiaries but should be actively participating in programmes and projects.

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The seminar resulted in a host of proposals to pursue initiatives against child labour at the country-level. A national seminar on child labour for workers' organizations took place in Venezuela in mid-1996 and similar meetings are planned in Argentina, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama and Paraguay between October 1996 and March 1997. In addition, the Instituto de Altos Estudios Sindicales of the Confederación de Trabajadores de Venezuela in Caracas will start raising the capacity of workers to take action for the prevention and eradication of child labour and rehabilitation of child workers by training 300 officials from workers' organizations, municipalities and NGOs.

#### **4.4 Finding out about child labour: National statistical surveys**

80. Detailed and reliable data on the scope and incidence of child labour in countries are still scarce while they are crucial in setting targets and developing and implementing effective programmes. Small-scale qualitative surveys continue to be carried out in all countries to identify the situation and needs of specific groups of working children. At the same time many countries express the need for undertaking national statistical surveys which provide an accurate and broad picture on the child labour situation at the macro-level. With the technical guidance of the ILO Bureau of Statistics child labour surveys have now been carried out in seven countries: Ghana, Indonesia, India and Senegal in 1992-93; Turkey in 1994; and Pakistan and the Philippines in 1995-96. Work is ongoing in Cambodia and Nepal at the national level and in Indonesia and Thailand in selected provinces. Preparatory activities are underway to assist in the undertaking of national child labour surveys in South Africa and in other selected countries. In addition, a manual will be produced with technical and practical guidelines to guide the implementation of sample surveys on child labour at the national level by the end of 1996.

### **Child workers of the Philippines**

#### **First findings of the survey of children 5-17 years old**

The sample survey was conducted by the National Statistics Office in close cooperation with the Bureau of Labor and Employment Statistics of the Department of Labor and Employment. The survey covered all children of around 25,500 households nationwide. First, information was collected from the heads of household. Thereafter all children aged 5 to 17 who were found to have worked at any time during the past year at the time of the survey were interviewed.

**Incidence of child labour** - A total number of 3.67 million children were economically active of the more than 22 million Pilipino children aged 5 to 17 years old - one-third of the population. This means that three in every twenty children have been working in the past year. Over half of these children were between 5 and 14 years old. In total, well over 200,000 children (12 per cent) were between 5 and 9, and more than 1.6 million of them (88 per cent) were between 10-14 years. Two-thirds of the working children were boys. The proportion of working boys as compared to the working girls increased with age. For the age group 15 to 17 there were two working boys for every one working girl.

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**Rural-urban differences by economic sector** - Child labour is more prevalent in the rural than in the urban sector. While around half of all Pilipino children live in rural areas, two-thirds of all working children were found to live in rural areas. In the rural areas, farming is the dominant occupation for children and accounts for 70 per cent of the rural child workers. This was particularly valid for boys while relatively more girls (one in five) were involved in trade. In urban areas farming and wholesale and retail trade also were the dominant occupations of children accounting for 32 and 30 percent of urban working children respectively. Four out of every 10 boy workers were into farming and about two in 10 were involved in trade. Among girl workers four out of 10 farmed and two out of 10 engaged in trade.

**Education** - Of the 3.7 million children who worked in 1995, 70 per cent reported to have attended school during school years 1994-95 and 1995-96. Working children from the rural areas had higher school attendance (67 per cent) than those from the urban areas (33 per cent). Ranked as the first three problems were: high costs of school supplies, books or transportation; the distance between the school and the home; and difficulty in catching up with lessons. Only three per cent of the working children had not completed any grade level. About 39 per cent of the children who attended school had finished primary grade levels one to five.

**Hazardous work and working conditions** - More than 60 per cent of the working children (2.21 million) were exposed to hazardous conditions, including chemical, biological and environmental hazards during their work. The number of working children exposed to hazards at the workplace in the rural areas is more than twice that of their urban counterparts. More than 1.8 million of the children working in a hazardous environment reported that this is related to the physical working conditions. The children exposed to chemical and biological hazards amounted to 0.9 and 0.7 million respectively. Almost one in every four working children experienced work-related injuries or illnesses. Only two out of 10 children indicated that they had no work-related problems. About six out of 10 working children stated that they came home exhausted from work. More than half of the working children complained that they were bored with their work and again more than half of them stated that their work gave them too much stress.

**Leisure time** - More than 300,000 children (8.4 per cent of all children between 5 and 17 years old in the country) spent their entire waking hours either working, schooling or doing some house work. The proportion of those having no free time was much higher among girls than boys. More than half of the working children had at most only 10 hours of free time per week. Among the boy workers 44 per cent had more than 10 hours of free time per week as compared to 39 per cent of all girl workers. This signifies that girl workers tend to spend longer hours either working, schooling or doing house work than the boy workers. This finding is confirmed by the responses of the children to questions on what they did during their free time. Playing with friends was the most popular leisure activity among boys (80 per cent), while sleeping or taking a rest topped the list of leisure activities among girls (72 per cent).

**Perceptions about work** - Slightly more than half of the working children (54 per cent) preferred to continue working while 45 per cent would stop working if they had a choice. In both urban and rural areas boy workers seemed to have a more keen interest to work than girls. Sixty per cent of the children who preferred to remain working cited improvement in the living conditions in their households as the main reason for working. About 18 per cent indicated that the household enterprise depended on their contribution, while four per cent wanted to continue working to pay the debts of the household.

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**Children living away from home** - Some striking findings came from the parents' and households' responses about unmarried children who were living and working away from home. There were 410,000 children living away from home; 47 per cent of these were working, seven per cent were looking for work and nine per cent were engaged in housekeeping. The children working away from home came from rural rather than urban households. The gender distribution among the group of children living away from home shows an opposite picture as compared to the gender distribution in the total group of working children, i.e. 65 per cent of the child workers away from home were girls and 35 per cent were boys. More than 12 per cent of the households were not able to report on what their children away from home were doing and around 5,000 households with working children away from home did not know where their children were. Among the children working away from home, boys were more spread among occupational categories with high numbers in services (32 per cent), agriculture (24 per cent) and manufacturing (20 per cent). Girls were concentrated in services (80 per cent) and in sales (10 per cent).



**Table 1. Total contributions pledged 1992-2001,  
and amounts received by 30 September 1996  
by donor and by country/technical programme**

Donors <sup>1</sup>	Contributions	Amounts received (by 30/09/96)	Country/technical programmes
Germany <sup>2</sup>	<u>1992-2001:</u>  2 x DM 50,000,000 (approx. US\$ 65,000,000)	<u>1992-1996</u>  US\$ 29,296,460	Individual country programme in Asia: Bangladesh, India, Indonesia, Thailand, Philippines, Nepal, Pakistan; Africa: Kenya, Tanzania; Latin America: Brazil; and Europe: Turkey.  Preparatory work in all regions.  Worldwide movement activities.
Belgium	<u>1992-1995:</u> US\$ 125,043  <u>1996:</u> US\$ 326,800	<u>1992-1995:</u> US\$ 125,043	Four action programmes in Nepal in 1996-97: training workshops of judges, prosecutors, lawyers on enforcement of legislation on child labour; child labour elimination in the quartz mine; non- formal education for children of the sweepers community; raising awareness of trade union leaders, parents and employers of child workers and providing non-formal education to working children.
Norway	<u>1995-1996</u> US\$ 302,557	<u>1995-1996</u> US\$ 302,557	Action research: Mobilising teachers, educators and their organizations to combat child labour.
Spain <sup>3</sup>	<u>1995-1999</u> US\$ 12,500,000	<u>1995-1996</u> US\$ 2,500,000	Country programmes in Latin America: Bolivia, Chile, Colombia, Costa Rica, Guatemala, El Salvador, Nicaragua, Panama, Peru, Venezuela, Paraguay. <sup>2</sup>

<sup>1</sup> In chronological order of joining the programme.

<sup>2</sup> In addition to the financial contribution, two government officials on detachment to IPEC (one in Geneva and one in Costa Rica).

<sup>3</sup> In addition to the financial contribution, two young professionals on detachment to IPEC (one in Costa Rica and one in Lima).

Donors	Contributions	Amount received	Country/technical programmes
France <sup>4</sup>	<u>1995:</u> US\$ 58,600	<u>1995:</u> US\$ 58,600	Action programme on phasing out child labour in the carpet sector in Nepal.
	<u>1996:</u> US\$ 192,308	<u>1996:</u> US\$ 192,308	Country programmes in French speaking countries in Africa (to be determined).
Australia	<u>1996:</u> US\$ 100,000	<u>1996:</u> US\$ 50,000	Action programme on prevention of child labour & bonded child labour in Nepal
USA	<u>1995-1999:</u> US\$ 2,100,000	<u>1995-1996:</u> US\$ 2,100,000	<b>Specific action programmes:</b> <ol style="list-style-type: none"> <li>Brazil - Combatting child labour in the shoe industry of the Vale dos Sinos.</li> <li>Bangladesh - Phasing out child labour in the garment industry.</li> <li>Thailand - The North and Northeast programme to prevent child labour and children in prostitution.</li> <li>Philippines - Reporting on the state of the nation's working children.</li> <li>Africa - Technical workshop on child labour in commercial agriculture in Africa.</li> </ol>
	<u>1997-1999:</u> US\$ 1,500,000		<b>Proposed specific action programmes (to be finalised):</b> <ol style="list-style-type: none"> <li>Thailand - The second phase of the action programme to prevent child prostitution in the North of Thailand.</li> <li>Pakistan - To be developed.</li> <li>South Africa - To be developed.</li> <li>Peru - To be developed.</li> <li>Nepal - Action programme to prevent trafficking in children.</li> <li>Egypt - To be developed. ...3</li> </ol>

<sup>4</sup> In addition to the financial contribution, one government official on detachment to IPEC Geneva.

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Donors	Contributions	Amount received	Country/technical programmes
Canada	<u>1996-1997</u> US\$ 514,561	<u>1996-1997:</u> US\$ 514,561	Development of guidelines for policy makers on sustainable action against child labour
Luxembourg	<u>1996:</u> US\$ 10,994	<u>1996:</u> US\$ 10,994	Mini programmes in Nepal and Pakistan
Netherlands <sup>5</sup>	<u>1996-1997:</u>	-	
Italy	<u>1996:</u> US\$ 120,000	-	Project document in preparation

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<sup>5</sup> Two associate experts attached to IPEC (one in Geneva and one in Bangladesh).

**Table 2. CONTRIBUTION TO IPEC BY GERMANY**  
1992-93 and 1994-95 Budgets - Expenditures/Commitments in US\$  
as at 30.09.1996

BUDGET	1992-93 BUDGET	1992-93 EXPENDITURES	1992-93 BALANCE	1994-95 BUDGET	1994-95 EXPENDITURES/ COMMITMENTS	1994-95 BALANCE
BANGLADESH	0	0	0	600,000	675,431	(75,431)
BRAZIL	1,680,170	1,048,288	631,882	1,531,882	1,443,344	88,538
KENYA	1,169,848	542,427	627,421	1,227,421	900,283	327,138
INDIA	2,251,148	1,276,271	974,877	2,374,877	2,193,701	181,176
INDONESIA	1,415,847	925,380	490,467	1,390,467	894,805	495,662
PAKISTAN	0	0	0	600,000	647,319	(47,319)
PHILIPPINES	0	0	0	600,000	549,071	50,929
TANZANIA	0	0	0	600,000	764,483	(164,483)
THAILAND	780,251	578,895	201,356	801,356	822,632	(21,276)
TURKEY	733,510	617,221	116,289	716,289	706,800	9,489
SUB-TOTAL I	8,030,774	4,988,482	3,042,292	10,442,292	9,597,869	844,423
PREPARATORY WORK	384,921	348,977	35,944	895,996	622,566	273,430
ADVISORY SERVICES	420,000	408,221	11,779	893,779	684,010	209,769
WORLDWIDE MOVEMENT	513,859	506,977	6,882	294,128	274,962	19,166
NATIONAL COORDINATION	773,918	760,274	13,645	1,154,645	1,136,988	17,657
REGIONAL COORDINATION	434,282	433,642	640	814,640	754,934	59,706
HEADQUARTERS WORK	90,000	89,366	634	90,634	82,984	7,650
SUB-TOTAL II	2,616,980	2,547,457	69,524	4,143,822	3,556,444	587,378
PROGRAMME SUPPORT COST 13% <sup>(1)</sup>	1,384,208	979,672	404,536	1,896,195	1,710,061	186,134
GRAND TOTAL	12,031,962	8,515,611	3,516,352	16,482,309	14,864,374	1,617,935

<sup>(1)</sup> The figures do not reflect IPEC expenditures or commitments. They reflect Programme Support Income for the ILO.

**Table 3. CONTRIBUTION TO IPEC BY GERMANY**  
1994-95 and 1996-97 Budgets - Expenditures/Commitments in US\$  
as at 30.09.1996

BUDGET	1994-95 BALANCE	1996-97 BUDGET	1996-97 EXPENDITURES/ COMMITMENTS	1996-97 BALANCE
BANGLADESH <sup>(1)</sup>	(75,431)	248,877	248,877	0
BRAZIL	88,538	691,042	399,322	291,720
KENYA	327,138	700,000	512,586	187,414
INDIA <sup>(2)</sup>	181,176	500,000	500,000	0
INDONESIA	495,662	800,000	71,556	728,444
NEPAL	0	342,120	122,237	219,883
PAKISTAN	(47,319)	700,000	398,870	301,130
PHILIPPINES	50,929	631,535	317,296	314,239
TANZANIA	(164,483)	800,000	740,615	59,385
THAILAND	(21,276)	515,077	371,574	143,503
TURKEY	9,489	550,000	274,650	275,350
SUB-TOTAL I	844,423	6,478,651	3,957,583	2,521,068
BALANCE 94-95 TRANSFERRED TO 96-97 COUNTRY RESERVE	(844,423)	844,423	435,395	409,028
PROGRAMMED COUNTRY RESERVE 96-97	0	221,993	0	221,993
SUB-TOTAL II	(844,423)	1,066,416	435,395	631,021

BUDGET	1994-95 BALANCE	1996-97 BUDGET	1996-97 EXPENDITURES/ COMMITMENTS	1996-97 BALANCE
PREPARATORY WORK	273,430	1,159,116	395,388	763,728
ADVISORY SERVICES	209,769	1,109,114	386,563	722,551
WORLDWIDE MOVEMENT	19,166	469,166	200,283	268,883
NATIONAL COORDINATION	17,657	1,470,657	807,566	663,091
REGIONAL COORDINATION	59,706	795,456	319,886	475,570
HEADQUARTERS WORK	7,650	387,650	180,058	207,592
SUB-TOTAL III	587,378	5,391,159	2,289,744	3,101,415
TOTAL I+II+III	587,378	12,936,226	6,682,722	6,253,504
PROGRAMME SUPPORT COST 13% <sup>(3)</sup>	76,359	1,681,709	868,754	812,955
GRAND TOTAL	663,737	14,617,935	7,551,476	7,066,459

<sup>(1)</sup> Bangladesh US\$250,298 from the country reserve, i.e. total expenditures/commitments amount to US\$499,175.

<sup>(2)</sup> India US\$185,097 from the country reserve, i.e. the total expenditures/commitments amount to US\$685,097.

<sup>(3)</sup> The figures do not reflect IPEC expenditures or commitments. They reflect Programme Support Income for the ILO.

**Table 4. CONTRIBUTION TO IPEC BY SPAIN**  
 1995/1996-97 Budgets - Expenditures/Commitments in US\$  
 as at 30.09.1996

BUDGET	1996-97 BUDGET	1996-97 EXPENDITURES/ COMMITMENTS <sup>(1)</sup>	1996-97 BALANCE
CENTRAL AMERICA	1,368,000	43,247	1,324,753
SOUTH AMERICA	2,470,000	61,750	2,408,250
PROGRAMMED COUNTRY RESERVE	202,000	0	202,000
<b>SUB-TOTAL I</b>	<b>4,040,000</b>	<b>104,997</b>	<b>3,935,003</b>
PREPARATORY WORK	200,000	14,521	185,479
ADVISORY SERVICES	335,168	72,218	262,950
WORLDWIDE MOVEMENT	250,000	4,390	245,610
NATIONAL COORDINATION	497,000	32,645	464,355
REGIONAL COORDINATION	1,125,000	589,338	535,662
HEADQUARTERS WORK	190,000	46,298	143,702
<b>SUB-TOTAL II</b>	<b>2,597,168</b>	<b>759,410</b>	<b>1,837,758</b>
<b>TOTAL (I + II)</b>	<b>6,637,168</b>	<b>864,407</b>	<b>5,772,761</b>
<b>PROGRAMME SUPPORT COST 13%<sup>(1)</sup></b>	<b>862,832</b>	<b>112,373</b>	<b>750,459</b>
<b>GRAND TOTAL</b>	<b>7,500,000</b>	<b>976,780</b>	<b>6,523,220</b>

<sup>(1)</sup> In comparison to the expenditures/commitments in Asia, Africa and Brazil, the expenditures/commitments in the other Latin American countries have been slower because the programmes in Asia, Africa and Brazil have been operational for several years while the programmes in Latin America have started up in 1996.

<sup>(2)</sup> The figures do not reflect IPEC expenditures or commitments. They reflect Programme Support Income for the ILO.

**Table 5. CONTRIBUTION TO IPEC BY:**  
**BELGIUM - NORWAY - FRANCE - AUSTRALIA - USA - CANADA - LUXEMBOURG - ITALY**  
1994-95 and 1996-97 Budgets - Expenditures/Commitments in US\$  
as at 30.09.1996

<b>DONORS<sup>(1)</sup></b>	<b>1994-97 BUDGET</b>	<b>1994-97 EXPENDITURES COMMITMENTS</b>	<b>1996-97 BALANCE</b>
BELGIUM	399,861	103,125	296,736
PROGRAMME SUPPORT COST 13 % <sup>(2)</sup>	51,982	13,406	38,576
<b>SUB-TOTAL</b>	<b>451,843</b>	<b>116,531</b>	<b>335,312</b>
NORWAY	267,750	195,783	71,967
PROGRAMME SUPPORT COST 13 % <sup>(2)</sup>	34,807	25,452	9,355
<b>SUB-TOTAL</b>	<b>302,557</b>	<b>221,235</b>	<b>81,322</b>
FRANCE	222,043	50,371	171,672
PROGRAMME SUPPORT COST 13 % <sup>(2)</sup>	28,865	6,548	22,317
<b>SUB-TOTAL</b>	<b>250,908</b>	<b>56,919</b>	<b>193,989</b>
AUSTRALIA	88,496	11,713	76,783
PROGRAMME SUPPORT COST 13 % <sup>(2)</sup>	11,504	1,523	9,981
<b>SUB-TOTAL</b>	<b>100,000</b>	<b>13,236</b>	<b>86,764</b>
USA	3,185,841	887,873	2,297,968
PROGRAMME SUPPORT COST 13 % <sup>(2)</sup>	414,159	115,423	298,736
<b>SUB-TOTAL</b>	<b>3,600,000</b>	<b>1,003,296</b>	<b>2,596,704</b>
CANADA	455,364	-	455,364
PROGRAMME SUPPORT COST 13 % <sup>(2)</sup>	59,197	-	59,197
<b>SUB-TOTAL</b>	<b>514,561</b>	<b>-</b>	<b>514,561</b>
LUXEMBOURG (donation) <sup>(3)</sup>	10,994	9,176	1,818
<b>SUB-TOTAL</b>	<b>10,994</b>	<b>9,176</b>	<b>1,818</b>
ITALY	106,195	-	106,195
PROGRAMME SUPPORT COST 13 % <sup>(2)</sup>	13,805	-	13,805
<b>SUB-TOTAL</b>	<b>120,000</b>	<b>-</b>	<b>120,000</b>
<b>GRAND TOTAL</b>	<b>5,350,863</b>	<b>1,420,393</b>	<b>3,930,470</b>

<sup>(1)</sup> In chronological order of joining the programme.

<sup>(2)</sup> The figures do not reflect IPEC expenditures or commitments. They reflect Programme Support Income for the ILO.

<sup>(3)</sup> Programme Support Costs are normally waived for small donations received without conditions for which no formal financial reporting is required.