



INTERNATIONAL LABOUR OFFICE  
INTERNATIONAL PROGRAMME ON THE ELIMINATION OF CHILD LABOUR

# IPEC ACTION AGAINST CHILD LABOUR: HIGHLIGHTS 2002

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## INTRODUCTION

In the ILO's Global Report *A future without child labour* (May 2002), new global estimates confirm that child labour is still a massive and serious problem worldwide. The prevalence of the worst forms of child labour and hazardous work in particular was found to be greater than earlier assumed. This widespread and sad abuse of children must remain one of humanity's highest priorities. The challenge is enormous and can only be met by large-scale, innovative interventions by governments, the social partners and NGOs with the assistance of the international community, including the International Programme on the Elimination of Child Labour.

At the same time, the Global Report concluded that action to combat child labour has increased manifold over the last decade and is presently being undertaken with determination and with considerable – if still insufficient – resources in many countries. The debate on the Global Report at the International Labour Conference in June 2002 affirmed both the seriousness of the problem and the necessity of all action taken. It also gave guidance for the ILO's child labour programmes in the years to come.

IPEC has continued its drive to promote action against child labour at the global level, promoting ratification of the ILO's child labour conventions by member States and expanding and accelerating its operational programmes in all re-

gions. Benefiting now from ten years of experience, IPEC has been able to build up its operational activities from the initial six to a current total of 82 countries. Support in the beginning was provided by only one donor country, Germany. Today, there are 30 donors and they include several employers' and workers' organizations and municipalities. Ten years of IPEC experience has resulted in a vast reservoir of statistical data, thematic studies, sets of good practices and manuals, guidelines and training materials. Those products and tools back up new operational programmes as well as advocacy activities.

This report is intended to demonstrate that, ten years after its creation, IPEC has gone from strength to strength in addressing the child labour problem; that it has become a major force in action against child labour, supporting the ILO's tripartite constituents; that it is gradually shifting from direct execution of field programmes to facilitating action and advising constituents and partners; and that it is moving towards mainstreaming child labour action into national and global development agendas. During the second decade of its work, IPEC, while constantly pushing delivery, quality, and accountability to new limits, is gearing up for action that will achieve a sizeable and sustainable reduction of child labour worldwide and to eliminate, to the maximum extent possible, the worst forms of child labour.



This report highlights the strategy and current activities of the International Programme on the Elimination of Child Labour during 2002 and reviews the progress made thus far in achieving the targets set out in IPEC's Programme and Budget for the 2002-03 biennium. In an effort to provide a more in-depth view of important topics that are germane to IPEC's work and future strategy, three themes have been selected for discussion in Part II.

**Chapter 1, 'Summary update: the child labour problem today and IPEC's response'**, reviews the state of child labour in the world based on the new IPEC estimates, which show that a much higher proportion of children are working in dangerous and hazardous conditions than previously assumed. While the child labour issue is now more prominent and better understood than it was in the early days of IPEC, the sheer magnitude of the child labour problem, especially its worst forms, has obliged IPEC to rethink its role and use its limited resources for the greatest effect.

IPEC's strategy for the progressive elimination of child labour continues to focus on capacity building and the strengthening of the worldwide movement against child labour. It is also clear, however, that a sustainable, comprehensive approach needs to place concern about child labour in the broader framework of a country's overall development, ensuring that the development process includes actions and policies to curb both the supply of and demand for child labourers. Thus, IPEC's role will gradually change from hands-on execution of projects to facilitation and provision of policy and technical advisory services to countries in formulating concrete policies and programmes, especially Time-Bound Programmes (TBPs). An important aspect of this strategy to create an "enabling environment" for the elimination of child labour will also be enhanced collaboration with employers' and workers' organizations, other ILO programmes and international development agencies.

IPEC maintained its wide and diversified donor support during 2002. However, IPEC is

faced with a constantly increasing demand for support from ILO's member States either as follow-up to ratification of Conventions No. 182 on the worst forms of child labour or No. 138 on the minimum age for admission to employment, or in order to step up activities in countries where there is a desire to expand the programme. Securing donor resources at the international level will continue to be a priority for IPEC and new approaches to resource mobilization will be explored and implemented. The last few years have seen an increasing number of examples of substantial cost sharing at the local level for various projects with both public and private counterpart agencies.

**Chapter 2, 'Progress towards achieving IPEC's operational objectives and targets for the 2002-03 biennium'**, measures the progress of the Programme during the first year of the current biennium and reviews the numerous activities of IPEC and their contribution to its goals.

With a large majority of ILO member States having ratified Conventions Nos. 182 and 138, advocacy activities during 2002 placed greater emphasis on implementation of these Conventions and legal and policy advice to member States. Many countries that ratify the Conventions require both technical and legal advisory assistance to implement them and fulfilling this need has gained importance among IPEC activities in general. As a consequence of the increase in ratifications, demand for technical support for research and data collection also rose sharply during 2002.

The Programme continued to expand at a rapid rate in 2002. Total expenditure reached US\$ 40.8 million, representing a rise of US\$ 7.8 million over 2001. Initiatives undertaken by IPEC since the 2000-01 biennium reflect the need to focus on comprehensive, integrated actions, two examples of which are the Time-Bound Programme and Networking initiatives. As IPEC experiments with new modalities of technical cooperation and gains more experience in impact measurement, new ways of measuring the impact on beneficiaries are also being explored.

During 2002 the first three national Time-Bound Programmes in El Salvador, Nepal and the United Republic of Tanzania moved from the preparation phase to implementation. The formulation of national programmes was completed in the Dominican Republic and the Philippines, and another is nearing completion in Ecuador. An additional seven are in preparation and prospects for getting additional countries to sign on appear to be good. Consequently, IPEC should be able to achieve the goal of an additional 20 member States that formulate policies and programmes specifying time-bound targets by the end of the biennium.

In setting the target of one million children for the current biennium, the measurement of impact was expanded to include indirect as well as direct beneficiaries. The evolution of IPEC's strategy to a development-oriented approach that more explicitly addresses the underlying, fundamental causes of child labour has potential to significantly multiply the impact in terms of beneficiaries. As a consequence, IPEC will need to review and evaluate the best means to measure this wider impact on children and families in the coming years.

From a regional perspective, the Asia and Pacific region, which has an estimated 60 per cent of the world's economically active children aged 5-14, continued to have the largest share of total programme delivery in 2002. This was followed by the inter-regional projects in the Latin American and Caribbean region where an estimated one in five children work, many in the informal economy and in rural areas. IPEC activities in Africa have expanded rapidly in recent years as well, with key issue being the elimination of the worst forms of child labour, particularly in commercial agriculture or the informal economy where children are often exposed to dangerous and hazardous conditions.

IPEC continues to expand its programme activities in Eastern and Central Europe and the former Soviet Republics of Central Asia. The issue of child labour has become more visible and a serious concern for policymakers at both national and international levels. Many children from poor families have become more vulnerable to child labour in the wake of transition to market economies or regional political crises in the Balkan countries and in Central Asia.

Since the 1990s, there has also been growing concern in the Arab States about working children due to a visible rise in their numbers and the wider availability of information through na-

tional studies conducted recently in several countries. IPEC is supporting the Governments of Jordan, Egypt, Lebanon and Yemen to adopt and implement an explicit child labour policy as an integral component of their national development efforts.

**Chapter 3, 'Organizational and management issues'**, provides an overview of some of the more important changes that IPEC introduced in its organizational structure and management during 2002. These concern the areas of design, evaluation and database development; gender mainstreaming; human resources; finance and programme management; and staff training.

In 2002 the Design, Evaluation and Database (DED) Unit expanded its work in accordance with the operational and strategic needs of IPEC, appointing regionally based staff in Africa, Asia and the Americas, implementing its internal appraisal mechanism for project design and improving the IPEC Programme Database. In addition, a significant number of evaluations were undertaken in 2002. Work on approaches to identifying and documenting good practices was also widened.

IPEC continues to make determined effort to integrate gender considerations into many different aspects of its work. In 2002, this included such areas as gender-sensitive research, integrating a gender perspective in conceptual frameworks for child labour interventions, national policy advice in the education sector, and the design of a methodology for mainstreaming gender into child labour action.

Several important changes and innovations were introduced during 2002 in an effort to conserve the significant progress reported in previous reports on programme delivery and to enhance the quality of the Programme's outputs. The enhanced staff capacity of IPEC has enabled the Programme to develop new product packages and provide more effective technical backstopping to its operational programme. The streamlining of procedures and the improvement of working methods have helped to decrease the administrative burden on technical staff and improve efficiency. There was also further decentralization of IPEC responsibilities to the field in 2002, with technical approval of action programmes now under the authority of Sub-Regional Advisers. As a consequence, IPEC has witnessed a major shift in the amount of allocations from centralized to decentralized projects.

Staff training focussed on strengthening programme and project management in the field and



improving the internal capacity for project design, monitoring and implementation. To this end, regional staff seminars were organized in Asia, Africa and Central and Latin America during the first quarter of 2002. These included components on design, monitoring and evaluation and recent developments in IPEC concerning Time-Bound Programmes and the Networking Initiative, among others.

**Chapter 4, 'Looking ahead – IPEC's approach will continue to evolve'**, summarizes IPEC's medium-term priorities, which reflect both the strategic orientations proposed in the 2002 Global Report and the focus of the debate of the International Labour Conference on 12 June 2002 and the Plan of Action submitted to the ILO Governing Body at its 285<sup>th</sup> Session (November 2002).

Drawing on the experience gained over more than a decade of direct action and building on the strong support for ILO child labour conventions, the Programme will move beyond the broad mobilization of support and demonstrative action to demand-driven assistance to member States in implementing Conventions Nos. 182 and 138. To ensure effective implementation and monitoring of these Conventions, upstream policy-related work and traditional downstream interventions will be combined in an integrated approach sensitive to

the capacity of the participating member States. At the global level, the generation of information on the worst forms of child labour remains a considerable challenge and the Programme will carry on its efforts towards generating reliable and comprehensive information, including the preparation of reports on global child labour trends and indicators.

**Part II, 'Thematic highlights: Issues of strategic importance for IPEC'**, responds to the strong interest reiterated by IPEC's 2001 International Steering Committee in looking at topics that are important to IPEC's strategic direction. The first topic reviews the important role of employers' associations and trade unions in fighting child labour and how this might be developed further. The second, "Child labour and the Decent Work Agenda" examines the relationship between the two and how IPEC is incorporating concerns about child labour into the integrated ILO framework for action. The third, "The HIV/AIDS crisis and child labour" recognizes that many of the vast and growing number of children left orphaned by the HIV/AIDS crisis in Africa end up as child labourers, and that IPEC and its partners will need to work together to find holistic solutions to this particular dimension of the child labour problem.



**PART I**

Implementation Report 2002



# 1. SUMMARY UPDATE: THE CHILD LABOUR PROBLEM AND IPEC'S RESPONSE

## 1.1 THE STATE OF CHILD LABOUR IN THE WORLD

When the ILO published its first global estimate of 250 million child workers in 1996, it had a forceful impact on public opinion worldwide and helped mobilize governments and civil society groups into action against child labour. In the several years that followed, the need to support both this growing global movement and IPEC's own expanding work with more precise and detailed estimates of child labour became increasingly apparent. In 2001, a major research project to provide new global estimates was undertaken by SIMPOC<sup>1</sup>. The results of this research were published in April 2002 in the report *Every child counts – New global estimates on child labour*<sup>2</sup> and served as statistical input for *A future without child labour: Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work*<sup>3</sup>.

### New estimates on child labour

Data from SIMPOC and other sources as well as new analytical tools enabled IPEC to calculate new estimates on working children, including the magnitude of children in hazardous work and other worst forms of child labour. According to these new estimates, there were some 352 million children aged 5 to 17 engaged in some form of economic activity in the world in 2000 (Table 1), including 211 million in the age group from 5 to 14 years. The Asia-Pacific region has the largest number of child workers in the 5-14 age category at 127.3 million. It is followed by Sub-Saharan Africa and Latin America and the Caribbean with 48 million and 17.4 million, respectively.

“Economic activity” is a broad concept that encompasses most productive activities of children: it includes both work that is permissible under the ILO child labour Conventions and that which is not. It also covers such categories as unpaid work, illegal work and work in the informal

economy. “Child labour”, however, is a narrower concept: it excludes the activities of children 12 years and older who are working only a few hours a week in permitted light work and those of children 15 years and above whose work is not classified as “hazardous.” ILO action targets the elimination of child labour as defined in the ILO Minimum Age Convention, 1973 (No. 138) and the ILO Worst Forms of Child Labour Convention, 1999 (No. 182) and not all economic activities of children.

It is estimated that there were about **186 million child labourers below the age of 15** in the world in 2000 (Table 2). About 110 million of these children were below the age of 12. Among children in the larger age group 5-17, there were approximately 246 million children in child labour. On average more boys are involved in child labour than girls, both in absolute and relative terms.

### A majority of child labour is work that is hazardous

Of the approximately 246 million children in child labour, nearly 171 million were in hazardous situations or conditions. In other words, children in hazardous work constituted about half the number of economically active children and more than two thirds of those in child labour. Of these children, a stunning 111 million children were below 15 years of age. Boys outnumber girls in hazardous work across all age groups. Seen in relative terms, about one-half of all working boys were in hazardous situations, compared with slightly more than two in five working girls.

In addition to the number of children in hazardous work, it is estimated that there were roughly

<sup>1</sup> Statistical Information and Monitoring Programme on Child Labour (IPEC's statistics unit).

<sup>2</sup> ILO-IPEC: *Every child counts: New global estimates on child labour* (Geneva, ILO, 2002).

<sup>3</sup> ILO: *A future without child labour: Global Report under the Follow-up to the ILO Declaration on Fundamental Principles and Rights at Work* (Geneva, ILO, 2002).

**Table 1. Global estimate of economically active children ages 5 to 17 in 2000 (millions)**

Age group	Total population	Number at work	Ratio of number at work to total population (%)
5 - 9	600.2	73.1	12.2
10 - 14	599.2	137.7	23.0
Total (5 - 14)	1199.4	210.8	17.6
15 - 17	332.1	140.9	42.4
Total (5-17)	1531.5	351.7	23.0

**Table 2. Children in economic activity, child labour and hazardous work in 2000 (millions)**

Age group	Economically active children			Of which are in child labour			Of which are in hazardous work		
	Total	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls
5 - 14	210.8	109.0	101.8	186.3	97.8	88.5	111.3	61.3	50.0
15 - 17	140.9	75.1	65.8	59.2	34.4	24.8	59.2	34.4	24.8
Total	351.7	184.1	167.6	245.5	132.2	113.3	170.5	95.7	74.8

8.4 million children involved in the unconditional worst forms of child labour that are listed in ILO Convention No.182, Article 3. These include forced and bonded labour (5.7 million), armed conflict (0.3 million), prostitution and pornography (1.8 million), and illicit activities (0.6 million). A significant number of these 8.4 million children were most certainly victims of trafficking as well. It is estimated that at least 1.2 million children were trafficked for child labour.<sup>4</sup>

## 1.2 IPEC'S RESPONSE AND STRATEGY IN PERSPECTIVE

### The child labour problem now a prominent issue worldwide

The figures cited above illustrate the sheer scale of the child labour problem and the enormity of the challenges that will be faced in the coming years. The 2002 Global Report documents some of the remarkable achievements made in the ten years since the creation of IPEC and the emergence of a veritable worldwide movement for the elimination of child labour.

While the ILO has played an important role in fostering this movement, there are diverse views as to the reasons for this development. The emergence of the rights-based approach to development, the growing emphasis on poverty reduction, perceptions about globalization and the increased transparency of global supply chains are among

reasons often noted by observers. Whatever the reasons, the rise of child labour to global prominence is a welcome development that offers a window of opportunity to address the plight of labouring children.

### The importance of a sustainable and comprehensive approach

The rationale for eliminating child labour comes from two distinct perspectives. The first is rooted in the respect for children's universal rights, while the second relates to the adverse effects of child labour on economic development, particularly for the long-term development of human capital. While these perspectives are conceptually distinct and their immediate policy implications may at times even conflict, they are in fact complementary over the long run.

Over the last 10 years, IPEC has amassed a body of knowledge and expertise on the magnitude and characteristics of child labour and, most importantly, the means to combat the problem. The hands-on approach of IPEC programmes has not only resulted in the prevention, removal and rehabilitation of hundreds of thousands children from work, but has also served as a testing ground for finding the most appropriate and cost-effective measures to achieve these objectives. While

<sup>4</sup> The total number of 8.4 million children in the unconditional worst forms does not include trafficked children as a separate category because of the risk of double-counting.

direct action projects and programmes aimed at the withdrawal and rehabilitation of selected groups of children from the labour market are essential, this is only part of the solution. Perhaps even more important given the sheer magnitude of the problem is the prevention aspect — it must be ensured that the development process includes actions and policies to curb and prevent both the supply of and demand for child labourers. A sustainable and comprehensive approach therefore needs to place the concern for child labour in the broader framework of a country's development.

IPEC experience also suggests that child labour cannot be eliminated in a sustainable way without effectively addressing two other important problems: the lack of accessible, quality education and the absence of jobs or other sources of sufficient income for parents. Both underscore the need for IPEC programmes to be more closely integrated with efforts to improve employment and income generation, gender equality, and skills development (see Box 1). IPEC will also continue to encourage member States to accumulate their own experience and expertise towards achieving this convergence and to make use of the collective know-how of ILO constituents and other partners dealing with the child labour problem. Indeed, the existence of child labour should be regarded as a failure of development that must be addressed vigorously and as a matter of priority.

ILO Convention No. 182 requires member States to implement time-bound measures for

eliminating the worst forms of child labour. Assisting member States to formulate and implement Time-Bound Programmes (TBPs) represents a logical progression of IPEC's work over the last ten years. Such programmes combine policy-related upstream interventions aimed at creating an environment conducive for eliminating child labour with downstream service-oriented activities at the community level. They also focus on providing comprehensive coverage at the country level. This process requires consolidating the achievements made in the area of data collection, analysis and research in support of advocacy, policy and programme development, implementation, monitoring and evaluation. Moreover, it presupposes coalition building and increased networking among the various partners at the national, regional and global levels. In coming years, the thrust of IPEC's work will increasingly involve advocating, facilitating and supporting this process.

### Expanding and reinforcing IPEC partnerships

Global alliances and cooperation for the abolition of child labour are essential for sensitizing both policy-makers and public opinion. In view of the dynamics of the child labour debate, constant attention and contributions to it will be required from the ILO and its constituents at the

#### BOX 1. LINKING UP WITH THE DECENT WORK AGENDA

Withdrawing children from child labour and providing them education and their parents employment opportunities contributes in a powerful way to the reduction of the decent work deficit. By eliminating significant categories of intolerable exploitation and providing alternatives for education, vocational training and income generation for poor households, it enhances the capacity of national economies to generate productive jobs, improve income security and consolidate equality of opportunity and treatment. In addition, actions taken to reduce hazardous child labour, including legislation, awareness raising and the enhancement of enforcement capacity also help institutionalize similar protection for adult workers. Moreover, elimination of child labour offers another criterion for measuring success in the promotion of decent work: conditions of employment and social protection for adults should be such that they would not need to send their children to work prematurely.

Action against child labour targets the needs of important numbers of society's most vulnerable children, children who would otherwise be locked onto the path to social exclusion. This fits within the framework of the ILO's Decent Work Agenda. Indeed, child labour is not only associated with parents' poverty, but with the child's likely perpetuation of it as an adult. Thus, withdrawing children from work should also be seen as a strategically important element of any poverty alleviation programme. This forms the bedrock of IPEC's action to eliminate child labour. More information on the links between IPEC's approach and the Decent Work Agenda is provided in Part II, Section 2.

**Table 3. IPEC donor governments and organizations (1992 – 2002)**

Donor	1992- 1993	1994-1995	1996-1997	1998-1999	2000-2001	2002
Australia		×		×		×
Austria				×		
Belgium	×	×	×	×	×	×
Canada			×	×	×	×
Denmark			×	×	×	×
Finland				×	×	×
France		×	×	×	×	×
Germany	×	×	×	×	×	×
Hungary					×	
Italy			×	×	×	×
Japan				×	×	×
Luxembourg			×			
Netherlands				×	×	×
New Zealand					×	
Norway		×	×	×	×	×
Poland				×		
Republic of Korea						×
Spain		×	×	×	×	×
Sweden				×	×	×
Switzerland				×		×
United Kingdom		×	×	×	×	×
United States		×	×	×	×	×
Ayuntamiento de Alcala de Henares					×	
Cocoa Global Issues Group (CGIG)						×
Comunidad Autonoma de Madrid				×	×	
Eliminating Child Labour in Tobacco Foundation (ECLT)						×
European Commission				×		
Italian Social Partners' Initiative		×	×	×		
Fédération Internationale de Football Association (FIFA)						×
Japanese Trade Union Confederation (Rengo)				×	×	

global, regional and national levels. Having declared the elimination of child labour a global cause in 1999 with the adoption of Convention No. 182, which was reaffirmed at the debate on the Global Report in June 2002, the cooperation with the many donors and implementing partners at the global level has to be nurtured as the ILO strives to show concrete results in reducing child labour locally. This means supporting the relevant actors and contributing knowledge and experience at every level, as well as making an impact on pertinent major events and fora. It also implies reinforcing broad-based “tripartite-plus” networks<sup>5</sup> for advocacy and action against child labour in ways that favour and draw upon the strengths of employers’ and workers’ organizations in particular.

### Solid support from the donor community

IPEC maintained its wide and diversified donor support during 2002. The Republic of Korea joined the programme as a donor during the year, and pledges to IPEC from the earlier donors remained strong. Table 3 provides an overview of the IPEC donors since 1992, including those that made additional contributions or firm pledges during the year 2002. This list does not include countries or organizations that provided substantial counterpart contributions to IPEC activities, details of which are provided in the financial tables in Annex B.

<sup>5</sup> Governments, workers’ and employers’ organizations plus civil society.



**Table 4. The IPEC participating countries**

	Countries that have signed an MOU	Countries associated with IPEC
<b>Africa</b>	Benin, Burkina Faso, Egypt, Ghana, Kenya, Madagascar, Mali, Morocco, Niger, Nigeria, Senegal, South Africa, Togo, Uganda, United Republic of Tanzania, Zambia (16)	Burundi, Cameroon, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Ethiopia, Gabon, Malawi, Namibia, Rwanda, Zimbabwe (11)
<b>Arab States</b>	Jordan, Lebanon, Yemen (3)	Syria, West Bank and Gaza (2)
<b>Asia</b>	Bangladesh, Cambodia, India, Indonesia, Lao People's Democratic Republic, Nepal, Mongolia, Pakistan, Philippines, Sri Lanka, Thailand (11)	China, Viet Nam (2)
<b>Europe and Central Asia</b>	Albania, Romania, Turkey, Ukraine (4)	Bulgaria, Estonia, Georgia, Kazakhstan, Kyrgyzstan, Moldova, Russian Federation (7)
<b>Latin America and Caribbean</b>	Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Haiti, Honduras, Jamaica, Nicaragua, Panama, Paraguay, Peru, Venezuela (18)	Bahamas, Barbados, Belize, Guyana, Mexico, Surinam, Trinidad and Tobago, Uruguay (8)

### **IPEC activities and participating countries expanded further in 2002**

During 2002 two additional countries, Colombia and Ukraine, signed a Memorandum of Understanding (MOU) with the ILO. The format of the MOU was changed slightly this year to emphasize the variety of services IPEC can provide to participating countries, from direct action programmes to upstream policy advice. This brings the total number of IPEC programme countries to 52 (Table 4). An additional 30 countries are associated with IPEC through their participation in various national, regional or inter-regional activities.

### **Employers' and workers' participation integral to IPEC's strategy**

Special emphasis is being placed on cooperation with employers' and workers' organizations to combat child labour. During the June 2002 Conference debate of the Global Report, constituents made a number of specific suggestions in this regard and active follow-up is underway to implement these as soon and as fully as possible. Direct involvement of the employer and worker constituency in elaborating the ways and means to strengthen tripartite cooperation in combating child labour is also foreseen through special regional meetings to be organized for each group in

early 2003. These meetings will explore and suggest the most effective ways to ensure the involvement of both groups in normative action and promotional work, in advocacy and research, and in operational technical cooperation programmes to combat child labour (see Part II, Section 1).

Sector-specific alliances have a number of advantages in combating child labour, including shared interests, technical, professional and social proximity, and the possibility for using existing networks. During 2002, multi-partner alliances were successfully set up or supported by IPEC in the textile, sporting goods, tobacco and cocoa/chocolate industries. These have brought considerable dividends to all parties concerned and have permitted the elaboration of novel approaches for resolving specific aspects of the child labour problem. They have led to the discovery, codification and dissemination of good practices in combating child labour; and they have pointed the way to more and more ambitious goals in attempting to make sectors and geographical areas child labour free. There is still a long way to go for this to be achieved in a verifiable and sustainable way, but the techniques and tools necessary for this purpose, including credible and independent monitoring systems, are being developed.

### **BOX 2. IPEC AND SAFEWORK COOPERATE TO PREVENT AND ELIMINATE HAZARDOUS CHILD LABOUR**

The rapid ratification of C.182 is creating an overwhelming demand for specific guidance on implementation of Article 4 concerning the identification of hazardous occupations. Because an appropriate response requires the expertise of both SafeWork and IPEC, this is an ideal area for cooperation. During 2002, the collaboration between the InFocus Programmes on SafeWork and Child Labour increased considerably. This has included joint research on the definition of hazards, the publication of a handbook for labour inspectors, multidisciplinary team (MDT) support to IPEC projects and joint presentations at major international forums (i.e. the International Child Labour Conference in the Hague). Areas of common interest and complementary expertise are many, but two in particular stand out: occupational hazards (and their removal) and labour inspector training. IPEC is currently in the process of securing resources to further cooperate with SafeWork. This programme will prepare tools and methods for identifying hazardous child labour and setting priorities for action by authorities, inspectors, trade unions, health and safety professionals and their organizations, employers, and NGOs. It will identify alternative solutions based on previous experience for each identified priority. These tools and methods will be tested and the results used for preventing dangerous child work at enterprise level and improving implementation of ILO Conventions on occupational health and child labour at the national level.

#### **Other partnerships and internal cooperation enhanced**

Advocacy networks for combating child labour and inter-agency cooperation contribute to more effective and broad-based action against child labour at the country level. A multitude of networks and cooperative arrangements within civil society already exist. They merit to be further enhanced for the sake of greater awareness and wider availability of tools and instruments for national actors. There is a clear need to reinforce and expand further inter-agency cooperation with such institutions as the World Bank, the major regional development banks, UNICEF, UNESCO, WHO and UNAIDS to link up with their poverty alleviation, education, environmental, and health promotion programmes. Such cooperation and coordination among multilateral agencies will also increase the likelihood of meeting the targets included in the 2002 Children's Summit (UN-GASS) on the subject of child labour, with special emphasis on its worst forms.

Various examples of enhanced internal cooperation were cited in the IPEC 2000-01 report.<sup>6</sup> As IPEC moves more towards assisting countries in translating the political and social commitments to eliminate the worst forms of child labour into legislative reform, promotion of gender equality, removal of hazardous conditions of work, and introduction of programmes for education and skill training, income generation and job creation, the in-house experience and knowl-

edge available on these topics within ILO is increasingly important. Box 2 provides an example of how IPEC has joined forces with the In Focus Programme on SafeWork in the area of hazardous child labour. This is particularly pertinent in light of the findings released in the 2002 Global Report that show an alarmingly large incidence of hazardous work among the worst forms of child labour.

### **1.3 EVOLVING APPROACHES TO RESOURCE MOBILIZATION**

IPEC is faced with a constantly increasing demand for support from member States as follow-up to ratification of C. 182 or C. 138 or in order to step up activities in countries where there is a desire to expand the programme. Over the last few years IPEC has placed emphasis on finding new approaches to resource mobilization. This has become increasingly significant because of the challenges posed by the development of Time-Bound Programmes. While IPEC is likely to reach the numerical targets (Chapter 2, Table 5) in laying the groundwork (political commitment and preparatory work) for TBP in individual countries, it has faced problems in raising the substantial financial resources required to give countries a

<sup>6</sup> IPEC: *IPEC Action against child labour 2000-01: Progress and future priorities* (Geneva, ILO, 2002).

**BOX 3. DECENTRALIZING  
RESOURCE MOBILIZATION  
FOR TBPS: THE EXAMPLE  
OF BANGLADESH**

Time-Bound Programmes were conceived from the outset as national initiatives (comprehensive actions undertaken by governments and a wide range of partners to address their country's child labour problems). However, the first three TBPs relied heavily on headquarters assistance in mobilizing resources. The ILO Area Office (AO) in Bangladesh is one of the first to take the initiative to organize and mobilize resources for that country's Time-Bound Programme. With IPEC headquarters providing technical support, the AO led the negotiations with the government and social partners and identified and secured a primary donor to support the preparatory work needed for this major endeavour. When this donor indicated interest in consortium funding to ensure support not only for the preparatory phase, but also for its implementation, the AO was able to identify three other donors in 2002, making a four-donor consortium. Others may possibly join at a later date.

boost in launching them. While the latter is obviously beyond IPEC's control, there is a strong desire and sense of responsibility on the part of the Programme to see the TBPs take-off in the best possible conditions.

Because of decentralized decision-making by a growing number of donors and funding agencies, more locally based approaches to resource mobilization are required. Major donors are decentralizing funding decisions, in part linked to efforts to combat donor duplication and to support country-driven development planning. Most bilateral agencies operate with a number of country priorities that may or may not overlap with priorities identified by IPEC. Recent developments in-

volving the Common Country Assessments (CCA), Common Country Frameworks (CCF), the United Nations Development Assistance Frameworks (UNDAFs) and the Poverty Reduction Strategy Papers (PRSPs) are generating new experiences in this regard. These mechanisms are likely to be strengthened both technically and institutionally, and IPEC will increasingly need to position itself within these structures. The TBP approach of linking action against child labour to national development strategies, macro-economic policies, and demographic and labour market outcomes is ideally suited for this.

While securing donor resources at the country level is a challenge IPEC will continue to face, there are other avenues to explore as well. Indeed, it is not only the philosophy of the TBPs to promote national and local ownership, it could be strategically advantageous for IPEC to present the TBP as a technically-driven umbrella framework within which NGOs, social partners and government agencies can root and orient their efforts to stop child labour. The last few years have seen an increasing number of examples of substantial cost sharing at the local level for various projects with both public and private counterpart agencies.

Finally, there is also potential for mobilizing resources from the private sector. Tapping this source will have to be done with due respect for the integrity of the ILO and the rules governing partnerships with non-state actors. There is clearly scope for stepping up collaboration with and funding from employers and workers organizations, as has been done to a certain extent with these constituents in Italy and Japan for several IPEC programmes and the Scandinavian countries for other ILO programmes. For sector-based initiatives, such as those currently underway in the textile, sporting goods, tobacco and cocoa/chocolate industries, federations of enterprises and employers can provide funding. National employers' federations, for example, have also contributed funds to community programmes on education, training and family welfare, which are corollaries to child labour programmes proper.



## 2. PROGRESS TOWARDS ACHIEVING IPEC'S OPERATIONAL OBJECTIVES AND TARGETS FOR THE 2002-03 BIENNIUM

After generally overshooting its performance targets by a wide margin in the last biennium, on the whole, IPEC made steady progress towards achieving its new performance targets during the first year of the current biennium (Table 5).

### 2.1 POLICY AND ADVOCACY

#### Numerous additional ratifications of Convention No. 182 registered in 2002

During 2002, 19 additional member States ratified Convention No. 182 on the worst forms of child labour, bringing the total to 132, or three quarters of ILO member States. The combined efforts of the IPEC Campaign team at headquarters, IPEC field directors and staff and ILO standards specialists around the world have made this possible. Looking back over the three years since its adoption in June 1999, it is clear that the awareness-raising and lobbying activities of these groups in support of constituents in member States, underpinned by tangible results of IPEC action programmes, kept the momentum for ratification of Convention No. 182 strong. Credit must also be given to IPEC's numerous international and national tripartite and civil-society partner organizations that have helped spread the message about the importance of ratifying this Convention.

An additional 20 ratifications are required in 2003 to achieve IPEC's goal of at least 152 member States by the end of the biennium.

#### Slower progress on ratification of Convention No. 138

Four additional ratifications of the Minimum Age Convention, 1973 (No.138) brought the total for that Convention to 120 member States as 31 December 2002. This means that 15 more ratifications will be necessary during 2003 if IPEC is

to reach its target of 135 member States by the end of the current biennium. The slowing of the ratification rate for C. 138 seems to indicate that the spill-over effect from C. 182's rapid acceptance has reached its limit and that greater support and assistance may need to be given to not-yet-ratified member States in overcoming specific legal or practical problems that impede ratification.

Additional details on ratifications for C.182 and C.138 by country and region can be found in Annex A.

#### From ratification to implementation of ILO child labour Conventions

With a large majority of ILO member States having ratified Conventions Nos.138 and 182, campaign advocacy activities during 2002 shifted focus from ratification to promoting implementation. Many countries that ratify the Conventions require both technical and legal advisory assistance to implement them and fulfilling this need is gaining importance among IPEC policy activities in general. Time-Bound Programmes are one important example of this, but in a sense, all IPEC projects contribute to implementation of these Conventions.

With regard to legal assistance and policy advice, Time-Bound Programmes require a solid legal framework in order to be sustainable. Reflecting this need, guidelines are currently in preparation concerning the strengthening of legislation, enforcement and the overall legal framework for the elimination of the worst forms of child labour. Many of IPEC's thematic projects include an analytical review of relevant national legislative provisions, for example those concerning sexual exploitation or child domestic work. Hazardous work is another theme for which legal provisions and regulations and technical and operational action cannot be separated.

Close cooperation exists between IPEC, the International Labour Standards Department and the InFocus Programme on the Declaration regarding

**Table 5. IPEC's performance indicators, targets and achievements for 2002-2003**

Operational objective: Child labour is progressively eliminated, priority being given to the urgent elimination of its worst forms and to the provision of alternatives for children and families

Indicator of performance	Target	Status as of 31 December 2002
<b>Campaign, ratification and communication</b> Member States that ratify (i) the Minimum Age Convention, 1973 (No. 138), (ii) the Worst Forms of Child Labour Convention, 1999 (No.182)	(i) 30 additional member States (135 total <sup>1</sup> ) (ii) 65 additional member States (152 total <sup>1</sup> )	4 additional member States (120 member States) 19 additional member States (132 member States)
<b>Information and knowledge</b> Member States that carry out national quantitative and qualitative studies on child labour	32 additional member States	16 additional countries
<b>Technical cooperation</b> Member States that formulate policies and programmes specifying time-bound targets for the elimination of the worst forms of child labour, taking into account the special situation of the girl child	20 additional member States	10 member States made solid progress during 2002 in formulating policies and time-bound targets for the worst forms of child labour. Substantial funding for implementation was obtained for three additional countries.
Children who benefit from ILO action (through either preventive measures or direct support); in particular in regard to the worst forms of child labour and the girl child.	One million	Budget allocations for 2002-03 suggest that at most 500,000 units of direct services can be provided. A methodology is under preparation to estimate the number of indirect beneficiaries.

<sup>1</sup> Totals calculated by adding targeted increase to Programme and Budget projections for 2000-01. Actual ratifications for both Conventions exceeded 2000-01 targets.

the normative and legal aspects of child labour and the implementation of the Conventions Nos. 138 and 182. During 2002 contact was reinforced between Multidisciplinary Team (MDT) standards specialists and the IPEC legal advisors to maximize the effectiveness and coherence in assisting ILO constituents concerning ratification, national legislation and implementation. IPEC also contributes to the monitoring of ratified child labour Conventions through the ILO supervisory organs, such as the Committee of Experts on the Application of Conventions and Recommendations.

### Two global awareness campaigns launched

As part of its strategy to increase awareness about child labour, IPEC's campaign unit initiated two high profile campaigns during 2002, the "Red card to child labour" campaign and the "SCREAM stop child labour" project (Supporting children's rights through education, the arts and the media). The feedback from partner organizations for the initial phases of both cam-

paigns has been enthusiastic and both have made an excellent start in sensitizing broad sectors of society in both donor and recipient countries about the harm of child labour encouraging them to mobilize to combat it (Box 5).

## 2.2 INFORMATION AND KNOWLEDGE

### Strong demand for SIMPOC technical support

As a consequence of the rapid rise in the number of countries that have ratified C. 182, IPEC has experienced a surge in demand for technical support for research and data collection activities. IPEC-SIMPOC currently has 32 national child labour surveys at various stages of implementation (see Annex C). In addition, 38 Rapid Assessments (RAs) on selected worst forms of child labour in 19 countries and one border region were completed in 2002. The latter were carried out as part of a USDOL funded project begun in 2000.



#### **BOX 4. SPOTLIGHTING CHILD LABOUR – IPEC AT INTERNATIONAL EVENTS**

##### **UNITED NATIONS GENERAL ASSEMBLY SPECIAL SESSION ON CHILDREN (UNGASS)**

8-10 May 2002, New York

IPEC actively participated in UNGASS in the preparation of the outcome document "A World fit for children". This participation ensured that the outcome document did not contain references that were contrary to ILO standards. The difficult negotiation process of the outcome document underscored that certain misconceptions persist, particularly the one that IPEC is trying to stop all children carrying out any work at all. IPEC also organized a high-level panel discussion on the topic "Child labour and education" together with the Netherlands Ministry of Foreign Affairs and a second event on "Trafficking of Children" in partnership with other UN agencies. Both these events were attended by about 300 persons and helped disseminate good practices related to these themes.

##### **INTERNATIONAL PARLIAMENTARY UNION (IPU)**

Parliamentarians being one of the key target groups of the IPEC ratification campaign, the legal and campaign teams of IPEC worked closely with the International Parliamentary Union (IPU) on the publication of a handbook for parliamentarians, *Eliminating the worst forms of child labour: A practical guide to ILO Convention No. 182*. The handbook was launched at the 107th Conference of the Inter-Parliamentary Union in Marrakech, Morocco, 17-23 March 2002, and at the ILO Governing Body meeting that took place at the same time in Geneva. It has been widely distributed in English, French and Spanish and is being translated into Arabic, Japanese, Russian, Hindi and Albanian.

##### **WORLD DAY AGAINST CHILD LABOUR, 12 JUNE 2002**

The celebration in Geneva of the World Day against Child Labour was organized jointly by the ILO Department of Communications and IPEC. Two former child labourers from IPEC projects in Nigeria and Russia and two from the Global March Against Child Labour testified about their experiences and gave interviews to the press and radio. A group of young persons from the Geneva International School gave mime performances on child labour as part of the SCREAM project. Fifteen Geneva-based NGOs and UN agencies working on children's rights set up information stands at the ILO with volunteers present to reply to questions from the public. Cultural programmes, gatherings of child workers, press conferences and other public events to commemorate the day were organized by ILO and IPEC Offices in Albania, Argentina, Australia, Bangladesh, the Benelux countries, Chile, China, Egypt, France, Haiti, Italy, India, Indonesia, Nepal, Nicaragua, Pakistan, Philippines, Romania, Russia, Tanzania and Thailand.

SIMPOC expanded its technical support for national child labour surveys to five additional countries in 2002. An additional nine surveys<sup>7</sup> are currently under negotiation or awaiting final donor funding approval. This brings the total number of new member States assisted so far this biennium to 14. Four other countries, Cambodia, Turkey, Portugal (technical assistance only) and the Philippines are in the process of completing their second SIMPOC-assisted national child labour survey.

The 38 RAs have not only strengthened IPEC's knowledge base on the worst forms of child labour, but they have also contributed to improving data and information collection methods as well. Within this project, two reports have been prepared to provide an in-depth analysis of child domestic workers at the country level, the first on South Africa using SIMPOC data and the second on Brazil using other national data. These reports

have shed light on this worst form of child labour in these countries and have led to greater awareness of the diverse uses of existing data. Additional information on these RAs is available in Annex C3.

#### **Increasing the capacity of IPEC partners to carry out surveys and child labour research**

In an effort to improve the capacity of IPEC's partners, SIMPOC has been making a strong effort to improve access to information on the implementation processes of its data collection activities. Manuals and training materials are being produced with a view to providing institutions interested in collecting data and information

<sup>7</sup> Argentina, Burkina Faso, Côte d'Ivoire, India, Mali, Morocco, Pakistan, Senegal and Swaziland.

### BOX 5. GLOBAL ADVOCACY CAMPAIGNS

#### "RED CARD TO CHILD LABOUR" CAMPAIGN REACHES MILLIONS OF FOOTBALL FANS IN AFRICA

In partnership with the African Football Confederation and the organizers of the African Cup of Nations (COCAN), IPEC carried out a major campaign to raise awareness on child labour on the occasion of the 2002 Championship in Mali (19 January – 10 February 2002). With a simple and straightforward message: "red card to child labour", understandable to anyone familiar with the sport of football, the campaign used a variety of different media – video, popular music and print, distributed through television, radio, two international airlines and the football matches themselves to reach millions of people in Africa and beyond. Activities were carried out in 21 African nations and the national media in several countries widely publicized the campaign. It is estimated that 12 million people received the message in Kenya and 5 million in Zambia alone. In some African countries, such as Egypt and Ghana, enthusiasm for the campaign was so great that it will continue to be part of many upcoming national or local football competitions and other public events.

In view of its great success, extensions of the campaign have been developed. For example, the International Organisation of Employers (IOE), with the support of the Federation of Spanish Business Organisations, the Fédération Internationale de Football Association (FIFA) and the Real Madrid Football Club, made the campaign part of the 100<sup>th</sup> Anniversary Celebration and Match of Real Madrid on 18 December 2002. Discussion is also underway to take the campaign to the South American under-20 Championship in 2003.

#### SCREAM PROJECT LAUNCHED TO MOBILIZE OF CHILDREN AND YOUTH AGAINST CHILD LABOUR

In June 2002, IPEC launched a new education and social mobilization initiative to help educators promote understanding and awareness of child labour among young people. This initiative recognizes that young people have an important role to play in raising awareness on issues of social justice and exerting their influence in their communities to bring about social change. By empowering young people, giving them responsibility and recognising the value of their contribution, IPEC hopes to harness the wealth of creativity and commitment that they can bring to the campaign to eliminate child labour. The SCREAM initiative also tries to involve as many actors in the community as possible and integrate key stakeholders in all aspects of its educational activities, particularly government and local authorities, employers' organizations, trade unions, academic institutions, NGOs, educators, children, parents and families.

on child labour with detailed guidelines to do so. The first of these manuals is on data processing and storage<sup>8</sup>. Additional manuals and training materials on data collection methodologies, data analysis and data dissemination will follow shortly.

IPEC's strategy to improve data collection and research capacity among ILO member States also includes enhancement of its function as both a source and clearinghouse for child labour research and good practices. Towards this end, several important initiatives were undertaken or completed by SIMPOC during 2002. These include the **new global estimates** on child labour discussed in Chapter 1, a study on the links between **HIV/AIDS and child labour in four Sub-Saharan African countries** (Part II, Section 3); technical support for studies on **child labour in West African cocoa plantations** (see Part II, Section 1). A new

**annotated bibliography of child labour research** and a soon-to-be-released **global cost-benefit study** on child labour are reviewed below.

**Annotated bibliography:** In order to improve the availability and dissemination of the vast amount of child labour research that has come into existence over the past few years, IPEC has developed an extensive annotated bibliography. This bibliography is meant to serve as a guide for researchers and other interested individuals to identify important sources, better focus their efforts, and reach out to others engaged in similar lines of inquiry. The entries cover a large range of child labour topics, including economics, history, education, gender and legal issues.

<sup>8</sup> IPEC: 'Child labour survey data processing and storage of electronic files – A practical guide', (Geneva, ILO, 2002)



**Global cost-benefit study:** This study provides a much-needed contribution to the discussion on priority setting in social and economic policy in general and the economic implications of eliminating child labour in particular. Although many previous studies examined the measures necessary to combat child labour, no comprehensive research had analysed the economic costs and benefits of the effective elimination of child labour. This report is an attempt to help bridge this gap in information on the resources required for such an analysis and how best to allocate them.

### 2.3 TECHNICAL ASSISTANCE TO MEMBER STATES

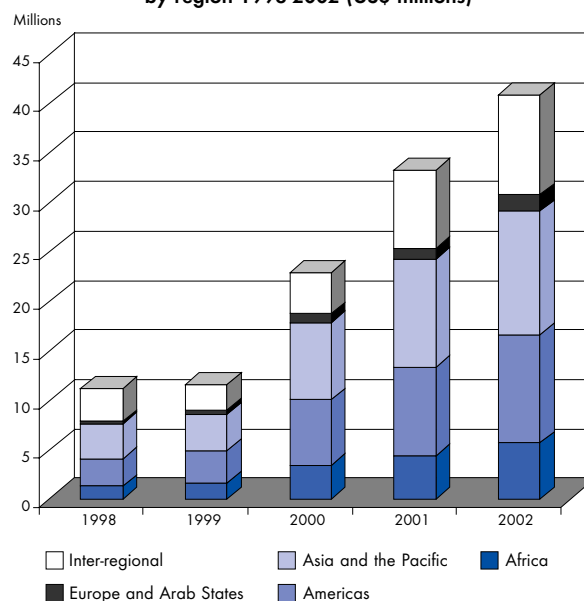
While the IPEC Programme continues to expand at a very rapid rate, available technical cooperation resources are dwarfed by the magnitude of the problem. The new global estimates underscore once again the need for IPEC to concentrate its efforts on the worst forms of child labour and to constantly improve the quality, relevance and effectiveness of its approach. Indeed, in order to substantially increase the impact of IPEC's efforts, new strategies and modalities are continually being explored.

It is now widely accepted that in the absence of development-oriented perspective in dealing with the child labour problem, action to eliminate it risks being partial, fragmented and ultimately ineffective. Initiatives undertaken by IPEC since the 2000-01 biennium reflect the need to focus on comprehensive, integrated actions that recognize the complexity of the issues involved. Two important examples of this are the Time-Bound Programme and the Networking initiatives. IPEC's strategy of building institutional capacity to help ensure that assistance is cost-effective and sustainable also fits into this conceptual framework. As IPEC experiments with new modalities of technical cooperation, new ways of measuring the impact on beneficiaries are also being explored.

#### 2.3.1 Programme expansion

As illustrated in Chart 1, the IPEC programme continued to expand at a very rapid rate during 2002. While IPEC no longer has an indicator or target related to delivery under the current Programme and Budget, in 2002 total expenditure reached IPEC's internal projection of US\$ 40.8 million,

Chart 1 - Delivery of technical cooperation resources by region 1998-2002 (US\$ millions)



representing a rise of US\$ 7.8 million, or 23 per cent, over 2001. This follows a tripling of expenditure during the preceding three years from US\$ 11.5 million in 1999 to US\$ 33 million in 2001. Annex B provides the financial details of the Programme by country and donor.

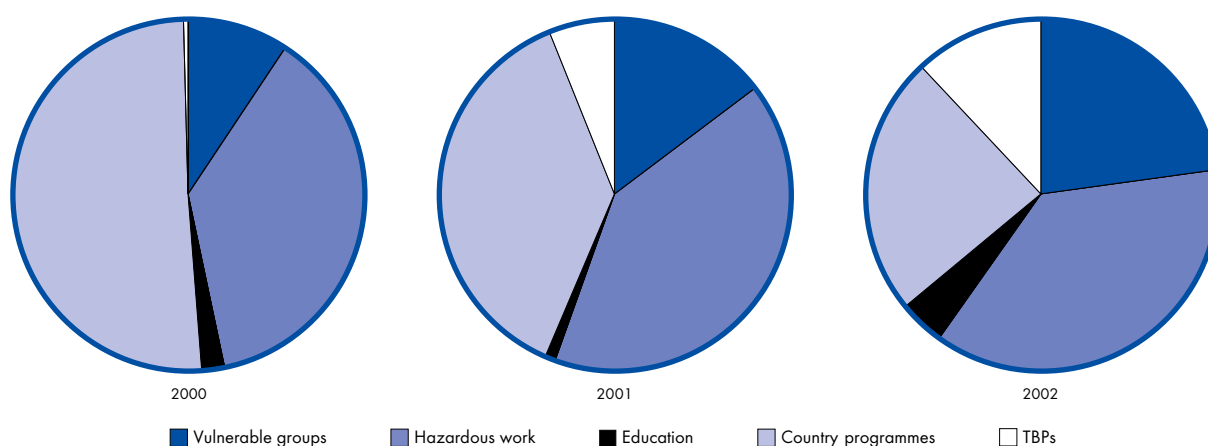
The delivery rate, which is the percentage of actual expenditures compared with allocated funds, is an important indicator of programme implementation capacity and efficiency. IPEC has dramatically improved its ability to quickly and effectively move projects from the planning stages through implementation, which is evident in the significant rise in the delivery rate over the past four years. From 30 per cent in 1999, this indicator jumped to 54 per cent in 2000, to 57 per cent in 2001 and to 60 per cent in 2002.

The management of project-specific contributions from a wide range of donors remains a heavy task, however, as it requires developing a large number of project documents, recruiting and training experts and complying with many different donor-specific reporting systems. During 2002, IPEC produced some 30 project documents representing a funding total of US\$ 80 million. IPEC managed to absorb this growth thanks to increased staff capacity and streamlined procedures.

#### *Efforts target the worst forms of child labour*

IPEC has outgrown the small-scale action programmes that were its trademark in the early days and has moved to larger, integrated and highly focussed projects at the national and sub-regional

Chart 2 · Project categories as a proportion of total expenditure 2000-2002



levels. As illustrated in Chart 2, the funding for country programmes, which were instrumental in mobilizing broad support against child labour, has now shifted to projects that target the worst forms of child labour. The growing recognition of the important role education plays in prevention is reflected in the growth of resources for that project category as well. Given their specialized and focussed nature, these thematic programmes play an important role in the process of accumulating experience on tackling the worst forms of child labour. With the gradual change of IPEC's role to one of facilitator and provider of policy/technical advisory services to countries in formulating concrete policies and programmes in pursuit of the objectives of the two Conventions, this body of experience is increasingly important.

#### *Formulation of tools and guidelines to facilitate replication*

The extraordinary challenge of finding tools and approaches that are effective against the worst forms of child labour was part of the underlying reason for the restructuring of IPEC's operations branch in 2001. With the shift from the more general country programme approach to that of specialized projects focussing on the worst forms of child labour, it became apparent that a different mix of expertise was required. Specialized units divided among four thematic areas — vulnerable groups, hazardous work, education, and economic development — were created to provide technical support to these projects and for developing new products and product packages. Specialists with experience and expertise in vulnerable groups (child trafficking and prostitution, bonded labour, and domestic service); other forms of haz-

ardous work (mining, manufacturing, farming, scavenging, and informal work); and education and development economics were engaged. These specialists have been working with national and international partners to collect information and improve understanding of the nature of the problem; to prepare technical papers and presentations of "lessons learned" in relevant fora; and to develop guidelines and training materials aimed at making IPEC approaches more accessible and user friendly for replication. Annex D provides a short overview of some of the major outputs produced by these product lines during the year 2002.

#### **2.3.2 Enhancing the capacity of countries to formulate and implement time-bound policies**

During 2002, the first three national Time-Bound Programmes for El Salvador, Nepal and the United Republic of Tanzania moved from the preparation phase to implementation. The experience gained in this preparatory process of information gathering and stakeholder consultation has been highly instructive and useful as the TBP initiative is now expanding to a growing number of countries. The formulation of national programmes has now been completed in the Dominican Republic and the Philippines, and another is nearing completion in Ecuador. Bangladesh recently received funding approval for preparatory work and part of the implementation of its upcoming TBP and preparatory activities are at various stages in Costa Rica, Indonesia, Madagascar, Pakistan, Senegal and Turkey. Prospects for getting additional countries to sign on appear to be good. IPEC is laying the

groundwork for future TBPs by designing current and future country and sub-regional programmes in such a way that capacity building for key IPEC partners and the development of the knowledge base for programme development and implementation will be in place.

#### *Refining the TBP concept*

The TBP concept is designed to meet the need for large-scale interventions that exists in many countries. To achieve a sustainable roll-out of these interventions, however, national agencies and institutions must take the lead in programme development and implementation, including resource mobilization. To encourage this, IPEC is refining the TBP concept to account for the vari-

ability of national situations with regard to the extent and nature of the worst forms of child labour and differences in institutional and technical capacity. Ongoing discussions also aim at clarifying IPEC's role in programme development and implementation to reduce its hands-on involvement in the management and execution of projects.

The preparatory activities have resulted in considerable improvements in IPEC's knowledge base for work against child labour. In addition to surveys and studies on different forms of child labour and their institutional and socio-economic environments, the process has also involved the development of methodological approaches and guidelines in areas such as data collection and analysis for TBPs, awareness raising and social mobilization, development of strategic pro-

### **BOX 6. GHANA TAKES THE INITIATIVE TO SET UP ITS TIME-BOUND PROGRAMME**

The successful development and implementation of a TBP requires the fulfilment of several conditions, including a strong political commitment on the part of the government for the elimination of the worst forms of child labour, an adequate knowledge base, institutional capacity and experience in implementing child labour interventions, and, of course, the necessary funding. Ghana has made substantial progress towards meeting these requirements.

Ghana ratified Convention No. 182 in June 2000. It expects to complete the ratification process for Convention No. 138 soon. IPEC has been in operation in Ghana since 1999. The programme covers female ritual servitude, child domestic work, child labour in the tourism sector, and female head porters. It includes community mobilization and awareness creation components, as well as several studies on specific worst forms. A child labour survey with household and street children components has been conducted with support from SIMPOC. Building on these and other available sets of socio-economic data, IPEC is working with a national policy research institute to produce a report on the child labour situation for advocacy, coalition building and programme development purposes.

The Government is making strenuous efforts to address the problem of child labour. The Ministry of Manpower Development and Employment and (MMDE) is implementing a project on child labour with a loan of US\$ 2.3 million from the World Bank. Originally focusing on street children, the scope of this project was subsequently expanded to address broader child labour concerns in response to IPEC suggestions. Among other objectives, the project will help develop the Ministry's capacity for larger-scale child labour interventions. As a further demonstration of commitment, the Ghana Poverty Reduction Strategy (GPRS, completed in 2002) states the Government's intention to work with IPEC in designing and implementing interventions to address child labour in major towns. Other objectives of the GPRS include increased funding for the Free Compulsory Basic Education programme, which should also help to reduce the incidence of child labour.

Besides the MMDE, several other government ministries and departments have been keen to participate in the ongoing policy dialogue on child labour, including the Ministries of Education, of Women's and Children's Affairs and of Justice and the Attorney General. It is a dialogue that is gathering momentum. During a recent meeting with the Vice-President of Ghana, Mr. Aliu Muhama, an ILO team comprising the Area Office Director and the IPEC National Programme Manager urged the Government to use part of the debt relief funds accruing from the Heavily Indebted Poor Countries (HIPC) initiative to support the education of children from poor families who would otherwise stay out of school. The Vice President responded positively by asking the sector minister to prepare a proposal for consideration by the cabinet. This development, along with the attention paid to child labour in the GPRS, indicate the existence of a strong basis for the mobilization of domestic and international resources for a Time-Bound Programme.

gramme frameworks, child labour monitoring, strengthening of legislation and the legal framework, and identification and definition of hazardous child labour as required under Convention No. 182. The availability of such tools should facilitate the provision of assistance to an increasing number of member States as they proceed to implement time-bound measures for eliminating the worst forms of child labour as required under Convention No. 182.

#### *Exploring opportunities for diversifying funding sources for TBPs*

As mentioned in Chapter 1, the mobilization of resources is a crucial prerequisite for large-scale interventions, including TBPs. IPEC has been exploring opportunities for diversifying funding sources by developing new modalities, such as the pooling of resources through a consortium of donors and the possibility of channelling debt credits into TBPs in countries participating in the World Bank and IMF's Heavily Indebted Poor Countries (HIPC) initiative. A recent example from Ghana illustrates the potential of tapping such resources (Box 6). Other possible sources include grant and loan funding from the international financial institutions. IPEC will assist countries to mobilize resources from these and other sources. However, it is important to note that, while the ILO can assist with programme development and even the mobilization of resources, the ability of member States to secure funding for TBPs is outside the purview of the organization. Ultimately, the number of country TBPs developed and implemented depends on the availability of funding for them.

### **2.3.3 Networking: multiplying and sustaining action against child labour**

Substantial progress was made during 2002 in advancing the networking initiative begun in 2001. The project's goal is to stimulate national, regional, inter-regional and eventually global networks of technically competent and committed institutions and associations that can act as an ongoing force for child labour action. Its strategy includes creating these networks where necessary or supporting them where they already exist. So far, two inter-regional networks are in the process of being set up, one on development policy and the other on hazardous child labour, with gender as the crosscutting theme in both.

The purpose of the **Development Policy Network (DPNet)** is to promote integration of child labour action into larger development and poverty reduction efforts. In 2002 DPNet focused on the production of a concept paper as a background paper for national studies to be undertaken by local research institutes. So far about 10 countries have begun national policy studies and related activities (dissemination, advocacy and national networking). Regional and global networking initiatives will be launched once these national studies are completed.

The **Hazardous Child Labour Network (HCLNet)** seeks to focus the concern of the public and policy-makers on children in dangerous work. During 2002, the HCLNet focused on the identification of potential partner institutions and focal points. Meetings to launch the network were held in Africa, Central and South America, and Asia. At the global level, contacts were established with universities and occupational health and safety centres around the world. In-house cooperation with SafeWork was further enhanced and partnerships with WHO strengthened.

### **2.3.4 Increasing the number of children who have benefited from child labour-related services**

Since 1999, IPEC has provided estimates of the number of children directly benefiting from the Programme. With the introduction of a specific performance indicator on beneficiaries in 2000-01, the measurement of the impact of the Programme on its primary target group gained importance. Results at the end of the 2000-01 biennium showed that IPEC surpassed its target, with over 311,000 units of service provided. This represents nearly a 150 percent increase over 1998-99. In setting the target for the current biennium, the measurement of impact was expanded to also include indirect beneficiaries. Assuming that the rising trend of donor support for the programme continues, IPEC aims to have benefited 1 million children by the end of the biennium.

The growing interest in measuring the number of beneficiaries of the Programme reflects a genuine concern of donors and participating countries in the efficiency and cost-effectiveness of IPEC activities rather than an unrealistic expectation that the Programme, through its direct services only, can influence long-term trends and remove the root causes of the problem in the countries it covers. While IPEC's aim has al-

**Table 6. IPEC's per cent share of ILO technical cooperation delivery per region from 1998-2002 and future allocations for 2003**

	1998	1999	2000	2001	2002	2003 allocations
Africa	3.4	5.1	11.6	14.9	26.6	35.8
Americas	22.4	28.1	46.8	47.8	63.9	75.5
Asia	17.6	20.8	36.0	43.5	53.5	59.1
Europe	3.3	6.9	16.2	17.5	17.7	16.4
Arab States	0.0	0.0	3.1	12.5	28.3	27.0
Interregional	16.8	14.3	19.2	22.4	31.6	30.4
<b>TOTAL</b>	<b>11.5</b>	<b>13.0</b>	<b>24.5</b>	<b>28.9</b>	<b>40.3</b>	<b>50.0</b>

ways extended beyond the direct impact of removing children from work, the Programme's strategies are now firmly based on the premise that the reduction of child labour and poverty through reforming policies, enhancing capacity, protecting children's rights and promoting community participation and empowerment of parents and children has a much larger and sustainable impact.

The number of direct beneficiaries of IPEC is without exception linked to the amount of resources allocated to the Programme for direct action. While efforts are made to make interventions cost effective, affordable and easy to replicate, a minimum amount of resources is nonetheless necessary for the package of services required to remove a child from work. Figures of budgetary allocations for 2002-03 earmarked for direct action suggest that at most a total of 500,000 units of direct services<sup>9</sup> can be provided during this biennium. Currently close to 60 per cent of budgetary allocations are designated for direct action. Increasing this proportion, however, risks turning the Programme into a welfare, rather than development-oriented, initiative.

This development-oriented approach more explicitly addresses the underlying, fundamental causes of child labour and brings about changes that can multiply the eventual impact on beneficiaries. It also lends itself to more sustainable action by equipping countries and constituencies to constantly analyse the issue of child labour and develop appropriate responses to child labour. The challenge for IPEC will be to measure how the creation of an enabling environment impacts on children and families, bearing in mind that some of IPEC's effects on children might only become manifest in the medium or long term. This is especially the case for indirect effects achieved through capacity building and institutional development.

### 2.3.5 Evolution of IPEC from a regional perspective

In terms of programme delivery, the Asia and Pacific region continued to have the largest share of total delivery in 2002, followed closely by the inter-regional projects and the Americas region. Table 6 illustrates that IPEC activities also represent a major portion of ILO's work in these regions.

The widespread extreme poverty found in **Africa** makes the challenge of eliminating child labour a difficult one. For many poor families living in these countries, the choice between sending a child to work or school is simply a question of survival. The scarcer the family's resources, the more it depends on its children's income to help pay for basic needs. It is estimated that in relative terms Africa has the highest proportion of working children: almost one child in three below the age of 15 is economically active. Compounding the problems of poverty and underdevelopment in Africa is the impact that the HIV/AIDS pandemic continues to have on their economies and social fabric (see Part II, Section 3). With the economically active adult population most affected, children are often forced or drawn into labour market.

IPEC activities in Africa have expanded rapidly in recent years. The key issue being addressed in the region is elimination of the worst forms of child labour, particularly in commercial agriculture or the informal economy where children are often exposed to dangerous and hazardous conditions. The action programmes in all these coun-

<sup>9</sup> The reason for counting the units of services, rather than the number of individual children reached, is that, depending on the circumstances, different packages of services are required for different children in the process of prevention, withdrawal and rehabilitation.



tries include policy and legal reform, formal and non-formal education, vocational training, social and legal protection, and the improvement of working and living conditions.

Increasingly, IPEC expansion in the region has taken the form of integrated sub-regional approaches, as many of the worst forms of child labour – commercial agriculture, children in armed conflict, trafficking, child domestic work and commercial sexual exploitation – are a problem for many countries on the continent. The sub-regional approach has the advantage that resources and expertise can be pooled for meeting shared needs of several countries. This shift will become even more important as the requests for technical advisory services from countries in the region that have ratified C.182 continues to rise.

Recent examples of this integrated sub-regional approach include, “Building the Foundations for Eliminating the Worst Forms of Child Labour in Anglophone Africa” aimed at increasing the technical skills and organisational capacity of governments, workers’ and employers’ organisations, and NGOs in the region to implement C. 182; and the recently approved “West Africa Cocoa/Commercial agriculture programme to combat hazardous and exploitative child labour”. Another sector where this approach to the worst forms of child labour is being considered is the small urban industry and service sector (largely informal economy) in Africa. It is also worth noting that Tanzania was the first country in Africa to evolve from country programme to a Time-Bound Programme and that Senegal and Madagascar are in the preparatory phase.

IPEC continues to have a strong presence in **Asia and the Pacific**, a region with an estimated 127.3 million economically active children aged 5-14, which represents 60 per cent of the world total. In terms of technical cooperation, Table 6 shows that IPEC interventions in the Asia and Pacific region are becoming increasingly important as percentage of the ILO total for that region, rising from 17.6 per cent of ILO’s technical cooperation delivery in 1998 to 53.5 per cent of ILO delivery in 2002. The amount of technical cooperation funding allocated to IPEC in 2003 for the Asian region is expected to represent 59.1 per cent of all ILO technical cooperation for Asia.

In Asia the focus of technical cooperation is largely on interventions targeting the worst forms of child labour, such as prostitution, trafficking, domestic service, child bondage, carpet weaving, scavenging, agriculture, footwear, fishing operations and mining. Two major sub-regional proj-

ects on trafficking covering countries in South and South-East Asia have undergone midterm evaluations. Both were positive and showed that IPEC is on the right track in dealing with this very difficult issue. The Philippines is the second country in the region after Nepal to have initiated a TBP, while preparatory work in Bangladesh, Indonesia and Pakistan advanced substantially this year.

A tripartite seminar on action to combat domestic child labour was held in Chiangmai, Thailand, in October 2002 with representatives from sixteen countries in the region. The purpose of the meeting was to discuss the current situation of the child domestic workers in the Asia-Pacific region, to review the prevailing legal context, to share knowledge and experiences gained from programme interventions in the region, and to develop a common understanding towards the development of a draft framework for National Plans of Action at a later stage.

Future activities in Asia will focus on how IPEC can facilitate and coordinate activities against child labour; working closely with other ILO departments to mainstream IPEC work into the ILO country programmes (for example, the Philippines and Bangladesh have been selected as pilot programmes for ILO’s Decent Work Agenda); and mainstreaming child labour issues into the PRSPs and other development programmes, for example through DPNet.

**In Latin America and the Caribbean** it is estimated that 21.9 million, or one in five, children work. There is a strong link between rural and indigenous populations, poverty, low educational achievement and child labour. The estimates suggest that most of the children work in the informal economy and about half of working children are in rural areas. IPEC strategies in the region are to focus on the worst forms of child labour and ensure the impact and sustainability of actions.

Activities in Latin America and the Caribbean are expanding. For example, in the Caribbean, research has been conducted this year in Jamaica, Belize, Guyana, Suriname, Trinidad and Tobago, Bahamas and Barbados that will be shared in a tripartite meeting in October 2003 with the aim of developing priorities for future programs. A new SIMPOC survey is underway in Chile and another will begin soon in Argentina.

Commercial sexual exploitation (CSEC) and child domestic work (CDW) are also priorities for IPEC in the Americas. Surveys and studies conducted at the sub-regional level have generated awareness and rallied a wide range of social actors

to address these sometime invisible forms of child labour, as is the case of CDW in Brazil and Haiti. New projects for the prevention and elimination of CSEC have been designed for Mexico and Chile.

Advocacy and awareness raising have been key to ratification and will be crucial to ensure implementation of the conventions. Ratification of C.182 by Peru has drawn the region closer to universal ratification. IPEC South America launched a regular electronic newsletter called *Encuentros*. Prominent singers have collaborated with IPEC in Peru and Nicaragua with great success and media attention. The SCREAM project promoting the performing arts as a means of mobilizing children, educators and the media will soon be launched in Central America.

The definition and mapping of hazardous work is an important challenge for IPEC. This includes creating a network of occupational health specialists; supporting the consultation process aimed at drafting a list of hazardous forms of child labour; developing research to define hazardous activities; and developing sustainable mechanisms for monitoring child labour at the community, sector as well as national level.

IPEC strategy continues to focus on mainstreaming child labour into government policies, programs and institutions. This is the goal of IPEC's TBP modality. The first TBP in the region is being implemented in El Salvador in conjunction with the USDOL Education Initiative project. TBP preparatory activities are underway in the Dominican Republic, Costa Rica and Ecuador. Another example is the incorporation of child labour in the agenda of Mercosur (Argentina, Brazil, Uruguay and Paraguay) and Chile. A joint declaration of Heads of State of Mercosur was signed in July 2002. A plan of action has been approved in the areas of research and statistical surveys, harmonization of laws, inspection and monitoring, and creation of centres (observatories) to monitor programs and progress.

In **Eastern and Central Europe** and the former Soviet Republics of Central Asia, the issue of child labour has become more visible and calls for intensified action. Many children from poor families have become more vulnerable to child labour in the wake of transition to market economies or regional political crises in the Balkan countries and in Central Asia. Child labour in this region has become a serious concern for policymakers at both national and international levels, and IPEC continues to expand its programme activities.

With priority being given to capacity building of IPEC's partners and direct action, the focus has

been on the plight of working street children, trafficked children, and child labour in agriculture. Broad-based country programmes are being implemented in Albania, Romania and Ukraine. In Turkey, one of the first IPEC programme countries, a Time-Bound Programme is in the preparatory phase. In Russia, the success of the St. Petersburg street children programme has gained public and political attention both nationwide and in the international media. IPEC is in the process of mobilizing resources to develop and implement a second phase of this project, which currently is scheduled to end in January 2003.

A comprehensive sub-regional programme on trafficking in children is being prepared in the Balkan region and Ukraine. Regional programmes on the Worst Forms of Child Labour for South Eastern Europe as well as the former Soviet Republics in Central Asia are being considered.

Since the 1990s, there has been growing concern in the **Arab States** about working children due to a visible rise in their numbers and the wider availability of information through national studies conducted recently in several countries. Although poverty is frequently cited as the main cause of child labour, there are numerous other interrelated socio-cultural factors involved. Many governmental and non-governmental organizations have been making significant efforts to fight it.

During 2002, IPEC assistance focused on enhancing the capacity of key partners and assisting governments to adapt their policies in the relevant areas to combat child labour through developing an implementing national policy and programme frameworks; models for prevention, withdrawal and rehabilitation; and comprehensive advocacy programmes. In Lebanon, Yemen, Egypt and Jordan, achievements in the fight against child labour have been founded on the willingness of government, employers and workers to co-operate in addressing the problem. The Ministries of Labour and employers' and workers' organizations established child labour units to combat the problem of child labour in a systematic and comprehensive manner that supports and fulfils the national goals.

IPEC will support the Governments of Jordan, Egypt, Lebanon and Yemen to adopt and implement an explicit child labour policy as an integral component of their national development efforts. This child labour policy will aim at identifying national priorities and realizing objectives for the elimination of child labour through a coherent national policy and programme framework on the elimination of child labour.





## 3. ORGANIZATIONAL AND MANAGEMENT ISSUES

### 3.1 MONITORING, EVALUATION AND IMPACT ASSESSMENT

In 2002 the Design, Evaluation and Database (DED) Unit expanded its work in accordance with the operational and strategic needs of IPEC. The appointment of Design, Monitoring and Evaluation specialists in three regions (Africa, Asia and the Americas) with additional support from headquarters in the form of an Associate Expert added important capacity to the Unit.

During the period, a set of guidelines on design, monitoring and evaluation were completed and distributed. The design and internal appraisal mechanism of IPEC covered virtually all project documents produced during this period, resulting in a noticeable increase in the quality of project design. The mechanism is now an integral part of the work of IPEC. DED continued to provide support to programmes and projects for establishing project monitoring and evaluation systems. A particular focus was the preparation of programme-level monitoring, evaluation and impact assessment plans for ongoing Time-Bound Programmes and involvement in the further development of the Child Labour Monitoring Systems. Work continues on good practices through support to their identification and documentation in specific areas and countries. IPEC guidelines on good practices are in use by other organizations.

Work on the IPEC Programme Database focused on consolidating and uploading data for existing modules. During 2002 the database was transferred from one software platform to another as part of ILO's information technology strategy, which somewhat delayed further development. The database was introduced in the field, however, and preparations were made for development of additional modules as part of the work on the IPEC Information System for Knowledge Base on Child Labour starting in 2003. Part of the Information System will be on-line progress reporting for strategic planning purposes.

With support from USDOL, IPEC has developed the Strategic Programme Impact Framework (SPIF). SPIF is a strategic planning approach to identify outcomes and impacts in an area of intervention (a given country, sector or target group) where a programme or project operates. The work on impact assessment is a priority of the work of DED in the 2002-03 biennium and will continue with a project to develop and apply tracer and tracking methodologies to assess IPEC's longer-term impact on children and their families in a selected number of project areas. Future work on impact assessment will include developing and applying methodologies for measuring the impact of the "enabling environment".

As illustrated in Table 7, a significant number of evaluations were carried out in 2002. Project evaluations provide the basis for continual improvement of strategies in specific situations, while thematic evaluations continue to be an important instrument both for learning about what types of action work in particular areas and as a basis for further developing policies and strategies.

### 3.2 WIDER INTEGRATION OF GENDER IN IPEC'S WORK

IPEC has made a determined effort to integrate gender considerations into many different aspects of its work. Some examples during 2002 include:

- **the development of a gender-sensitive research and knowledge base;**

During 2002, a review of existing ILO, World Bank and UNICEF child labour data using a gender sensitive approach was initiated with the aim of detecting, measuring and analysing both the underlying factors of gender disparities and the consequences of these differences in opportunities. Furthermore, under DFID and USDOL funded projects, a series of Rapid Assessments have been carried out in different regions of the world, focusing on ac-

**Table 7. Programme evaluations in 2002 and planned for 2003**

Type of evaluation	Implemented in 2002 <sup>1</sup>	Currently planned for 2003
<b>Global level</b>		
Thematic evaluations	4	3
Global programmes	1	2
<b>Country programme/project level</b>		
Country programme evaluations	1	To be scheduled
Final evaluations	10	26
Mid-term evaluations	18	12
Annual self-evaluations	Compulsory annual reports for all projects	
Ex-post evaluations	2	To be scheduled
<b>Action programme level (sub-project or sub-country programme level)</b>		
Independent evaluations	Minimum 5 <sup>2</sup>	To be scheduled
Mid-term self-evaluations	50	Projected to be a similar number as in 2002
Final self-evaluations	100	

<sup>1</sup> completed or on-going    <sup>2</sup> managed at project level and total figure therefore not available

tivities traditionally forced on girls, such as commercial sexual exploitation and domestic work. These RA's also consider gender bias with regard to occupational gender segregation and possible misperceptions about where boys and girls are working.

- **the integration of a gender perspective in a draft conceptual framework for child labour interventions and national policy advice in the education sector;**

The framework builds on the standards set in Conventions Nos.138 and 182 and links the objective of eliminating child labour to that of the UN framework "Education for All".

- **the design of a methodology for mainstreaming gender into child labour;**

The ILO guidelines<sup>10</sup> on promoting gender equality in action against child labour and the "Web of Institutionalization of Gender"<sup>11</sup> are being used both as diagnostic and planning tools for mainstreaming gender into IPEC's work.

- **the creation of a gender module for the SCREAM project.**

This module is intended both to encourage young people to look at prevailing attitudes on gender issues and promote an open discussion on the position of boys and girls in society.

In addition, IPEC recently produced a report on good practices to highlight positive experiences in the area of gender integration in IPEC

operational projects and research.<sup>12</sup> This report makes use of inputs from IPEC staff in the field and at headquarters and provides concrete examples that aim to stimulate new initiatives in the area of gender integration and mainstreaming.

### **3.3 PERSONNEL, FINANCE AND PROGRAMME MANAGEMENT**

IPEC continued to introduce changes and innovations in an effort to maintain the significant progress reported in previous reports on delivery and to enhance the quality of its outputs. With all the administrative and management issues raised by the External Auditor in 1999 adequately addressed, focus has shifted to improving quality. The enhanced staff capacity of IPEC, both at HQ and in the field, has enabled the Programme to develop new product packages and provide more effective technical backstopping to its operational programme. Moreover, the creation of new positions and a redistribution of responsibilities in the Finance Unit helped reduce the administrative burden on technical staff. Even though Regular

<sup>10</sup> Nelen Haspels, Marinka Romeijn and Susanne Schroth: *Promoting gender equality in action against child labour: A practical guide* (Bangkok, 2002).

<sup>11</sup> Produced by the Development Planning Unit of the University College of London

<sup>12</sup> The criteria, as established by IPEC DED Draft Guidelines, for a 'practice' to be considered good include: innovation, effectiveness, replicability, sustainability, relevance, responsiveness and efficiency.

Budget support to IPEC has increased, the Programme's staff resource situation remains dependent on substantial donor contributions.

One important breakthrough in terms of IPEC staffing in 2002 was the introduction of a new contract type for its national professional staff, which improved the conditions of service for IPEC's national professional staff in the field. The new contract gives IPEC's field staff the status of ILO officials and reflects the importance of these staff members to the ILO.

### Improvements in procedures

IPEC continues to work with PROCUREMENT and FINANCE on the streamlining of procedures and the improvement of working methods. Work is currently underway with PROCUREMENT to automate the production of contracts and the exchange of information in the review process. This is intended to decrease the administrative burden of processing contracts by reducing the time dedicated to the task. IPEC is also working with PROCUREMENT to revise the standard subcontract format and the associated progress reports. Steps are being taken to increase the number of functions decentralized by FINANCE to IPEC. Efforts have been made as well to make greater use of information technology in the dispatch of payment authorizations to field offices and in the production and dissemination of donor and management reports. Finally, reductions in administrative costs are being pursued through the greater integration of IPEC operations into the ILO's field structure.

Components of Country Programme Management Reviews introduced in the year 2000 to review and set priorities for the programmes have become an integral part of the terms of reference for monitoring missions of IPEC staff.

### Decentralization and restructuring of IPEC operations

There was further decentralization of responsibilities to the field in 2002. Five Regular Budget posts for MDT child labour specialists were created in Africa, Asia and the Americas. These posts, four of which are scheduled to be filled in early 2003, demonstrate the intention of fully integrating IPEC into the operational structure of the ILO.

The authority for technical approval of action programmes was also decentralized to the field.

**Table 8. Per cent of allocations decentralized**

	2001	2002
Africa	4	28
Americas	43	87
Asia	60	82
Arab States	90	92
Europe	0	0
Inter-regional	0	0
<b>TOTAL</b>	<b>32</b>	<b>55</b>

The Sub-Regional Advisers now approve action programmes under the country programmes after taking into account comments from IPEC headquarters. In addition, Chief Technical Advisors (CTAs) of country and inter-country projects now approve their own action programmes, after taking into account comments from headquarters and the Sub-Regional Advisers concerned.

As a consequence, a major shift in the amount of allocations that flow through decentralized projects as opposed to centralized projects has occurred. In 2001, approximately 32 per cent of IPEC's allocations were decentralized. In 2002, this percentage grew to 55 per cent. Table 8 illustrates the evolution of the decentralization of allocations in 2002 compared with 2001.

The restructuring of IPEC/OPS which became effective in January 2001 – introducing technical teams responsible for providing technical support to IPEC operational activities and a Country Programme Support Unit responsible for general country programme support – has been further enhanced. In July 2002, a regional dimension was added to the structure by creating groups with representation of the technical units and the country programme support unit for each region. This addition to the structure is expected to lead to better integration of IPEC's work at this level and to provide a forum to discuss regional issues, problems and opportunities for IPEC.

In order to respond to the rise in demand for data and analysis on child labour and to increase the efficiency of the knowledge sub-branch, the data collection and research components of IPEC/POL were merged. In addition, with the general reorganization of communications at ILO headquarters, IPEC's advocacy and communications functions are now being coordinated by the Department of Communication. However, the advocacy development and support for the ratification and policy dialogue strategy remain with IPEC.

### Development of IPEC's human resources

Regional staff seminars were organized in Asia, Africa, Central and Latin America during the first quarter of 2002. These seminars were part of IPEC's efforts to further strengthen programme and project management in the field and to improve the internal capacity for project design, implementation, monitoring and evaluation. In addition, the gathering of a number of key IPEC officials working in the region was an excellent opportunity to engage in strategic planning and to update staff in the field on recent developments in IPEC in areas such as the Time-Bound Programmes, child labour monitoring and the initiative on networking.

The workshops had two components. The first component focused on DME for new officials and for current officials who needed a refresher course. The training covered the role of IPEC staff in managing projects and programmes and their role in supporting the work of partners in designing, managing, monitoring and evaluating action programmes funded by IPEC. The second component focused on recent developments in IPEC in areas such as the Time-Bound Programmes and the Networking initiative. It pro-

vided an opportunity to explore the role of field staff and the opportunities for strengthening the work of IPEC. Participation in the workshops of staff from the ILO Regional and Area Offices as well as MDT staff was encouraged.

A report summarizing the main conclusions and recommendations of the seminars was produced and disseminated during the summer. This report also showed that in the intervening months, IPEC already made significant inroads towards realizing many of the recommendations that were made by the participants. For example, there is now a strong regional DME presence in the regions, and as part of developments to further improve IPEC project documents, staff in each region have been trained on the SPIF methodology, which will be incorporated in all future project documents.

In line with the increased integration of IPEC into the field operations of the ILO, IPEC was asked to participate in a workshop for financial and administrative staff of the Africa region in April 2002. An overview of the IPEC programme was presented to the participants and training was provided on the financial reporting requirements of IPEC's implementing partners and the review of financial reports.

## 4. LOOKING AHEAD – IPEC’S APPROACH WILL CONTINUE TO EVOLVE

IPEC’s strategy for the progressive and sustained elimination of child labour will continue to focus on capacity building and the strengthening of the worldwide movement, with priority given to the urgent elimination of the worst forms of child labour and the provision of alternatives for children and families. Drawing on the experience gained over more than a decade of direct action and building on the strong support for ILO child labour conventions, the Programme will move beyond the broad mobilization of support and demonstrative action to demand-driven assistance to member States in implementing Conventions Nos. 182 and 138.

With universal ratification of Convention No. 182 in reach, efforts to encourage the remaining member States to ratify Convention No.138 will need to intensify, targeting in particular those countries facing specific legal and practical problems that impede ratification. At the same time, IPEC’s efforts will increasingly focus on assisting member States to fulfil their obligations under the two instruments and on monitoring the latter’s application.

To ensure effective implementation and monitoring of these Conventions, upstream policy-related work and traditional downstream interventions will be combined in an integrated approach sensitive to the capacity of the participating member States. In this regard, IPEC’s role will gradually change from direct execution of projects to facilitation and provision of policy/technical advisory services in formulating concrete policies and programmes in pursuit of the objectives of the two Conventions. Support to countries will focus on:

- formulation, promotion, enforcement and monitoring of relevant national legal frameworks;
- collection and analysis of data on the worst forms of child labour and the development of credible and comprehensive child labour monitoring and reporting; and

- development and implementation of comprehensive time-bound policy and programme frameworks to address child labour issues, with focus on the worst forms of child labour.

At the global level, the generation of information on the worst forms of child labour remains a considerable challenge and the Programme will carry on its efforts towards generating reliable and comprehensive information, including the preparation of reports on global child labour trends and indicators. From a sectoral perspective, advisory services to partnerships initiated by industry, trade unions or other organizations will be stepped up and investments in providing high quality and innovative contributions made. Support for national surveys and empirical studies will continue. Increased emphasis will also be placed on adding additional value to the information being collected by more systematic analyses and utilization of data in policy and programme development and implementation. In this regard, partnerships will be developed with national institutions to promote data utilization in policy-making and advocacy in support of child labour interventions. Work at the national level aimed at increasing awareness of child labour in communities, schools and workplaces will also be intensified. As a supporting strategy, greater attention and resources will be focused on information dissemination and information exchange via an increasingly large and sophisticated IPEC public Web site and IPEC intranet.

The various data collection and analysis activities at the country and global levels will serve to enhance IPEC’s knowledge base and its ability to provide quality technical assistance, while strengthening the ILO’s position as a global clearinghouse for child labour data and research.

These priorities are very much in line with the strategic orientations proposed in the 2002 Global Report and reflect the focus of the debate of the International Labour Conference on 12 June 2002 and the Plan of Action submitted to the ILO Governing Body at its 285<sup>th</sup> Session (November 2002).



## **PART II**

# Thematic highlights





## 1. THEMATIC HIGHLIGHTS: ISSUES OF STRATEGIC IMPORTANCE FOR IPEC

This section responds to the strong interest of the IPEC International Steering Committee members for substantive reporting on significant issues concerning IPEC's work and their implications for future activities. The following topics were chosen to illustrate themes of growing importance or concern for IPEC as it defines its future strategies. The first topic, "IPEC partnerships with employers' and workers' organizations", reviews the important role of employers' associations and trade unions in fighting child labour and how this might be developed further. The second, "Child labour and the Decent Work Agenda", examines the relationship between the two and how IPEC is going about integrating concerns about child labour in to this fundamental ILO initiative. The third topic, "The HIV/AIDS crisis and child labour", recognizes that many of the vast and growing number of children left orphaned by the HIV/AIDS crisis in Africa end up as child labourers, and that IPEC and its partners will need to work together to find holistic solutions to this particular dimension of the child labour problem.

### 1.1 IPEC PARTNERSHIPS WITH EMPLOYERS' AND WORKERS' ORGANIZATIONS

Elimination of child labour and urgent action against its worst forms can only be successful if IPEC is able to mobilize a broad alliance in favour of these goals. Governments, employers and workers are the constituents of the ILO and, therefore, indispensable partners for IPEC.

Convention No. 182, while acknowledging the important contributions from NGOs and civil society in general in the struggle against child labour, places particular emphasis on the key role that trade unions and employers' associations are expected to play in the rapid elimination of the worst forms of child labour. Article 4.1 states that the types of work to be considered hazardous

"Trade unions and employers' organizations are themselves the largest and best organized social actors. They are intimately linked to the production process itself. They are representative organizations. They have, in general, elected governance structures, and they are publicly accountable for their activities. These characteristics give them a special role in society"<sup>13</sup> (Director-General's report "Decent Work", 1999)

shall be determined "after consultation with the organizations of employers and workers concerned". They shall also participate in identifying "where the types of work so determined exist" (Article 4.2), and when this list is "periodically examined and revised" (Article 4.3). Article 5 says: "Each Member shall, after consultation with employers' and workers' organizations, establish or designate appropriate mechanisms to monitor the implementation of the provisions giving effect to this Convention." Finally, "programmes of action shall be designed and implemented in consultation with relevant government institutions and employers' and workers' organizations, taking into consideration the views of other concerned groups as appropriate." (Article 6.2)

The above describes the important policy-level involvement asked of workers and employers, which complements their involvement in awareness raising and direct action against child labour. IPEC, in collaboration with the ILO Bureau for Employers' Activities (ACT/EMP) and the ILO Bureau of Workers' Activities (ACTRAV), aims to support the strengthening of capacity in employers' and workers' organizations to participate in this field and to gradually provide more support through joint employer – worker or tripartite initiatives.

<sup>13</sup> ILO: *Decent Work*, Report of the Director-General, International Labour Conference 87<sup>th</sup> Session, Geneva, June 1999.

IPEC has taken a number of specific initiatives following the 2001 International Steering Committee to strengthen the cooperation with the social partners. These include:

- a workers' consultation in the Asia and Pacific region on the role of trade unions in combating child labour in cooperation with ACTRAV, DECLARATION and the Regional Office for Asia Pacific (originally planned for October 2002 in Kathmandu, Nepal, this meeting has been rescheduled to February 2003);
- draft guidelines for IPEC's work with trade unions (in preparation with ACTRAV for discussion in the Kathmandu meeting);
- a joint ACTRAV-IPEC publication on good practices for trade unions in fighting child labour (now underway);
- an employers' consultation in the African region in cooperation with ACT/EMP, the Regional office for Africa, and DECLARATION (originally planned for October 2002 in South Africa, now scheduled for 2003 on the suggestion of ACT/EMP);
- a joint ACT/EMP – IPEC publication on good practices for employers in fighting child labour (now underway).

### Trade unions – a wide range of activities to combat child labour

The types of collaboration trade unions undertake with IPEC include capacity building and workers' education, improving the understanding of the problem of child labour, policy development and social mobilization, and direct action, including removal of children from hazardous work and providing them with education and other services for rehabilitation.

**Workers' education and advocacy:** This is at the core of any programme to mobilize trade unions against child labour. Some unions use the study circle method, like the Nigeria Labour Congress and PNTLGWF<sup>14</sup> in Pakistan. Some focus on understanding Convention no. 182 and other international standards, like the Federation of Free Trade Unions in Education in Romania. Others focus on building capacity and structures to support direct action, as DISK<sup>15</sup> in Turkey has done. In some cases, the work is conducted at the sub-regional level, through international trade unions. In South America, for example, two of the main

organizations in the region – CIOSL/ORIT and CLAT<sup>16</sup> – are implementing programmes of sensitization and mobilization of their affiliates. The same approach is being adopted at the Mercosur<sup>17</sup> level, with the involvement of the Southern Cone Trade Unions Coordinator (*Coordinadora de Centrales del Cono Sur*), which encompasses 16 organizations. The aim is to mainstream child labour both in the trade unions' policies and structures as well as in the Mercosur labour and social agenda.

**Removal and rehabilitation:** Prominent in the work of many trade unions, such as KNUT and COTU in Kenya<sup>18</sup>, NTUC, GEFONT and DECONT in Nepal<sup>19</sup>, CHODAWU in Tanzania<sup>20</sup>, etc., these programmes also include provision of education either through mainstreaming former child workers into the education system or through establishment of non-formal education centres.

**Provision of alternatives, including vocational training:** Awareness among many trade unions that family poverty is a primary reason for child labour is high. These alternatives can include support for families in the form of subsidies for school fees, micro-credit, skills training for adult family members, etc. Of particular interest is the skills training provided to older children to ensure their future employment in non-hazardous work. This is prominent in many trade union action programmes in Bangladesh, for example.

**Research and fact-finding:** Recent topics for IPEC-supported research by trade unions include worst forms of child labour in Guatemala (CUSG – Guatemala<sup>21</sup>); worst forms of child labour in Senegal (Comité Intersyndical contre les pires formes de travail des enfants – Senegal); child

<sup>14</sup> Pakistan National Textile, Leather and Garment Workers' Federation

<sup>15</sup> The Confederation of Progressive Trade Unions of Turkey

<sup>16</sup> CIOSL/ORIT – Confederación Internacional de Organizaciones Sindicales Libres/ Organización Regional Interamericana de Trabajadores); CLAT – Central Latinoamericana des Trabajadores

<sup>17</sup> Common Market of the Southern Cone (Argentina, Brazil, Paraguay, Uruguay) plus Chile

<sup>18</sup> Kenya National Union of Teachers; Central Organization of Trade Unions

<sup>19</sup> NTUC – Nepalese Trade Union Congress; GEFONT – General Federation of Nepalese Trade Unions; DECONT – Democratic Confederation of Nepalese Trade Unions

<sup>20</sup> The Conservation, Hotels, Domestic and Allied Workers' Union

<sup>21</sup> Confederación de Unidad Sindical de Guatemala

domestic workers (KUDHEIHA – Kenya<sup>22</sup>), child prostitution (NUWHRAIN – the Philippines<sup>23</sup>), and sweepers' communities (GEFONT – Nepal).

**Development of plans of action:** This is an important task for trade unions – it allows them to set priorities, identify target areas and assess their own capacities. Often this work is undertaken with the support of ACTRAV or international trade unions before entering into partnership with IPEC. But IPEC has also supported such initiatives, for instance with the teachers' union (SNEC) and the national trade union centre (UNTM) in Mali.

**Collective bargaining:** This traditional task of trade unions can often lead to important steps against child labour. In the Russian Federation, the St. Petersburg Federation of Trade Unions developed a section on child labour in the new Tripartite Agreement of St. Petersburg, signed 4 February 2002. The Agreement, for the first time in Russia, contains clear provisions against child labour and its worst forms. It stipulates that legislative and practical measures shall be taken by the city government and the social partners during 2002-04 to address the exploitation of children on the streets. The key points are drafting legislation against the worst forms of child labour and developing codes of conduct for the employers.

### Working to end child labour promotes trade union unity

IPEC's 2000-01 Report provided examples from Nepal and Turkey of how working together to eliminate child labour can encourage unity among trade unions. This trend has continued. The IPEC project in the State of Andhra Pradesh in India successfully brought together six unions to form the Andhra Pradesh Federation of Trade Unions for the Elimination of Child labour (APFTUCL). Their ambitious plan includes, among other things, the creation of an informed work force of 50,000 workers across the State.

Workers have united in Sri Lanka too, where IPEC is supporting the National Forum of Trade Unions to Eliminate Child Labour (NAFTEC). This was another case where IPEC worked closely with ACTRAV to initiate the process. The increased trade union involvement in IPEC's work in Sri Lanka has made it easier than before to gain access to workplaces where child labour is suspected, particularly plantations.

### BOX 7. MOBILIZING PLANTATION WORKERS TO COMBAT CHILD TRAFFICKING IN SRI LANKA

The IPEC project "Combating the trafficking of children for labour exploitation in South-East Asia" has worked with the Ceylon Workers' Congress in Sri Lanka to train a group of 30 "social mobilizers" who are members of the plantation union. They were trained to disseminate messages outlining the harm the children might suffer if allowed to leave for work promised by recruiters and brokers. Each social mobilizer is expected to reach out to 100 members. As a result, the project was to cover a minimum 3,000 plantation workers and their families before the end of 2002. A user-friendly manual has been drafted and a video produced for use in training.

The mobilizers themselves identified ways to increase their influence on the families, including some form of identification badge and/or a room they could use as a base. These ideas, as well as the concept of the plantation as a distinct "community", will be built into future project activity. This project has been successful not only because it has mobilized people within a community to take responsibility for prevention of trafficking, but also because the definition of 'community' is innovative and potentially replicable. For example, a shop floor in a manufacturing plant could be considered as a community and project activity such as this could be replicated there.

### Teachers and their organizations join the fight against child labour

Through two inter-regional projects and in cooperation with the two world bodies of teachers, Education International and World Confederation of Teachers (WCT), IPEC has supported and promoted an upsurge of involvement of teachers' organizations on child labour issues. The IPEC supported project of the Kenya National Union of Teachers (KNUT) is a comprehensive programme that includes: training of teachers; awareness raising of students, parents and community members; formation of community based child labour monitoring committees; improving

<sup>22</sup> The Kenya Union of Domestic, Hotels, Educational Institutions, Hospitals and Allied Workers

<sup>23</sup> National Union of Workers in the Hotel, Restaurant and Allied Industries

### **BOX 8. MOBILIZING TEACHERS AND MEDIA WORKERS AGAINST CHILD LABOUR IN PERU**

Working closely with the Teachers' Trade Union (SUTEP), the Peruvian government and NGOs, IPEC has successfully implemented the national component of the project "Action against child labour through education and training". Some 850 teachers attended the six national workshops organized by SUTEP, where the links between child labour and education were discussed.

Teachers were also trained in the use of the "Teachers' Kit" – developed by IPEC as a tool for the discussion of the child labour phenomenon in classroom. The Kit (available in 8 languages) approaches the issue from a multi-disciplinary, playful perspective and is adaptable to the local context and culture.

Media workers were the focus of the project "Campaign against the worst forms of child labour and providing education opportunities through media sensitization". More than 180 media professionals were sensitized and received information on child labour in five workshops. Advisors and Public Relations of politicians running for the next municipal elections were also targeted. A CD with songs written exclusively for the campaign against child labour was produced with the participation of 39 artists, recognised at the national and regional level.

the quality of education to increase enrolment and reduce drop-out rates; direct support for children and families; income-generation activities; political campaigning, particularly on funding for primary education; media work; and curriculum reform. KNUT is also heading the Task Force on Education and Child Labour, comprising a broad range of stakeholders in education. In addition to prevention, the programme also focuses on removal and rehabilitation of working children from three hazardous sectors: lake fishing, sisal plantations and cultivation of *mira* (khat).

Teachers' organizations in Bangladesh, Brazil, Egypt, the Philippines, Nepal, Peru (see Box 8) and Tanzania are implementing several of the above components. They are all heading or participating in Education Task Forces. A kit for teachers on child labour and children's rights in the local languages supports these activities.

#### **Employers' organizations work to eliminate child labour in many sectors**

Employers' organizations in a number of countries have fully realized the long-term negative impact that the detrimental cycle of child labour, low education levels and poverty has on economic development. The following examples attest to this improved awareness.

The Federation of Nepalese Chambers of Commerce and Industry (FNCCI) has been active in policy development, negotiation and advocacy against child labour in Nepal. At present, the FNCCI and the Employers' Council (EC) are focusing on the issue of child labour as an impor-

tant item on the employers' national agenda. The achievements to date include: the development of codes of conduct; investigations on the incidence of child labour, particularly in the formal sector; the development of phase-wise and area-based programmes for the elimination of child labour; empowerment programmes such as skill and vocational training or credit support to families prone to child labour.

As part of their support for the Time-Bound Programme in Nepal, FNCCI and EC are jointly experimenting with innovative approaches to strengthen their offensive against child labour in Nepal. They will soon introduce a nationwide "child friendly logo" for all of their members' consumer products. They have designed programmes to be carried out by local affiliates to make 11 districts "child labour free". These affiliates are also participating in the creation of the National Network of Employers Against Child Labour. In addition, The FNCCI-EC/IPEC action programme in Pokhara in Western Nepal is a programme that has become a model for the area-based interventions under Nepal's new Time-Bound Programme.

Another employer-related child-labour action programme in Nepal is being implemented by the National Society for Protection of Environment and Children (NASPEC). NASPEC is a consortium of employers and non-governmental organizations working for the protection and development of children. It represents the commitment of the carpet business community and the NGOs to protect children's rights, to help protect the environment and to promote the Nepalese carpet industry.



The IPEC project in Andhra Pradesh, India organized a meeting for employers' organizations and corporations in Hyderabad in August 2001. As a result, the employers formed the Consortium of Employers' Associations for the Elimination of Child Labour (CEASE Child Labour). This consortium is now implementing an IPEC Action Programme. Individual employers in the State have followed up by getting involved in child labour issues, both through funding awareness-raising activities and direct support, for instance by paying a monthly incentive to workers who send their children to school.

The joint ILO-UNICEF-employer project in the garment export sector in Bangladesh was for many years a model for combining workplace monitoring with the provision of education for the children and incentives for their families. At the initiative of the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), the project has now been transformed into a broader inspection programme that covers child labour and other working conditions issues, including safety hazards. ILO DECLARATION is implementing the new project.

The Private Enterprise Chambers Union (Unión de Cámaras de la Empresa Privada), Costa Rica, is documenting good practices on entrepreneurial action against child labour. The experiences of Guatemala and Costa Rica are being studied in a systematic way in order to allow their revision, enhancement and potential replication.

### Joint worker-employer initiatives

Throughout the year, advice was given, based on experience with other sector-specific alliances to combat child labour (garment and sporting goods industry; tobacco-growing, cocoa/chocolate production and other agricultural activities), on the consultation mechanisms and steps necessary to develop practical and sustainable solutions.

**Tobacco sector:** In 1999, a joint statement was signed between the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers' Associations (IUF) and the International Tobacco Growers Association (ITGA). This statement, which was witnessed by the International Labour Organization, recognised the need to contribute to the elimination of the use of child labour in the tobacco-growing sector. In October 2001, the End Child labour in Tobacco (ECLT) Foundation was established in Geneva.

ECLT Foundation membership is IUF, ITGA (International Tobacco Growers Association), and British American Tobacco as founding members. Additional members from the corporate sector are: Philip Morris International, Philip Morris USA, Japan Tobacco, Imperial Tobacco, Scandinavian Tobacco, Gallaher, as well as the three main tobacco leaf processing companies (all US based): Dimon, Standard Commercial, and Universal Leaf Company.

ECLT has approached IPEC and proposed that IPEC initiate research on child labour and working conditions in the tobacco industry in some countries of joint interest to IPEC and ECLT. ECLT is funding this research through a voluntary contribution to IPEC.

**Cocoa sector:** In 2002, IPEC continued to play a key role in advising and assisting leading global chocolate manufacturers and their non-industry partners in efforts to eliminate child labour in cocoa production in West Africa.

On 1 July 2002, this partnership established a foundation in Geneva called the International Cocoa Initiative - Working towards Responsible Labour Standards for Cocoa Growing. It aims to eliminate child and forced labour practices in cocoa cultivation and processing. It is headed by co-presidents – one from the industry and one from outside. The International Cocoa Initiative's Board of Directors, which met for the first time on 17 September 2002, is composed equally of industry and non-industry representatives. The ILO will serve as an advisor to the foundation.

Surveys were carried out during the first semester of 2002 to clarify the incidence and nature of hazardous child labour on cocoa plantations in the West-African countries most directly concerned. Combining quantitative and qualitative methods and using sizeable samples, data and other information were collected by the International Institute for Tropical Agriculture. IPEC-SIMPOC provided advice and supervised these surveys and a report was published in July 2002.

Parallel to the consultative process and the investigations, IPEC elaborated a large-scale programme of concrete action to eliminate child labour in cocoa production in the countries directly concerned. This undertaking combines awareness-raising of families and communities; capacity enhancement of producers, inspectors and workers; removal of children from work and their enrolment in education and training programmes; income-generating measures for

### BOX 9. LONG-TERM RELATIONSHIP GIVES WORKERS AND EMPLOYERS PROMINENT POSITION IN TIME-BOUND PROGRAMMES

In **Nepal**, unions are to play a key role in community mobilization, organization and awareness raising, while the employers will promote child-labour-free municipalities. Among the worst forms of child labour to be addressed by the first phase of the TBP, one (mining) was suggested by the trade unions and one (carpet production) by the employers. In **Tanzania**, the strategy developed CHODAWU has been adopted by the TBP, which has given the union an important role to play. In the new TPB in the **Philippines**, long-term cooperation between IPEC and the hotel workers' union has ensured that trafficking of girls and prostitution in the tourism sector are important targets for elimination in the TBP, and that working through the union structures and in cooperation with employers is well integrated into the TBP strategy.

families; and an active child labour monitoring and feedback system. This programme, headquartered in Abidjan, Côte d'Ivoire will have an initial resource outlay of some US\$ 6 million provided by the US Department of Labor for a duration of three years.

#### The way ahead: tripartite action against child labour

The trend of joint worker-employer initiatives is encouraging and IPEC will continue to support the development of such initiatives. Meanwhile, the main focus for the next biennium will be to support more tripartite trainings, consultations and initiatives. To this end, IPEC is working with ACTRAV and ACT/EMP to formulate new projects that will specifically promote such joint initiatives and actions. While this is being done with the financial support of ILO Regular Budget resources, it is hoped that existing and new donors will also support this important trend. Other specific issues related IPEC's collaboration with the social partners should be addressed, including:

- promotion of the tripartite process of identifying hazardous child work and the establishment of tripartite structures to design interventions and monitor them;
- the most effective ways for workers' and employers' organizations to contribute to the elimination of child labour. (For instance, some unions report positive experiences in providing non-formal education and other services to working children and their families; others say that creating and running schools diverts trade union capacity from more important policy issues);

- what more the ILO can do to promote social dialogue on child labour;
- what role the ILO should play to promote voluntary codes of conduct and other joint employer-worker initiatives at the international level.

## 1.2 CHILD LABOUR AND THE DECENT WORK AGENDA

The concept of decent work encompasses a number of issues, such as access to freely-chosen employment exercised under safe and non-discriminatory conditions; income adequacy in relation to basic economic, social and family needs and responsibilities; fair and equal treatment irrespective of one's national origin, race, ethnicity, gender or age; adequate social protection; opportunities for training and skills development; and freedom to participate in decision-making on issues that affect work, either directly or indirectly through freely-chosen representatives.<sup>24</sup> These characteristics reflect the legitimate aspirations of working people everywhere. They constitute key elements of any programme for upholding human rights and ensuring social justice. Equally important, their pursuit is indispensable for the sustainable enhancement of productivity and competitiveness in any economy, hence they also provide an efficiency framework for socio-economic development. These are, of course, the same arguments that underpin the fight against child labour.

Child labour cannot pass for decent work under any criteria. Child labourers are often ex-

<sup>24</sup> ILO: *Decent work issues and policies*, <http://www.ilo.org/intranet/english/bureau/dwpp/pilot/paper1/1.htm>.

exploited with low pay, unduly long hours of work and no social protection. They have no bargaining power. They often suffer from work-related ill health, as many forms of child labour pose immediate and long-term dangers to health and physical development. In addition, by disrupting or interfering with children's education, child labour often denies them opportunities for developing their personal abilities to compete in the labour market, thereby subsequently limiting their productivity and potential income.

The consequences of child labour go well beyond the infringement of the individual child's human rights, fundamental as these are. For example, ex-child labourers are more likely to send their own children out to work in turn in order to supplement low household incomes, thereby perpetuating the vicious cycle of poverty and child labour. Moreover, the various effects at the individual and household levels, when aggregated at the societal level, represent considerable burdens on public health, increased marginalization of large proportions of the population, widened inequality and reductions in the overall growth potential of the economy. All of these can have grave social and political consequences. Thus, as with the other problems targeted under the decent work framework, there are both social justice and efficiency reasons for addressing child labour effectively.

### The child labour challenge

Although no estimates of the numbers of people suffering from decent work deficits are available, there can be no doubt that child labour constitutes a significant proportion of the problem. Given the scale of the child labour problem, its many causes and the fundamental nature of its consequences, the elimination of child labour not only requires large-scale interventions, but must also, necessarily, involve integrated approaches that seek to address key concerns in several different sectors (including health, education and skills training, legislation and legal frameworks, employment and social protection). Consequently, child labour is best addressed within the overall context of national socio-economic development.

In addition to the TBPs, which focus on the worst forms of child labour (see Part I, Chapter 2.3), IPEC is also laying increasing emphasis on networking at the national and international levels to promote sustainability of child labour action. Through networking, technical and

professional bodies are stimulated to become active in the fight against child labour and are encouraged to provide technical support, information, and assistance to each other and to their governments, especially in the fulfilment of the latter's obligations regarding C.182. Both the DPNet and HCLNet are means of sharing and expanding the knowledge base, building up capacity and institutions, engaging in advocacy work and influencing policies in favour of the progressive elimination of child labour (see Part I, Chapter 2.2). Once in place, the national networks will determine their own priorities in the light of the specific circumstances of the country and in the context of a long-term plan of work that they will formulate.<sup>25</sup>

### Child labour in the Decent Work Agenda

Decent Work provides a broad, unifying framework within which different ILO programmes can be implemented in an integrated manner with a view to maximising coherence, synergy and effectiveness. Within this broader framework, each programme addresses a well-defined set of issues while collaborating with others for greater efficiency and effective linkages. Thus whereas, on the one hand, the pursuit of sectoral objectives is carried out with the goals of the broader Decent Work Agenda in view, on the other hand the modalities for implementing the overall framework to ensure the effective realization of the objectives of component programmes. There is, in a sense, a two-way relationship whereby each programme contributes to the implementation of the common agenda and gains from it in return.

IPEC's activities – withdrawing children from child labour, preventing others from becoming engaged in it, and giving all of them better opportunities in education and employment – contribute immensely to the reduction of decent work deficits by eliminating significant categories of intolerable exploitation. At the same time, they also enhance the capacity of national economies to generate productive jobs, improve income security and consolidate equality of opportunity and treatment through education, vocational training

<sup>25</sup> The formation of the national networks may not have to start from scratch as it may be possible – indeed it would be highly desirable – to accomplish the same objectives as part of an existing and well-established body or network with related and complementary mandate, whose scope of work may be extended to accommodate child labour concerns.



and income generation among poor households. Indeed, work against child labour enables us to bring important numbers from the most vulnerable sections of society, namely children otherwise locked onto the path to social exclusion, into the purview of the decent work framework. In addition, actions taken to reduce hazardous child labour, including awareness raising, identification and removal of workplace hazards, enacting legislation and enhancing enforcement capacity, also contribute to the institutionalisation of similar protection for adult workers. Moreover, the objective of eliminating child labour offers another criterion for measuring success in the promotion of decent work, for adults should enjoy such conditions of employment, safe working conditions and social protection that they would not need to send their children to work prematurely.

In return, and from an IPEC perspective, the implementation of the broader Decent Work Agenda should lead to:

- a reduction of child labour among children below the minimum age for employment (C.138), especially removal from the worst forms of child labour (C.182);
- promotion of safe working conditions, social protection and other standards for working children above the minimum age, including those in the informal economy and child domestic work; and
- enhancement of opportunities for skills training for out-of-school children, e.g. through the development of apprenticeship schemes and cost-effective vocational training programmes.

In a way, these considerations define IPEC's areas of focus and its specific niche within the broader ILO framework. They also point to the kind of expectations that IPEC's partners would have in contributing to, or participating in, any integrated decent work programme.

In practice, the pursuit of the broader Decent Work Agenda may not entail any significant changes in the principal focus of IPEC, although it has important implications for the choice of strategies and approaches for achieving IPEC's objectives. In particular, the broader decent work framework brings many possibilities for linkages that, if effectively realized, should enable IPEC country programmes to focus on specific actions selected on the basis of comparative advantage, while benefiting from the contributions of other linked programmes to meet additional needs. This

is, of course, one of the considerations at the core of the decent work framework itself, as well as that of the Office's work on policy integration. It is also a key consideration for the adoption of the more holistic approaches, such as the TBP approach<sup>26</sup> that combines interventions cutting across many sectors and involves many different government and non-government agencies.

In fact, if it were possible to design a self-sufficient TBP for a typical country with a high incidence of child labour, it would very nearly cover the whole range of components usually included in a comprehensive national development plan. Consequently, the ideal TBP is one that is fully integrated into a more comprehensive national development framework in which pro-poor objectives are being pursued in areas such as education, employment, income generation, social protection and health. In such a context, the TBP can focus on interventions targeted at the withdrawal and rehabilitation of child labourers and on awareness creation and social mobilization activities, while working with other programmes to make school systems accessible and attractive to poor households, remove the economic pressures and incentives that influence household decisions regarding child labour, and strengthen the overall legal framework to fight exploitative practices. As argued in the next section, in many countries, national poverty reduction strategies provide such a context.

### Mainstreaming child labour

The scale of the child labour problem and the nature of the underlying causes require large-scale multi-sectoral approaches involving extended partnerships. The objectives are best achieved by ensuring that child labour concerns are mainstreamed in the national development agenda. Many developing countries are formulating na-

<sup>26</sup> TBPs incorporate measures that *prevent* children from engaging in activities/sectors identified as "worst forms" by addressing the root causes, and others aimed at the *withdrawal, protection and rehabilitation* of children who are already engaged in such activities. Prevention strategies include efforts aimed at improving educational opportunities, raising household income, and increasing awareness of the consequences of the worst forms of child labour. Rehabilitation includes the provision of gender-sensitive educational and skills training opportunities for children withdrawn from child labour. Other components relate to the *protection* of older children (those above the legal minimum age at employment) from hazardous work through the enforcement of labour standards and improvements in working conditions.

tional Poverty Reduction Strategy Papers (PRSPs), other multi-sectoral programmes like the UN Development Assistance Framework (UNDAF), and sectoral development plans. All of these provide excellent opportunities for mainstreaming. PRSPs, which are formulated within the framework of World Bank and IMF assistance to low-income countries, are, in effect, comprehensive development plans covering many economic and social sectors, including education, health, employment and agriculture. They are mostly the result of intensive consultations at national and sub-national levels with the aim of ensuring broad-based participation, national ownership and political commitment to implementation. In many countries, the PRSPs also serve as a basis for the mobilization of resources for development, especially from bilateral donors and the international financial institutions. Similarly, to a large extent UNDAF forms the basis of the assistance provided by UN agencies.

As part of the process of preparing national TBPs, efforts have been made to promote the integration of child labour concerns into PRSPs and similar development frameworks. Actions undertaken have included consultations with government and donor agencies involved in the formulation of the strategy papers, work with statistical agencies to improve the availability of child labour data, contributions to the analysis of the poverty problem from a child labour perspective, and discussions aimed at securing the inclusion of child labour in the strategies, indicators and target groups. Discussions have also covered funding possibilities for child labour interventions, e.g., within the framework of the HPIC initiative.

Over the last year, IPEC has also been developing a more systematic approach to mainstreaming child labour in the PRSPs and other national development programmes by supporting the networking of policy research institutions, government agencies and other IPEC partners as a child labour constituency, in part through DpNet. Highlights of the approach include the following:

- **promotion of the elimination of child labour as an explicit development objective, particularly within poverty reduction strategies;**  
This includes awareness raising on the incidence, nature, causes and consequences of child labour, particularly in the context of the consultative processes used in formulating PRSPs and similar development programmes.
- **analytical work on child labour;**  
This includes development of appropriate tools such as child labour impact assessments, child budgets and appropriate indicators to facilitate its integration into development programmes. Work in this area also includes the widespread dissemination and discussion of the results of child labour research.
- **the integration of child labour into the monitoring and evaluation systems used in national development programmes, particularly those set up within the PRSP framework;**  
This work includes the selection of core child labour indicators as proxy indicators of poverty and social development, the incorporation of child labour modules in routine data collection operations (labour force surveys, household budget and expenditure surveys, demographic and health surveys, censuses, etc.) and the widespread dissemination of the data collected.
- **capacity building for government and non-government agencies concerned with child labour, particularly ILO constituents and other key IPEC partners;**  
This work also entails the promotion of child labour research at universities and research institutes, networking of IPEC's partners and research institutions for knowledge-sharing and advocacy, and the adoption of strategies for enhancing national ownership and sustainability of child labour programmes, including the mobilization of local resources. In this regard, a further objective of networking would be to strengthen the representation of the case for work against child labour in official discussions relating to the identification of priorities and the allocation of resources, including budget hearings at national and sub-national levels.
- **the pursuit of dialogue with the international financial institutions (World Bank, IMF, regional development banks) and other major development agencies to promote collaboration and advocate greater attention to child labour in their operations.**  
Similar strategies are being used in the efforts aimed at mobilizing health-related bodies and institutions to act on hazardous child labour. As with the work involving economic development agencies and institutions, it is evident that en-

hancement of the knowledge base and information sharing, awareness raising and coalition building are indispensable for bringing hazardous child labour to the fore of occupational health and safety concerns and finding effective and long-lasting approaches to removing work hazards.

This approach to mainstreaming child labour is in line with the ILO's overall efforts to improve the coherence of its Decent Work Agenda. The recent formation of the Policy Integration Department and of a Task Force charged with coordinating ILO's input into the PRSP processes has created the internal institutional framework for a more comprehensive consideration of child labour concerns within the Decent Work Agenda.

### Conclusion

The foregoing discussion has underscored the usefulness of integrating action against child labour within broader national frameworks such as those provided by poverty reduction strategies. It has also stressed the benefits accruable from the development of linkages with complementing programmes in sectors such as occupational health and safety, education, vocational training, employment, income generation, social protection, legislation and enforcement. The obvious conclusion is that IPEC interventions, including TBPs, should be increasingly placed within broader national development programmes.

The same mainstreaming approaches are, of course, relevant for other elements of the decent work framework. Moreover, in many cases the stakeholders will be the same. The process of implementing the broader Decent Work Agenda has been initiated in a few pilot countries (e.g. Bahrain, Bangladesh, Ghana and the Philippines among others). Soon, more and more countries should begin to formulate national Decent Work action plans. Such plans will provide a broader framework for integrating action against child labour, but they will also need to be integrated into even broader national development programmes, such as the PRSPs as has been the case in several countries. Consequently, as the implementation of the Office-wide Decent Work Agenda gathers speed, it will be both possible and desirable to pursue mainstreaming with the broader agenda. This will, of course, require increased coordination of IPEC's efforts and those of other ILO programmes, and joint work in many of the mainstreaming areas outlined in the preceding section.

### 1.3 THE HIV/AIDS CRISIS AND CHILD LABOUR

The HIV/AIDS pandemic adds a new and tragic dimension to the worst forms of child labour. Millions of children have been orphaned by the death of one or both parents from HIV/AIDS. Millions more will be. Many of these children find security in the households of relatives. Others, however, drop out of school and look for work to survive. An especially harsh burden is placed on girls, who often have to provide care and household services for the entire family when a parent becomes ill or dies. Even children cared for by grandparents or other relatives may have to work to help provide income for guardians and siblings.

The high mortality of adults in their reproductive and productive prime (15-49 years) from AIDS and related illnesses and the number of children growing up without a responsible guardian have complex inter-generational impacts on the world of work. With a lack of adult mentors and limited prospects for schooling, children miss out on the developmental skills and technical know-how needed to access decent work in their adult lives. The impact of HIV/AIDS on communities and families undermines the process of socialization of children in its broadest sense, inverting care-giving roles and giving rise to social exclusion and loss of identity.

In developing countries the human capital losses arising from the pandemic exacerbate a multitude of other problems faced daily by children, their families and communities. These include pervasive poverty, unemployment and lack of social services. It is also an additional and growing obstacle to education, as it has also claimed significant numbers of teachers among its victims in some countries. As a result, HIV/AIDS pandemic poses a particular challenge for the elimination of child labour and constitutes a real threat to the significant results achieved so far in the worldwide fight against child labour.

Globally, it is estimated that there are some 3 million children under age 15 suffering from HIV/AIDS and another 13 million AIDS orphans from the same age group. Very little is known, however, about children aged 5-17 who are infected and even less about those at high risk of becoming infected. A gender-disaggregated breakdown is especially lacking.<sup>27</sup>

<sup>27</sup>UNAIDS/UNICEF/USAID: *Children on the brink 2002: A joint report on orphan estimates and program strategies* (New York, 2002).

While IPEC has been addressing vulnerable groups in child labour since its inception, up until recently, little attention has been given to the specific problems of children who become child labourers because of HIV/AIDS or children who become infected because of sexual abuse associated with their work. As a result, knowledge on the subject is still limited compared with other vulnerable groups. Given the sharp rise in the number of children affected by the HIV/AIDS crisis<sup>28</sup> over the past few years, particularly in Africa, IPEC has begun to make a significant effort to close this information gap and identify appropriate responses.

### **IPEC study examines link between HIV/AIDS pandemic and child labour**

The first major undertaking towards fulfilling these goals is a recently published USDOL-funded study of HIV/AIDS and child labour in Sub-Saharan Africa. This project comprised reviews of policies and programmes to combat both AIDS and child labour in Tanzania, South Africa, and Zambia, as well as Rapid Assessment surveys on the impact of HIV/AIDS on child labour in these three countries plus Zimbabwe. The study confirmed a multitude of linkages between child labour and the HIV/AIDS pandemic as well as the need for a multi-dimensional approach to address the issue.

One of the valuable outcomes of the study was the identification of a broad range of responses, large and small, to these intersecting issues. In South Africa, Tanzania, and Zambia, interventions undertaken by governments, employers, trade unions, and community-based groups demonstrate that much has been learned about addressing HIV/AIDS and child labour. It also identified a growing number of good practices that are worthy of closer study, further testing, and eventual replication. Some of the other themes and conclusions of this project are highlighted below.

#### **The link to child labour**

With regard to the relationship between HIV/AIDS and child labour, the study reinforced a number of observations. It confirmed that HIV/AIDS:

- adds to the number of vulnerable children, especially orphans and HIV-infected children;

- increases demands on public and private services, such as health care;
- increases the burden on community groups and institutions assisting both caregivers and vulnerable children;
- places an especially harsh burden on girls, who often must provide care and household services for the entire family;
- does not necessarily spare orphans cared for by grandparents or other relatives as they often have to work to assist their guardians and siblings in securing a livelihood.

Furthermore, child labourers are at risk of becoming infected by HIV/AIDS because they are often working in situations where they are vulnerable to sexual abuse. This is particularly the case of children engaged in the worst forms of child labour, such as prostitution, street vending, and domestic work. Given their high proportion in prostitution, girls are especially at risk of becoming infected and further spreading the disease.

### **Lessons learned from interventions**

In a general sense, the study found that, in spite of efforts made at various levels, the process to reverse the trend in the countries reviewed has been slow and that more complete information is badly needed. Without better information, efficient policy and programme planning are compromised. The following additional lessons learned concern the four countries in the study, although they should apply to most countries affected by both the pandemic and child labour.

#### **1. Focus strongly on prevention**

A crucial starting point for meaningful action to reduce the vulnerability of children to HIV/AIDS and exploitative labour situations is prevention. Interventions in South Africa and Zimbabwe, for example, recognized that children are sometimes vulnerable to neglect and in need of special assistance while their parents are ill, not just after they die. In both countries, community volunteers have

<sup>28</sup> In this research, the term “children affected by the HIV/AIDS crisis” refers mainly to three groups: (a) HIV/AIDS orphans; (b) children living with AIDS or who are at high risk of becoming infected due to the nature of their work; and (c) children otherwise affected by HIV/AIDS and forced to drop out of school and enter the labour market due to the pandemic.



been active in delivering care and support to households affected by HIV/AIDS, assisting children in gaining access to medical care, school and welfare programmes. In some cases, older women volunteers have been placed in the households of orphaned children to provide guardianship.

## *2. Governments must allocate more of their resources and provide a national enabling environment*

The need to create an enabling environment before starting programmes is important for making action sustainable and easy to replicate. In all four countries, legal reform is underway with priority given to enforcement. As for the many individual programmes that have been implemented, however, ensuring coordination and reinforcement of individual initiatives has proven difficult because of resource constraints that place limitations on the expansion and sometimes the sustainability of such activities. As a result, dependence on external funding is high and constitutes, in many cases, a major hindrance to sustainability and national ownership of programmes.

## *3. Local communities' responses to HIV/AIDS should be encouraged and supported*

The economic constraints faced by developing countries, accompanied by drastic cuts in the provision of many basic social services to their populations, have prompted many local communities to take the lead of the fight against the pandemic and its consequences. In all four countries, local communities have been instrumental in shaping viable and appropriate approaches to caring for and supporting affected children and their families.

Such a widespread concern has led to numerous successful responses to HIV/AIDS. Local communities should be further encouraged to apply their own skills and resources to solutions.

In South Africa and Zimbabwe, a clear strategy of increasing local community confidence in their problem-solving capacity was followed. Most communities visited were committed to dealing with the problem but often needed guidance or other support. It is interesting to note that, in most cases, women are very active and present (70 per cent of local community leaders in South Africa, for example).

In Zambia, a good example in community mobilization is the Salvation Army's hospital, which has developed a well-established response

to the pandemic in rural communities. Training needs are also addressed through useful, easily replicated and highly relevant training materials to enable teachers reduce their own risk to HIV/AIDS and indirectly to provide similar guidance to students, especially girls.

In Tanzania, KIWOHEDE (Kiota Women's Health and Development Organization), an NGO that has been cooperating with IPEC, has done several years of work in different regions to raise awareness in local communities. Community task forces were established, which included among their members bar and guesthouse owners, brew-shop owners, representatives from the police, educators and taxi drivers. Such processes not only allow vulnerability and abuse issues to be raised for public review and awareness raising, but also lead to practical actions to control and reduce the problem.

## *4. Promoting the responsibility of men deserves far more attention*

Obviously, the demand side of sexual exploitation carries socio-cultural and economic dimensions that are difficult to deal with. However, it needs to be properly addressed no matter how difficult and sensitive it may be. Such strategies require information and relevant data, which implies improving capacity to generate regular surveys.

As girls are often subject to sexual coercion, manipulation and harassment by men, special attention should be devoted to them. There should also be explicit connexions made between male sexual demand and children's sexual vulnerability. Male sexual responsibility should be discussed in a broader context, beyond that of HIV/AIDS prevention with adult partners.

## **The way forward**

It is well established that poverty leads to child labour and vice-versa. This four-country study demonstrates that not only does HIV/AIDS add a tragic dimension to this vicious circle, it also makes the poverty-child labour link more difficult to break by exacerbating the root causes of child labour and adding strongly to the supply of child labourers. As a consequence of the losses in human resources due to the pandemic, the notion of inter-generation solidarity of adults caring for children, sending them to school and ensuring the future of society disintegrates. If no deliberate action is taken, HIV/AIDS has the potential to undermine in a relatively short period a decade's

worth of hard-won progress achieved by IPEC and its partners.

From an IPEC perspective, action against HIV/AIDS-related child labour fits well into the Time-Bound Programme approach. Time-Bound Programmes provide room for a total commitment and active participation of governments, social partners and stakeholders and for greater responsibility and accountability at a national level for the implementation of efficient policies and programmes. They can also address the combined problem of AIDS and child labour in policy and programme development, implementation and monitoring via enhanced inter-agency collaboration. Within such a comprehensive approach, IPEC should place the following types of HIV/AIDS-directed measures among its priorities:

- **generating and encouraging more research to enhance the global knowledge base on the linkages between HIV/AIDS and child labour;**  
This includes the development of relevant and replicable approaches to generate initial data, analyses and qualitative gender sensitive information aimed at providing credible basis for shaping national responses. Dissemination of valuable models of interventions that have been instrumental in both preventing children from engaging in worst forms of child labour and from being infected is also a major priority and should systematically provide information on successful mitigation interventions undertaken by businesses and unions as illustrated in all reviewed countries.
- **mobilizing the social partners;**  
The mobilization of the social partners and integration of child labour issues in their activities is a key strategy to reducing the vulnerabilities of workers and their families and reducing stigma and discrimination against children from HIV/AIDS affected households. The ILO code of practice sets out the rights and responsibilities of workers and employers and their organizations in responding to HIV/AIDS. The HIV/AIDS Training Manual on HIV/AIDS for workers and employers provides a curriculum for the social partners in HIV/AIDS prevention based on their important role in the community and links with other community-based groups. This mobilization should also include the investigation of alternative forms of care and support for children through innovative involvement of workers' and employers' organizations, as well as governments and community-based partners.
- **encouraging/leading major campaign activities at both national and global levels.**  
This covers a number of aspects related to HIV/AIDS and child labour, such as awareness raising among children to reduce stigma and discrimination while promoting prevention-oriented behaviour; greater legal protection for women and girls; promoting the responsibility of men in preventing HIV/AIDS, including combating cultural or social influences that debase women and girls.





# Annexes



## ANNEX A. RATIFICATIONS OF C. 182 AND C. 138 REGISTERED AS OF 31 DECEMBER 2002

	Convention No. 182	Convention No. 138 (minimum age declared)		Convention No. 182	Convention No. 138 (minimum age declared)
<b>AFRICA</b>			<b>ASIA PACIFIC</b>		
Algeria	✓	✓ (16)	Bangladesh	✓	
Angola	✓	✓ (14)	Cambodia		✓ (14)
Benin	✓	✓ (14)	China	✓	✓ (16)
Botswana	✓	✓ (14)	Fiji	✓	
Burkina Faso	✓	✓ (15)	Indonesia	✓	✓ (15)
Burundi	✓	✓ (16)	Republic of Korea	✓	✓ (15)
Cameroon	✓	✓ (14)	Malaysia	✓	✓ (15)
Cape Verde	✓		Mongolia	✓	
Central African Republic	✓	✓ (14)	Nepal	✓	✓ (14)
Chad	✓		Pakistan	✓	
Congo	✓	✓ (14)	Papua New Guinea	✓	✓ (16)
Democratic Rep. of Congo	✓	✓ (14)	Philippines	✓	✓ (15)
Egypt	✓	✓ (14)	Singapore	✓	
Equatorial Guinea	✓	✓ (14)	Sri Lanka	✓	✓ (14)
Eritrea		✓ (14)	Thailand	✓	
Ethiopia		✓ (14)	Viet Nam	✓	
Gabon	✓		<b>LATIN AMERICA and CARIBBEAN</b>		
Gambia	✓	✓ (14)	Antigua & Barbuda	✓	✓ (16)
Ghana	✓		Argentina	✓	✓ (14)
Kenya	✓	✓ (16)	Bahamas	✓	✓ (14)
Lesotho	✓	✓ (15)	Barbados	✓	✓ (15)
Libyan Arab Jamahariya	✓	✓ (15)	Belize	✓	✓ (14)
Madagascar	✓	✓ (15)	Bolivia		✓ (14)
Malawi	✓	✓ (14)	Brazil	✓	✓ (16)
Mali	✓	✓ (15)	Chile	✓	✓ (15)
Mauritania	✓	✓ (14)	Colombia		✓ (14)
Mauritius	✓	✓ (15)	Costa Rica	✓	✓ (15)
Morocco	✓	✓ (15)	Cuba		✓ (15)
Namibia	✓	✓ (14)	Dominica	✓	✓ (15)
Niger	✓	✓ (14)	Dominican Republic	✓	✓ (14)
Nigeria	✓	✓ (15)	Ecuador	✓	✓ (14)
Rwanda	✓	✓ (14)	El Salvador	✓	✓ (14)
Senegal	✓	✓ (15)	Guatemala	✓	✓ (14)
Seychelles	✓	✓ (15)	Guyana	✓	✓ (15)
South Africa	✓	✓ (15)	Honduras	✓	✓ (14)
Swaziland	✓	✓ (15)	Mexico	✓	
United Rep. of Tanzania	✓	✓ (14)	Nicaragua	✓	✓ (14)
Togo	✓	✓ (14)	Panama	✓	✓ (14)
Tunisia	✓	✓ (16)	Paraguay	✓	
Uganda	✓		Peru	✓	✓ (14)
Zambia	✓	✓ (15)	Saint Kitts & Nevis	✓	
Zimbabwe	✓	✓ (14)	Saint Lucia	✓	
<b>ARAB STATES</b>			Saint Vincent and the Grenadines	✓	
Bahrain	✓		Uruguay	✓	✓ (15)
Iraq	✓	✓ (15)	Venezuela		✓ (14)
Jordan	✓	✓ (16)	<b>EASTERN EUROPE and CENTRAL ASIA</b>		
Kuwait	✓	✓ (15)	Albania	✓	✓ (16)
Lebanon	✓		Azerbaijan		✓ (16)
Oman	✓		Belarus	✓	✓ (16)
Qatar	✓		Bosnia and Herzegovina	✓	✓ (15)
Saudi Arabia	✓		Bulgaria	✓	✓ (16)
Syria		✓ (15)	Croatia	✓	✓ (15)
United Arab Emirates	✓	✓ (15)			
Yemen	✓	✓ (14)			

	Convention No. 182	Convention No. 138 (minimum age declared)		Convention No. 182	Convention No. 138 (minimum age declared)
Cyprus	✓	✓ (15)	<b>INDUSTRIALIZED MARKET ECONOMY COUNTRIES and ISRAEL</b>		
Czech Republic	✓		Austria	✓	✓ (15)
Estonia	✓		Belgium	✓	✓ (15)
Georgia	✓	✓ (15)	Canada	✓	
Hungary	✓	✓ (16)	Denmark	✓	✓ (15)
Islamic Republic of Iran	✓		Finland	✓	✓ (15)
Kazakhstan		✓ (16)	France	✓	✓ (16)
Kyrgyzstan		✓ (16)	Germany	✓	✓ (15)
Lithuania		✓ (16)	Greece	✓	✓ (15)
The Former Yugoslav Rep. of Macedonia	✓	✓ (15)	Iceland	✓	✓ (15)
Republic of Moldova	✓	✓ (16)	Ireland	✓	✓ (15)
Poland	✓	✓ (15)	Israel		✓ (15)
Romania	✓	✓ (16)	Italy	✓	✓ (15)
Russian Federation		✓ (16)	Japan	✓	✓ (15)
Slovakia	✓	✓ (15)	Luxembourg	✓	✓ (15)
Slovenia	✓	✓ (15)	Malta	✓	✓ (16)
Tajikistan		✓ (16)	Netherlands	✓	✓ (15)
Ukraine	✓	✓ (16)	New Zealand	✓	
Yugoslavia		✓ (15)	Norway	✓	✓ (15)
			Portugal	✓	✓ (16)
			San Marino	✓	✓ (16)
			Spain	✓	✓ (16)
			Sweden	✓	✓ (15)
			Switzerland	✓	✓ (15)
			Turkey	✓	✓ (15)
			United Kingdom	✓	✓ (16)
			United States	✓	

## ANNEX B. FINANCIAL TABLES

**Table B1. Approved allocations, expenditure and commitments for 2002-03  
by beneficiary (US dollars)**

Beneficiary	Donor	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
African Regional	Austria	210 000	193 500	100	193 600
	France	330 000	570 000	396 200	966 200
	United States	8 962 000	1 634 000	1 513 700	3 147 700
	<b>Total</b>	<b>9 502 000</b>	<b>2 397 500</b>	<b>1 910 000</b>	<b>4 307 500</b>
Albania	Italy	180 000	117 300	51 400	168 700
	<b>Total</b>	<b>180 000</b>	<b>117 300</b>	<b>51 400</b>	<b>168 700</b>
Arab Occupied Territories	Canada	0	0	109 700	109 700
	<b>Total</b>	<b>0</b>	<b>0</b>	<b>109 700</b>	<b>109 700</b>
Asian Regional	Japan	166 000	70 100	0	70 100
	New Zealand	41 300	33 400	0	33 400
	United Kingdom	2 887 000	1 536 500	453 100	1 989 600
	United States	1 802 000	1 401 500	380 700	1 782 200
	<b>Total</b>	<b>4 896 300</b>	<b>3 041 500</b>	<b>833 800</b>	<b>3 875 300</b>
Bangladesh	Germany	251 000	214 400	83 300	297 700
	Italian Social Partners' Initiative	181 000	70 900	16 500	87 400
	Netherlands	4 615 000	1 387 500	849 100	2 236 600
	Norway	294 000	308 800	164 800	473 600
	United States	5 740 000	1 599 400	1 706 900	3 306 300
	<b>Total</b>	<b>11 081 000</b>	<b>3 581 000</b>	<b>2 820 600</b>	<b>6 401 600</b>
Benin	Belgium	56 000	0	0	0
	France	498 000	18 300	55 400	73 700
	<b>Total</b>	<b>554 000</b>	<b>18 300</b>	<b>55 400</b>	<b>73 700</b>
Brazil	Germany	233 000	228 900	81 000	309 900
	United States	597 000	237 500	22 200	259 700
	<b>Total</b>	<b>830 000</b>	<b>466 400</b>	<b>103 200</b>	<b>569 600</b>
Burkina Faso	France	436 000	190 500	50 100	240 600
	<b>Total</b>	<b>436 000</b>	<b>190 500</b>	<b>50 100</b>	<b>240 600</b>
Cambodia	Denmark	195 000	76 100	600	76 700
	Netherlands	0	0	17 700	17 700
	United States	659 000	215 200	230 300	445 500
	<b>Total</b>	<b>854 000</b>	<b>291 300</b>	<b>248 600</b>	<b>539 900</b>
Central American Regional	Spain	405 000	224 500	34 000	258 500
	United States	1 398 000	654 500	280 000	934 500
	<b>Total</b>	<b>1 803 000</b>	<b>879 000</b>	<b>314 000</b>	<b>1 193 000</b>
Chile	Canada	0	45 900	200 800	246 700
	<b>Total</b>	<b>0</b>	<b>45 900</b>	<b>200 800</b>	<b>246 700</b>
Colombia	Spain	0	13 500	0	13 500
	United States	768 000	225 700	379 100	604 800
	<b>Total</b>	<b>768 000</b>	<b>239 200</b>	<b>379 100</b>	<b>618 300</b>
Costa Rica	Canada	0	96 300	28 800	125 100
	United States	439 000	261 400	111 900	373 300
	<b>Total</b>	<b>439 000</b>	<b>357 700</b>	<b>140 700</b>	<b>498 400</b>
Dominican Republic	United States	2 234 000	417 000	1 046 700	1 463 700
	<b>Total</b>	<b>2 234 000</b>	<b>417 000</b>	<b>1 046 700</b>	<b>1 463 700</b>
Ecuador	Spain (Comunidad Autónoma de Madrid)	64 000	89 000	11 700	100 700
	<b>Total</b>	<b>64 000</b>	<b>89 000</b>	<b>11 700</b>	<b>100 700</b>
Egypt	Denmark	305 000	139 300	145 000	284 300
	Italy	0	22 200	100	22 300
	Netherlands	0	-4 500	0	-4 500

Beneficiary	Donor	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
Egypt	Norway	0	18 800	12 400	31 200
	Total	305 000	175 800	157 500	333 300
El Salvador	United States	3 427 000	676 900	1 155 400	1 832 300
	Total	3 427 000	676 900	1 155 400	1 832 300
Ethiopia	Italy	96 000	2 900	19 900	22 800
	Total	96 000	2 900	19 900	22 800
European Regional	Germany	0	11 200	0	11 200
	Total	0	11 200	0	11 200
Ghana	United States	549 000	163 800	213 100	376 900
	Total	549 000	163 800	213 100	376 900
Guatemala	United States	2 967 000	1 040 500	871 800	1 912 300
	Total	2 967 000	1 040 500	871 800	1 912 300
Haiti	United States	576 000	128 100	341 100	469 200
	Total	576 000	128 100	341 100	469 200
Honduras	United States	1 130 000	151 300	397 100	548 400
	Total	1 130 000	151 300	397 100	548 400
India	Finland	0	84 200	117 100	201 300
	Germany	1 677 000	588 900	1 014 300	1 603 200
	Sweden	177 000	77 600	34 500	112 100
	United Kingdom	3 614 000	1 213 600	266 100	1 479 700
	United States <sup>4</sup>	9 100 000	27 000	13 200	40 200
	Total	14 568 000	1 991 300	1 445 200	3 436 500
Indonesia	Germany	741 000	265 300	237 400	502 700
	United States	0	59 500	1 800	61 300
	Total	741 000	324 800	239 200	564 000
Inter-American Regional	Canada	1 837 000	875 900	205 000	1 080 900
	Italy	0	32 600	136 300	168 900
	Spain	370 000	664 100	844 800	1 508 900
	United States	7 100 000	2 269 700	2 896 900	5 166 600
	Total	9 307 000	3 842 300	4 083 000	7 925 300
Interregional	Canada	1 561 000	236 200	598 600	834 800
	Finland	739 000	472 900	38 000	510 900
	France	0	174 400	200 900	375 300
	Germany	958 000	671 400	66 500	737 900
	Hungary	16 000	5 000	0	5 000
	Italy	635 000	550 600	253 700	804 300
	Netherlands	216 000	723 800	974 600	1 698 400
	Norway	2 255 000	731 200	821 500	1 552 700
	Poland	9 000	7 200	0	7 200
	Spain	0	35 900	29 100	65 000
	Sweden	431 000	20 400	5 200	25 600
	United Kingdom	4 301 000	1 547 200	829 500	2 376 700
	United States	11 389 000	4 787 500	2 002 900	6 790 400
	Total	22 510 000	9 963 700	5 820 500	15 784 200
Jamaica	United States	430 000	182 600	174 000	356 600
	Total	430 000	182 600	174 000	356 600
Jordan	United States	0	4 000	300	4 300
	Total	0	4 000	300	4 300
Kenya	Canada	0	15 900	5 600	21 500
	Germany	598 000	368 800	190 900	559 700
	Norway	0	27 300	10 500	37 800
	Total	598 000	412 000	207 000	619 000

Beneficiary	Donor	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
Lao People's Democratic Republic	France	459 000	111 300	18 800	130 100
	Total	459 000	111 300	18 800	130 100
Lebanon	France	519 000	276 500	117 900	394 400
	Total	519 000	276 500	117 900	394 400
Madagascar	France	292 000	107 600	106 900	214 500
	Total	292 000	107 600	106 900	214 500
Malawi	United States	319 000	283 400	35 000	318 400
	Total	319 000	283 400	35 000	318 400
Mali	France	132 000	44 800	2 700	47 500
	Total	132 000	44 800	2 700	47 500
Mexico	United States	0	15 100	36 600	51 700
	Total	0	15 100	36 600	51 700
Mongolia	United States	157 000	72 400	54 100	126 500
	Total	157 000	72 400	54 100	126 500
Morocco	Belgium	326 000	215 000	103 000	318 000
	France	571 000	203 700	122 700	326 400
	Total	897 000	418 700	225 700	644 400
Namibia	Sweden	0	13 400	17 100	30 500
	Total	0	13 400	17 100	30 500
Nepal	Denmark	0	3 100	0	3 100
	Germany	316 000	149 200	102 700	251 900
	Italian Social Partners' Initiative	46 000	9 000	15 800	24 800
	Italy	311 000	192 300	32 600	224 900
	United States <sup>5</sup>	5 769 000	264 900	138 200	403 100
	Total	6 442 000	618 500	289 300	907 800
Nicaragua	Spain	0	700	0	700
	United States	2 392 000	1 006 900	586 200	1 593 100
	Total	2 392 000	1 007 600	586 200	1 593 800
Niger	France	332 000	106 200	17 300	123 500
	Total	332 000	106 200	17 300	123 500
Nigeria	United States	500 000	317 100	190 000	507 100
	Total	500 000	317 100	190 000	507 100
Pakistan	EEC	397 000	148 400	0	148 400
	Germany	553 000	241 800	362 100	603 900
	Italian Social Partners' Initiative	70 000	49 000	8 400	57 400
	Italy	48 000	25 900	0	25 900
	Norway	0	0	216 200	216 200
	PCMEA <sup>6</sup>	172 000	216 700	59 900	276 600
	SCCI <sup>7</sup>	0	170 400	0	170 400
	SIMAP <sup>8</sup>	0	13 300	0	13 300
	Switzerland	193 000	133 100	508 700	641 800
	United States	1 712 000	741 000	233 100	974 100
	Total	3 145 000	1 739 600	1 388 400	3 128 000
Paraguay	Spain (Ayuntamiento Alcalá de Henares)	62 000	45 700	400	46 100
	Total	62 000	45 700	400	46 100
Philippines	Finland	285 000	162 200	16 500	178 700
	Germany	176 000	141 600	49 400	191 000
	Japanese Trade Union Confederation	31 000	14 500	0	14 500
	United States	223 000	92 400	27 600	120 000
	Total	715 000	410 700	93 500	504 200



Beneficiary	Donor	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
Portugal	Portugal	0	4 900	0	4 900
	Total	0	4 900	0	4 900
Republic of Korea	Republic of Korea	0	29 500	0	29 500
	Total	0	29 500	0	29 500
Romania	United States	620 000	366 500	170 400	536 900
	Total	620 000	366 500	170 400	536 900
Russian Federation	Finland	267 000	172 700	65 400	238 100
	Germany	0	0	29 500	29 500
	Total	267 000	172 700	94 900	267 600
Senegal	Netherlands	235 000	50 300	0	50 300
	Total	235 000	50 300	0	50 300
South Africa	United States	122 000	-22 800	165 700	142 900
	Total	122 000	-22 800	165 700	142 900
South American Regional	Spain	555 000	405 900	286 800	692 700
	Spain (Comunidad Autónoma de Madrid)	82 000	62 000	2 900	64 900
	United States	1 115 000	859 500	86 300	945 800
	Total	1 752 000	1 327 400	376 000	1 703 400
Sri Lanka	Denmark	366 000	149 600	47 600	197 200
	Total	366 000	149 600	47 600	197 200
Thailand	Germany	346 000	123 400	51 000	174 400
	Total	346 000	123 400	51 000	174 400
Togo	France	383 000	118 400	68 700	187 100
	Total	383 000	118 400	68 700	187 100
Turkey	Germany	729 000	352 400	416 100	768 500
	Sweden	0	11 300	100	11 400
	Total	729 000	363 700	416 200	779 900
Uganda	United States	812 000	371 500	235 800	607 300
	Total	812 000	371 500	235 800	607 300
Ukraine	Netherlands	0	4 100	0	4 100
	United States	603 000	106 400	317 600	424 000
	Total	603 000	110 500	317 600	428 100
United Republic of Tanzania	Germany	452 000	101 500	280 000	381 500
	Norway	0	5 200	19 300	24 500
	United Kingdom	29 000	30 300	200	30 500
	United States	3 274 000	383 900	704 900	1 088 800
	Total	3 755 000	520 900	1 004 400	1 525 300
Viet Nam	Finland	0	0	3 000	3 000
	United States <sup>9</sup>	454 000	2 700	42 600	45 300
	Total	454 000	2 700	45 600	48 300
Yemen	United States	1 316 000	190 000	237 600	427 600
	Total	1 316 000	190 000	237 600	427 600
Zambia	United States	368 000	163 400	193 700	357 100
	Total	368 000	163 400	193 700	357 100
<b>Total</b>		<b>119 336 300</b>	<b>40 834 000</b>	<b>30 006 000</b>	<b>70 840 000</b>

<sup>1</sup> This column restates the figures that were included in the Programme and Budget Proposals endorsed by IPEC's International Steering Committee in November 2001. They are restated to here to provide a comparison between the level of allocations forecast for the period 2002-03 and the forecast expenditure. <sup>2</sup> The figures in this column will change slightly following the closing of the 2002 accounts. The expenditure figures have been rounded to the nearest 100. <sup>3</sup> This column shows the financial commitments (ie. contractual commitments entered into by ILO-IPEC) currently recorded in the ILO's accounts and expected to be spent during 2003. It is currently forecast that IPEC's final delivery for 2003 will reach \$50 million. <sup>4</sup> The agreement with the Government of India was signed in August 2002. It was not possible to start activities prior to the signature of the agreement. <sup>5</sup> The agreement with the Government of Nepal was signed in August 2002. It was not possible to start activities prior to the signature of the agreement. <sup>6</sup> Pakistan Carpet Manufacturers and Exporters Association. <sup>7</sup> Sialkot Chamber of Commerce and Industry. <sup>8</sup> Surgical Instruments Manufacturers Association of Pakistan. <sup>9</sup> The agreement with the Government of Viet Nam was signed in May 2002. It was not possible to start activities prior to the signature of the agreement.

**Table B2. Approved allocations, expenditure and commitments for 2002-03 by donor (US dollars)**

Donor	Beneficiary	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
Austria	African Regional	210 000	193 500	100	193 600
	<b>Total</b>	<b>210 000</b>	<b>193 500</b>	<b>100</b>	<b>193 600</b>
Belgium	Benin	56 000	0	0	0
	Morocco	326 000	215 000	103 000	318 000
	<b>Total</b>	<b>382 000</b>	<b>215 000</b>	<b>103 000</b>	<b>318 000</b>
Canada	Arab Occupied Territories	0	0	109 700	109 700
	Chile	0	45 900	200 800	246 700
	Costa Rica	0	96 300	28 800	125 100
	Inter-American Regional	1 837 000	875 900	205 000	1 080 900
	Interregional	1 561 000	236 200	598 600	834 800
	Kenya	0	15 900	5 600	21 500
	<b>Total</b>	<b>3 398 000</b>	<b>1 270 200</b>	<b>1 148 500</b>	<b>2 418 700</b>
Denmark	Cambodia	195 000	76 100	600	76 700
	Egypt	305 000	139 300	145 000	284 300
	Nepal	0	3 100	0	3 100
	Sri Lanka	366 000	149 600	47 600	197 200
	<b>Total</b>	<b>866 000</b>	<b>368 100</b>	<b>193 200</b>	<b>561 300</b>
EEC	Pakistan	397 000	148 400	0	148 400
	<b>Total</b>	<b>397 000</b>	<b>148 400</b>	<b>0</b>	<b>148 400</b>
Finland	India	0	84 200	117 100	201 300
	Interregional	739 000	472 900	38 000	510 900
	Philippines	285 000	162 200	16 500	178 700
	Russian Federation	267 000	172 700	65 400	238 100
	Viet Nam	0	0	3 000	3 000
	<b>Total</b>	<b>1 291 000</b>	<b>892 000</b>	<b>240 000</b>	<b>1 132 000</b>
France	African Regional	330 000	570 000	396 200	966 200
	Benin	498 000	18 300	55 400	73 700
	Burkina Faso	436 000	190 500	50 100	240 600
	Interregional	0	174 400	200 900	375 300
	Lao People's Democratic Republic	459 000	111 300	18 800	130 100
	Lebanon	519 000	276 500	117 900	394 400
	Madagascar	292 000	107 600	106 900	214 500
	Mali	132 000	44 800	2 700	47 500
	Morocco	571 000	203 700	122 700	326 400
	Niger	332 000	106 200	17 300	123 500
	Togo	383 000	118 400	68 700	187 100
	<b>Total</b>	<b>3 952 000</b>	<b>1 921 700</b>	<b>1 157 600</b>	<b>3 079 300</b>
	Germany	Bangladesh	251 000	214 400	83 300
Brazil		233 000	228 900	81 000	309 900
European Regional		0	11 200	0	11 200
India		1 677 000	588 900	1 014 300	1 603 200
Indonesia		741 000	265 300	237 400	502 700
Interregional		958 000	671 400	66 500	737 900
Kenya		598 000	368 800	190 900	559 700
Nepal		316 000	149 200	102 700	251 900
Pakistan		553 000	241 800	362 100	603 900
Philippines		176 000	141 600	49 400	191 000
Russian Federation		0	0	29 500	29 500
Thailand		346 000	123 400	51 000	174 400
Turkey		729 000	352 400	416 100	768 500

Donor	Beneficiary	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
Germany	United Republic of Tanzania	452 000	101 500	280 000	381 500
	<b>Total</b>	<b>7 030 000</b>	<b>3 458 800</b>	<b>2 964 200</b>	<b>6 423 000</b>
Hungary	Interregional	16 000	5 000	0	5 000
	<b>Total</b>	<b>16 000</b>	<b>5 000</b>	<b>0</b>	<b>5 000</b>
Italian Social Partners' Initiative	Bangladesh	181 000	70 900	16 500	87 400
	Nepal	46 000	9 000	15 800	24 800
	Pakistan	70 000	49 000	8 400	57 400
	<b>Total</b>	<b>297 000</b>	<b>128 900</b>	<b>40 700</b>	<b>169 600</b>
Italy	Albania	180 000	117 300	51 400	168 700
	Egypt	0	22 200	100	22 300
	Ethiopia	96 000	2 900	19 900	22 800
	Inter-American Regional	0	32 600	136 300	168 900
	Interregional	635 000	550 600	253 700	804 300
	Nepal	311 000	192 300	32 600	224 900
	Pakistan	48 000	25 900	0	25 900
<b>Total</b>	<b>1 270 000</b>	<b>943 800</b>	<b>494 000</b>	<b>1 437 800</b>	
Japan	Asian Regional	166 000	70 100	0	70 100
	<b>Total</b>	<b>166 000</b>	<b>70 100</b>	<b>0</b>	<b>70 100</b>
Japanese Trade Union Confederation	Philippines	31 000	14 500	0	14 500
	<b>Total</b>	<b>31 000</b>	<b>14 500</b>	<b>0</b>	<b>14 500</b>
Netherlands	Bangladesh	4 615 000	1 387 500	849 100	2 236 600
	Cambodia	0	0	17 700	17 700
	Egypt	0	-4 500	0	-4 500
	Interregional	216 000	723 800	974 600	1 698 400
	Senegal	235 000	50 300	0	50 300
	Ukraine	0	4 100	0	4 100
	<b>Total</b>	<b>5 066 000</b>	<b>2 161 200</b>	<b>1 841 400</b>	<b>4 002 600</b>
New Zealand	Asian Regional	41 300	33 400	0	33 400
	<b>Total</b>	<b>41 300</b>	<b>33 400</b>	<b>0</b>	<b>33 400</b>
Norway	Bangladesh	294 000	308 800	164 800	473 600
	Egypt	0	18 800	12 400	31 200
	Interregional	2 255 000	731 200	821 500	1 552 700
	Kenya	0	27 300	10 500	37 800
	Pakistan	0	0	216 200	216 200
	United Republic of Tanzania	0	5 200	19 300	24 500
<b>Total</b>	<b>2 549 000</b>	<b>1 091 300</b>	<b>1 244 700</b>	<b>2 336 000</b>	
PCMEA <sup>4</sup>	Pakistan	172 000	216 700	59 900	276 600
	<b>Total</b>	<b>172 000</b>	<b>216 700</b>	<b>59 900</b>	<b>276 600</b>
Poland	Interregional	9 000	7 200	0	7 200
	<b>Total</b>	<b>9 000</b>	<b>7 200</b>	<b>0</b>	<b>7 200</b>
Portugal	Portugal	0	4 900	0	4 900
	<b>Total</b>	<b>0</b>	<b>4 900</b>	<b>0</b>	<b>4 900</b>
Republic of Korea	Republic of Korea	0	29 500	0	29 500
	<b>Total</b>	<b>0</b>	<b>29 500</b>	<b>0</b>	<b>29 500</b>
SCCI <sup>5</sup>	Pakistan	0	170 400	0	170 400
	<b>Total</b>	<b>0</b>	<b>170 400</b>	<b>0</b>	<b>170 400</b>
SIMAP <sup>6</sup>	Pakistan	0	13 300	0	13 300
	<b>Total</b>	<b>0</b>	<b>13 300</b>	<b>0</b>	<b>13 300</b>
Spain	Central American Regional	405 000	224 500	34 000	258 500
	Colombia	0	13 500	0	13 500
	Inter-American Regional	370 000	664 100	844 800	1 508 900

Donor	Beneficiary	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
Spain	Interregional	0	35 900	29 100	65 000
	Nicaragua	0	700	0	700
	South American Regional	555 000	405 900	286 800	692 700
	Ayuntamiento Alcalá de Henares	62 000	45 700	400	46 100
	Comunidad Autónoma de Madrid	64 000	89 000	11 700	100 700
	South American Regional	82 000	62 000	2 900	64 900
	<b>Total</b>	<b>1 538 000</b>	<b>1 541 300</b>	<b>1 209 700</b>	<b>2 751 000</b>
Sweden	India	177 000	77 600	34 500	112 100
	Interregional	431 000	20 400	5 200	25 600
	Namibia	0	13 400	17 100	30 500
	Turkey	0	11 300	100	11 400
	<b>Total</b>	<b>608 000</b>	<b>122 700</b>	<b>56 900</b>	<b>179 600</b>
Switzerland	Pakistan	193 000	133 100	508 700	641 800
	<b>Total</b>	<b>193 000</b>	<b>133 100</b>	<b>508 700</b>	<b>641 800</b>
United Kingdom	Asian Regional	2 887 000	1 536 500	453 100	1 989 600
	India	3 614 000	1 213 600	266 100	1 479 700
	Interregional	4 301 000	1 547 200	829 500	2 376 700
	United Republic of Tanzania	29 000	30 300	200	30 500
	<b>Total</b>	<b>10 831 000</b>	<b>4 327 600</b>	<b>1 548 900</b>	<b>5 876 500</b>
United States	African Regional	8 962 000	1 634 000	1 513 700	3 147 700
	Asian Regional	1 802 000	1 401 500	380 700	1 782 200
	Bangladesh	5 740 000	1 599 400	1 706 900	3 306 300
	Brazil	597 000	237 500	22 200	259 700
	Cambodia	659 000	215 200	230 300	445 500
	Central American Regional	1 398 000	654 500	280 000	934 500
	Colombia	768 000	225 700	379 100	604 800
	Costa Rica	439 000	261 400	111 900	373 300
	Dominican Republic	2 234 000	417 000	1 046 700	1 463 700
	El Salvador	3 427 000	676 900	1 155 400	1 832 300
	Ghana	549 000	163 800	213 100	376 900
	Guatemala	2 967 000	1 040 500	871 800	1 912 300
	Haiti	576 000	128 100	341 100	469 200
	Honduras	1 130 000	151 300	397 100	548 400
	India <sup>7</sup>	9 100 000	27 000	13 200	40 200
	Indonesia	0	59 500	1 800	61 300
	Inter-American Regional	7 100 000	2 269 700	2 896 900	5 166 600
	Interregional	11 389 000	4 787 500	2 002 900	6 790 400
	Jamaica	430 000	182 600	174 000	356 600
	Jordan	0	4 000	300	4 300
	Malawi	319 000	283 400	35 000	318 400
	Mexico	0	15 100	36 600	51 700
	Mongolia	157 000	72 400	54 100	126 500
	Nepal <sup>8</sup>	5 769 000	264 900	138 200	403 100
	Nicaragua	2 392 000	1 006 900	586 200	1 593 100
	Nigeria	500 000	317 100	190 000	507 100
	Pakistan	1 712 000	741 000	233 100	974 100
	Philippines	223 000	92 400	27 600	120 000
	Romania	620 000	366 500	170 400	536 900
	South Africa	122 000	-22 800	165 700	142 900
	South American Regional	1 115 000	859 500	86 300	945 800
	Uganda	812 000	371 500	235 800	607 300

Donor	Beneficiary	Approved allocations 2002-03 <sup>1</sup>	Estimated final expenditure 2002 <sup>2</sup>	Current financial commitments for 2003 <sup>3</sup>	Total estimated expenditure 2002 and commitments for 2003
		(a)	(b)	(c)	(b+c)
United States	Ukraine	603 000	106 400	317 600	424 000
	United Republic of Tanzania	3 274 000	383 900	704 900	1 088 800
	Viet Nam <sup>9</sup>	454 000	2 700	42 600	45 300
	Yemen	1 316 000	190 000	237 600	427 600
	Zambia	368 000	163 400	193 700	357 100
	<b>Total</b>	<b>79 023 000</b>	<b>21 351 400</b>	<b>17 194 500</b>	<b>38 545 900</b>
<b>Total</b>		<b>119 336 300</b>	<b>40 834 000</b>	<b>30 006 000</b>	<b>70 840 000</b>

<sup>1</sup> This column restates the figures that were included in the Programme and Budget Proposals endorsed by IPEC's International Steering Committee in November 2001. They are restated to here to provide a comparison between the level of allocations forecast for the period 2002-03 and the forecast expenditure. <sup>2</sup> The figures in this column will change slightly following the closing of the 2002 accounts. The expenditure figures have been rounded to the nearest 100. <sup>3</sup> This column shows the financial commitments (ie. contractual commitments entered into by ILO-IPEC) currently recorded in the ILO's accounts and expected to be spent during 2003. It is currently forecast that IPEC's final delivery for 2003 will reach \$50 million. <sup>4</sup> The agreement with the Government of India was signed in August 2002. It was not possible to start activities prior to the signature of the agreement. <sup>5</sup> The agreement with the Government of Nepal was signed in August 2002. It was not possible to start activities prior to the signature of the agreement. <sup>6</sup> Pakistan Carpet Manufacturers and Exporters Association. <sup>7</sup> Sialkot Chamber of Commerce and Industry. <sup>8</sup> Surgical Instruments Manufacturers Association of Pakistan. <sup>9</sup> The agreement with the Government of Viet Nam was signed in May 2002. It was not possible to start activities prior to the signature of the agreement.

**Table B3. Contributions received from donor governments and organizations 1992-2002**

Donor	1992-99	2000	2001	2002	TOTAL
All Pakistan Federation of Trade Unions (APFTU)	2 029	0	0	0	2 029
Australia	136 332	14 873	0	-36 321	114 884
Austria	237 941	0	0	0	237 941
Bangladesh Garment Manufacturers and Exporters Association (BGMEA)	0	0	0	63 677	63 677
Belgium	523 170	121 996	113 921	106 667	865 754
Canada	861 826	2 021 535	1 916 906	1 880 380	6 680 647
Confederation of Japanese Trade Unions (RENGO)	84 231	0	42 735	0	126 966
Denmark <sup>1</sup>	1 658 838	1 371 369	-1 100 000	600 000	2 530 207
European Commission	321 324	0	260 071	0	581 395
Fédération Internationale de Football Association (FIFA)	0	0	0	250 000	250 000
Finland	1 69 046	1 370 372	619 863	0	3 685 282
France	3 849 446	667 663	88 416	1 419 920	6 025 446
Germany	49 386 233	0	3 264 661	3 508 544	56 159 438
Hungary	0	16 000	0	0	16 000
Italian Social Partners' Initiative	910 185	0	0	0	910 185
Italy	1 711 306	1 281 301	180 000	4 103 812	7 276 419
Japan <sup>2</sup>	0	0	0	0	0
Korea	0	0	0	99 982	99 982
Luxembourg	10 994	0	0	0	10 994
Netherlands	1 013 810	1 352 350	1 579 940	3 999 334	7 945 434
New Zealand	0	0	41 360	0	41 360
Norway	1 652 557	800 000	0	602 457	3 055 014
Norway-NORAD	517 726	0	128 502	801 150	1 447 378
Pakistan Carpet Manufacturers and Exporters Association (PCMEA)	300 000	300 000	304 866	0	904 866
Poland	19 249	0	0	0	19 249
Portugal	0	0	36 536	0	36 536
Sialkot Chamber of Commerce and Industry (SCCI)	195 744	0	238 376	-103 679	330 441
Spain	12 500 000	0	1 605 553	1 443 570	15 549 123
Spain - Ayuntamiento de Alcala de Henares	0	0	62 936	0	62 936
Spain - Comunidad Autonoma de Madrid	158 440	144 058	55 088	0	357 586
Surgical Instruments Manufacturers Association of Pakistan (SIMAP)	0	0	0	49 210	49 210
Sweden	1 917 329	0	0	449 408	2 366 737
Switzerland	635 134	58 280	0	357 000	1 050 414
UNESCO	0	0	0	19 970	19 970
United Kingdom	2 086 911	1 630 404	2 331 033	3 595 949	9 644 297
United States	29 653 035	14 609 142	2 245 000	8 186 998	54 694 175
<b>Total receipts</b>	<b>112 038 838</b>	<b>25 759 343</b>	<b>14 015 763</b>	<b>31 398 028</b>	<b>183 211 972</b>

<sup>1</sup> Figure for 2001 represents a transfer to the ILO/DANIDA Fund. <sup>2</sup> Resources have been allocated directly to the ILO Regional Office in Bangkok and are not reflected in IPEC's figures.





## ANNEX C. SIMPOC CHILD LABOUR SURVEYS 2002

### C1. Status of SIMPOC national child labour surveys

Report available with the ILO	Report still to be finalized or yet to be published by country	Field data collection completed and moving to data analysis and report preparation	Preparatory activities completed or close to completion (design of survey instruments, training, pilot test)
Kenya Turkey (2nd survey) Uganda Ukraine Zambia	Cambodia (2nd survey) Dominican Republic Ethiopia Georgia Guatemala Portugal (2nd survey) United Republic of Tanzania	Belize Brazil Colombia Costa Rica <sup>2</sup> Ecuador El Salvador Ghana Honduras Jamaica Nicaragua Nigeria Panama Philippines (2nd survey) Romania	Bangladesh <sup>1</sup> Chile <sup>1</sup> Malawi Mongolia <sup>1</sup> Nepal <sup>1</sup> West Bank & Gaza Strip
5	7	14	6

### C2. Status of sectoral or regional child labour surveys

Report available with the ILO	Report still to be finalized or yet to be published	Field data collection completed and moving to data analysis and report preparation	Preparation stage (training, design forms, pilot survey)
<b>Costa Rica:</b> domestic work	<b>Cambodia:</b> fishing, rubber, salt	<b>Bahamas:</b> tourism sector	<b>Dominican Republic:</b> Municipality of Samana, urban informal work
<b>Dominican Republic:</b> domestic work, sexual exploitation	<b>Côte d'Ivoire:</b> cocoa, coffee	<b>Barbados:</b> tourism sector	<b>Ecuador:</b> sexual exploitation
<b>Guatemala:</b> domestic work	<b>Dominican Republic:</b> tomatoes	<b>Chile:</b> sexual exploitation	<b>El Salvador:</b> fishing, garbage dumps, sexual exploitation, sugar cane
<b>Nicaragua:</b> domestic work, sexual exploitation	<b>Guatemala:</b> sexual exploitation	<b>Ecuador:</b> bananas, construction, flowers, garbage dumps, gold mining	<b>Haiti:</b> commercial agriculture, sexual exploitation
<b>Panama:</b> domestic work, sexual exploitation	<b>Honduras:</b> domestic work, garbage dumps, sexual exploitation, tobacco	<b>Guyana:</b> several sectors/ 8 communities	<b>Nepal:</b> domestic work, porters, ragpickers
		<b>Senegal:</b> fishing	<b>Senegal:</b> commercial agriculture
		<b>Suriname:</b> several sectors/ 10 communities	<b>Tanzania:</b> commercial agriculture, domestic work, mining, sexual exploitation
		<b>Tobago:</b> tourism sector	
		<b>Trinidad:</b> commercial agriculture/ domestic work/garbage dumps/sexual exploitation	

<sup>1</sup> Projects launched in 2002. <sup>2</sup> Project launched in 2002, field data collection completed.

### C 3. Investigating the worst forms of child labour through Rapid Assessments

Worst form of child labour	Africa	Asia	Europe & The Arab States	Latin America & the Caribbean
Bonded labour		Nepal		
Domestic work	Ethiopia South Africa <sup>1</sup>	Nepal Sri Lanka <sup>2</sup> Thailand		Brazil <sup>1</sup> El Salvador
Armed conflict		Philippines		
Drug trafficking		Philippines Thailand	Estonia	Brazil
Fishing				El Salvador
Garbage dump scavenging				El Salvador Guatemala
Coffee	Tanzania			
Flowers	Tanzania <sup>3</sup>			Ecuador
Sugar Cane				Bolivia El Salvador
Tea	Tanzania			
Tobacco	Tanzania		Lebanon	
Mining	Tanzania			
Porters		Nepal		
Ragpickers		Nepal		
Sexual exploitation	Madagascar Tanzania	Sri Lanka Viet Nam		Costa Rica El Salvador Jamaica
Trafficking		Mekong border area Nepal		
Urban informal economy	Tanzania			El Salvador
Working street children			Romania Turkey	
<b>Total (40)</b>	<b>10</b>	<b>13</b>	<b>4</b>	<b>13</b>

<sup>1</sup> Report based on national secondary data. <sup>2</sup> Report still to be finalized. <sup>3</sup> No children were found.

## ANNEX D. SELECTED PRODUCTS OF THE IPEC/OPS SPECIALIZED UNITS IN 2002

Major Outputs	Hazardous child labour & Child Labour Monitoring	Vulnerable groups (trafficking, sexual exploitation and bonded labour)	Education & Social Mobilization	Development and Labour Market issues, including TBP
<b>Guidelines and tools</b>	<p>Overview fact sheets on hazardous child labour in agriculture (cacao, coffee, grains and oilseeds, oil palm, sugarcane, tea, tobacco)</p> <p>Training manual and guide on child labour monitoring</p> <p>Prototype child labour monitoring database</p>	<p><i>The use of children in armed conflict in Central Africa: Rapid Assessment Manual</i> (F)</p> <p>Training manual on psychosocial counselling for trafficked youth</p> <p>Methodological guidelines for interventions against commercial sexual exploitation of children</p>	<p>Teachers' kit (8 additional languages)</p> <p><i>The Brazilian experience on Minimum Income Programmes linked to Education – an IPEC view</i></p> <p>Contributions to UNGEI Girls' Education Training Modules</p> <p>Guidelines on social mobilization</p> <p>Guidelines on trade unions and child labour</p>	<p>Building the knowledge base for the design of Time-Bound Programmes</p> <p><i>Eliminating the worst forms of child labour: An integrated and time-bound approach. A guide for Governments, Employers, Workers, Donors and other stakeholders</i> (F,S)</p> <p><i>The worst forms of child labour: Guidelines for strengthening legislation, enforcement and overall legal framework</i></p>
<b>Publications</b>	<p>Brochure on the process of identifying hazardous child labour in context of C. 182 in three languages</p> <p>Handbook for labour inspectors on child labour</p>	<p><i>Fighting commercial sexual exploitation of children – Good practices in Interventions in East Africa</i></p> <p><i>Combating trafficking in children for labour exploitation in West and Central Africa</i> (E, F)</p> <p><i>Unbearable to the human heart: Child trafficking and action to combat it</i></p>	<p><i>Education and child labour – an IPEC perspective</i></p> <p><i>Indigenous and tribal children: assessing child labour and education challenges</i></p> <p><i>Human rights approach to the elimination of child labour through free and compulsory education</i></p>	<p><i>Mainstreaming child labour in development and poverty reduction strategies</i></p>
<b>International or regional events</b>	<p>Major tripartite meeting on child labour and labour inspection, Harare, September 2001</p>	<p>Sub-regional workshop on the research methodology on child domestic labour in Central America, August 2001</p>	<p>G8 Education Task Force</p> <p>Working group on Education For All</p>	

Major Outputs	Hazardous child labour & Child Labour Monitoring	Vulnerable groups (trafficking, sexual exploitation and bonded labour)	Education & Social Mobilization	Development and Labour Market issues, including TBP
<b>International or regional events</b>	<p>Six regional meetings to organize hazardous child labour networks: Asia, Africa, Central America, South America, Southeast Asia, Arab States</p> <p>Two regional field staff consultations to review IPEC experience and to prepare initial guidelines and child labour monitoring</p>	<p>Asia Regional tripartite conference on child trafficking, October 2001</p> <p>Sub-regional workshop on good practices and lessons learned in action to combat commercial sexual exploitation of children in E. Africa, June 2002</p> <p>Central America Sub-regional TriPartite Conference on Child Domestic Labour, April 2002</p> <p>Asia Regional tripartite Conference on Child Domestic Labour, October 2002</p>	<p>Hosted technical meeting for UNGEI, Geneva</p> <p>Workshop in APEC HRD working group meeting, Mexico</p> <p>World Conference on Education and congress of GCE, New Delhi</p> <p>Bolsa Escola Conference, Brasilia, 2002</p>	