



INTERNATIONAL LABOUR OFFICE
International Programme
on the Elimination of Child Labour
IPEC

IPEC action against child labour

Achievements, lessons learned and indications for the future (1998-1999)

October, 1999, Geneva

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International Labour Office

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**ACHIEVEMENTS, LESSONS LEARNED AND
INDICATIONS FOR THE FUTURE
(1998-1999)**

OCTOBER 1999, GENEVA

TABLE OF CONTENTS

I.	EXECUTIVE SUMMARY	1
II.	UPDATE ON IPEC: FACTS AND FIGURES	3
	Quantifying the problem	
	<i>Child labour in the world today</i>	3
	<i>Identifying the most hazardous forms of child labour</i>	3
	The response	
	<i>IPEC partners: a 90 country alliance</i>	4
	<i>Trends in programme activities</i>	5
	<i>Expenditures</i>	5
	<i>The IPEC approach at a glance</i>	7
III.	ACHIEVEMENTS	9
	Broad achievements	9
	Quantifying the impact of IPEC	10
	The qualitative dimension	11
	<i>Mature country programmes</i>	11
	<i>New country programmes</i>	13
	<i>Preparatory countries</i>	14
	Upgrading monitoring and evaluation procedures	15
	<i>IPEC's monitoring and evaluation structure</i>	15
	<i>Evaluations during 1998-99</i>	16
	<i>Improving monitoring and evaluation procedures</i>	19
IV.	LESSONS LEARNED	21
	Broad-based multi-sectoral action	21
	Action against the worst forms of child labour	24
	ILO-IPEC partners	26
	Mainstreaming successful approaches and achieving sustainability of impact	28
	Monitoring and social protection	29
	Improving the knowledge basis	31
	The Worldwide movement	31
V.	CHALLENGES AHEAD	35
	Annexes	37
	Annex I: Regional overviews	37
	Annex II: Impact on children, parents and communities	46
	Annex III: Financial tables	48

I. Executive summary

Several landmark initiatives during the past two years give reason for hope that the elimination of child labour is a feasible objective. Hundreds of thousands children throughout the world participated in the Global march to ban child labour. In 1998, the adoption of the ILO Declaration on Fundamental Principles and Rights at Work provided the Organization with a powerful tool against child labour. And the unanimous adoption of the Convention on the Worst Forms of Child Labour, 1999 (No. 182) and its accompanying Recommendation by the delegates at the International Labour Conference at its 87th Session, was the culmination of years of experience leading to a commitment by nations, irrespective of their economic situation, to deal immediately with the problem of the worst forms of child labour.

This report outlines the most salient events, progress made and challenges faced by IPEC over the last two years and sets out the main directions and priorities for the future.

Chapter II provides an update on IPEC, including a brief overview of the extent and magnitude of the problem, the partners involved, programme activities, expenditures and the core approach. The chapter starts off with a short review of the challenge that quantifying the problem still represents, in particular for the most hazardous forms of child labour and IPEC's response through its Statistical Information and Monitoring Programme on Child Labour (SIMPOC). It continues with an overview of the growing commitment at national and international level to address the problem – exemplified inter alia in the fact that IPEC has evolved into a global partnership of close to 90 countries and has been able to expand its activities thanks to the continued confidence of donors in the approach of the Programme – and ends with a summary of the IPEC approach and strategy.

Chapter III highlights the achievements of the Programme, touching also briefly on monitoring and evaluation issues. The chapter illustrates that the Programme continued to provide services aimed at strengthening the capacity of ILO constituents in addressing the problem.

Major achievements included: i) the introduction of an innovative process of workplace monitoring and social protection for affected children and their families; ii) the progress made in mainstreaming child labour into the policies, programmes and budgets of partner organizations; iii) the intensification of efforts to target the worst forms of child labour through the development of large programmes aimed at removing children from some of the most abhorrent forms of child labour in Asia and Latin America; iv) the major expansion of the Programme achieved in Africa; and v) the estimated 130,000 working children that have benefited directly from the Programme during 1998-99 and experienced an improvement in their lives. The chapter ends with an update on recent evaluation results and IPEC initiatives to prepare for a new monitoring and evaluation strategy and system.

Chapter IV analyses the key lessons learned and their implications for future activities in the areas of: broad-based multi-sectoral action; action against the worst forms of child labour; the role of the various IPEC partners; the importance of mainstreaming successful approaches and achieving sustainability of impact; the emerging model of workplace monitoring and social protection; the continuing challenge to improve the knowledge basis on child labour; and finally IPEC's contribution towards the worldwide movement against child labour.

Chapter V, as a conclusion to the report, looks at the challenges ahead. It points out that the sheer magnitude and complexity of the problem require a continuous process of improving performance and fine-tuning approaches and explains how the ILO through the creation of the InFocus Programme on child labour and the specific goals it has identified for the future will respond to this challenge.

II. Update on IPEC: facts and figures

QUANTIFYING THE PROBLEM

Child labour in the world today

Child labour has always existed in one form or another. Yet, its actual magnitude, nature, determinants, consequences and distributions have never been fully quantified. In the early 1990s, the ILO launched an extensive investigation in some 220 countries and territories, which showed that the main reason for the dearth, and in many cases complete lack of statistics on working children was the absence of an appropriate survey methodology. Consequently, special survey methodologies (including survey instruments, definitions and classifications) were designed and thoroughly tested through experiments in a number of countries.

Based on these experiments estimates for developing countries were produced in 1996 on the size of economically active children at regional and global levels. In total, there were 250 million children 5-14 years old who were engaged in economic activities worldwide – at least 120 million of them were on a full-time basis – while the others were combining their work with schooling. Regionally, Africa has the highest incidence of child labour, with approximately 41% compared with 22% in Asia and 17% in Latin America. However, Asia has the largest number of child workers. These estimates have been internationally accepted and continue to be quoted worldwide as ILO figures.

Identifying the most hazardous forms of child labour

One important statistical effort has been to begin to quantify the most hazardous forms of child labour. As more surveys have been conducted more detailed estimates have been made for a large number of countries indicating the extent of work-related injuries and illnesses sustained by the children. The survey results proved that a large number of working children are affected by various hazards – more than two-thirds (69%) of them in some countries. Many (up to 20% in some instances) suffer actual injuries or illness.

Box I

Answering the questions on child labour: SIMPOC

The Statistical Information and Monitoring Programme on Child Labour (SIMPOC) was launched in January 1998 as an integral part of IPEC, to assist ILO member countries in collecting and generating comprehensive and comparable quantitative and qualitative data on child labour. Specifically, it is aimed at establishing:

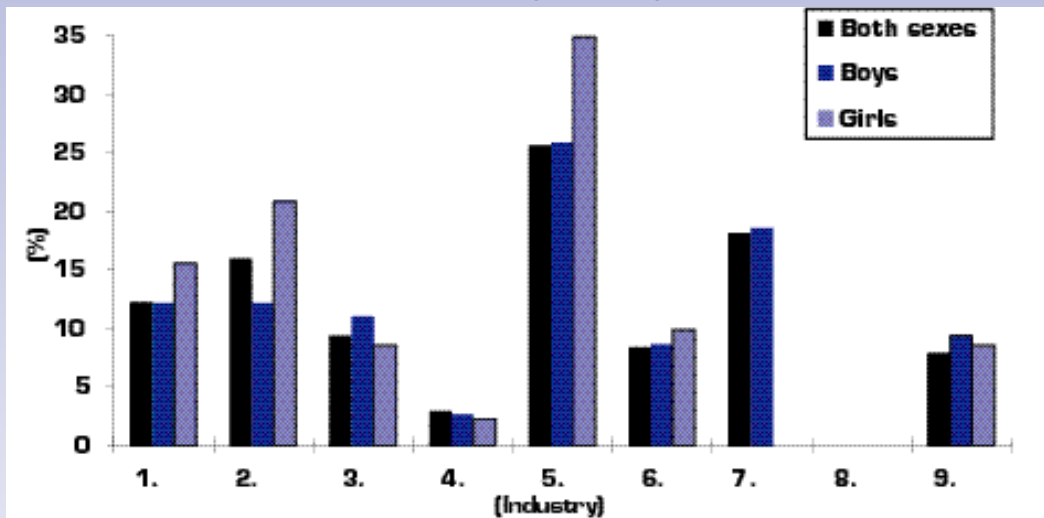
- A programme for the collection, use and dissemination of tabulated and raw quantitative and qualitative data to allow study of the scale, distribution, characteristics, causes and consequences of child labour;
- A basis for child labour data analysis to be used in planning, formulating and implementing multi-sectoral integrated interventions, monitoring the implementation, and assessing the impact of policies and programmes;
- A database on child labour consisting of quantitative and qualitative information;
- Comparability of data across countries.

Before the programme, between 1993-1997, a total of 11 national child labour surveys were conducted. Since the programme began last year, child labour surveys are being carried out in 15 countries. Results of these surveys are expected in late 1999 and in 2000. For the first time, child labour surveys have been carried out in Eastern Europe (Ukraine and Georgia), and in an industrialized country (Portugal).

These include punctures, broken or complete loss of body parts, burns and skin diseases, eye and hearing impairment, respiratory and gastrointestinal illnesses, fever, headaches from excessive heat in the fields or factories. The surveys so far carried out have assisted in identifying the specific industries and occupations which are harmful to children. Although more than two-thirds (70.4%) of all working children are found in the agricultural sector, the worst incidences of injuries and illnesses occur in construction, mining and transport sectors – particularly for girls (*see figure 1*).

Figure 1

Distribution of injuries/illnesses per 100 economically active children, by industry and sex

**Note:**

1. Agriculture, hunting, forestry and fishing;
2. Mining and quarrying;
3. Manufacturing;
4. Electricity, gas and water;
5. Construction;
6. Wholesale and retail trade, restaurants and hotels;
7. Transport, storage and communication;
8. Financing, insurance, real estate and business services (negligible);
9. Community social and personal services.

Source: Ashagrie K., «Statistics on Working Children and Hazardous Child Labour in Brief », Bureau of Statistics, ILO (Geneva 1998).

THE RESPONSE

The IPEC partnership: a 90 country alliance

Launched in 1992 as a single donor programme with 6 participating countries, the International Programme on the Elimination of Child labour (IPEC) has evolved into a *global partnership of nearly 90 countries*. The Programme is playing a vital global leadership role, with action programmes in Asia, Africa, Latin America and Europe, as well as mobilizing international support for action against child labour. Many governments still lack the capacity to effectively address the problem and a growing number are seeking assistance from the ILO. There are now 37 participating countries which have signed a Memorandum of Understanding with IPEC, while about another 30 countries are involved in the programme in a less formal way (see box 3). Combined with the 19 donor

countries, this represents an alliance of close to 90 countries.

Donor support for IPEC during 1998-99 reached unprecedented levels. Today IPEC enjoys the support of 19 donor countries and 4 contributing organizations (see box 2). First time contributions came from Austria, Finland, Japan, Poland, Sweden and the Comunidad Autonoma de Madrid. The Government of Germany and Spain continued to be the largest core contributors while The United States of America¹, followed by the United Kingdom², became the largest project-specific contributors during 1998-99. The initiatives of the Italian Social partners and the Japanese Trade Union to provide financial support for IPEC have been most encouraging. A

¹ At the end of 1998, the United States made a pledge of \$29.5 million to the programme.

² The United Kingdom (DFID), through its offices in Bangkok and India, made pledges of support to the IPEC programme for a total of about US\$ 9 million in 1999.

substantial improvement was made during this period in mobilizing resources at country level because of decentralized decision-making by a growing number of donors or funding agencies. Also noteworthy is the substantial cost-sharing, which was achieved at the country level for various projects with both public and private counterpart agencies.

Trends in programme activities

The IPEC operational structure at the national level has undergone changes in recent years. There has been a noticeable shift from core funding to project-specific contributions, with the latter proportionally becoming larger. As a result, national country programmes featuring individual action programmes financed from a fixed biennial budget are no longer the only trademark of the Programme. Large-scale projects focussing on a specific target group and/or geographical area have emerged alongside the country programme and have in a few countries become much more important, in terms of size and impact. Country programmes financed through core contributions remain an important element of the IPEC strategy, in particular in countries where the experience in dealing with child labour is still limited and experimentation is still necessary. Finding mechanisms to ensure a smooth transition from the country programme approach to targeted large-scale projects is a challenge to

Box 2

THE ILO-IPEC DONORS

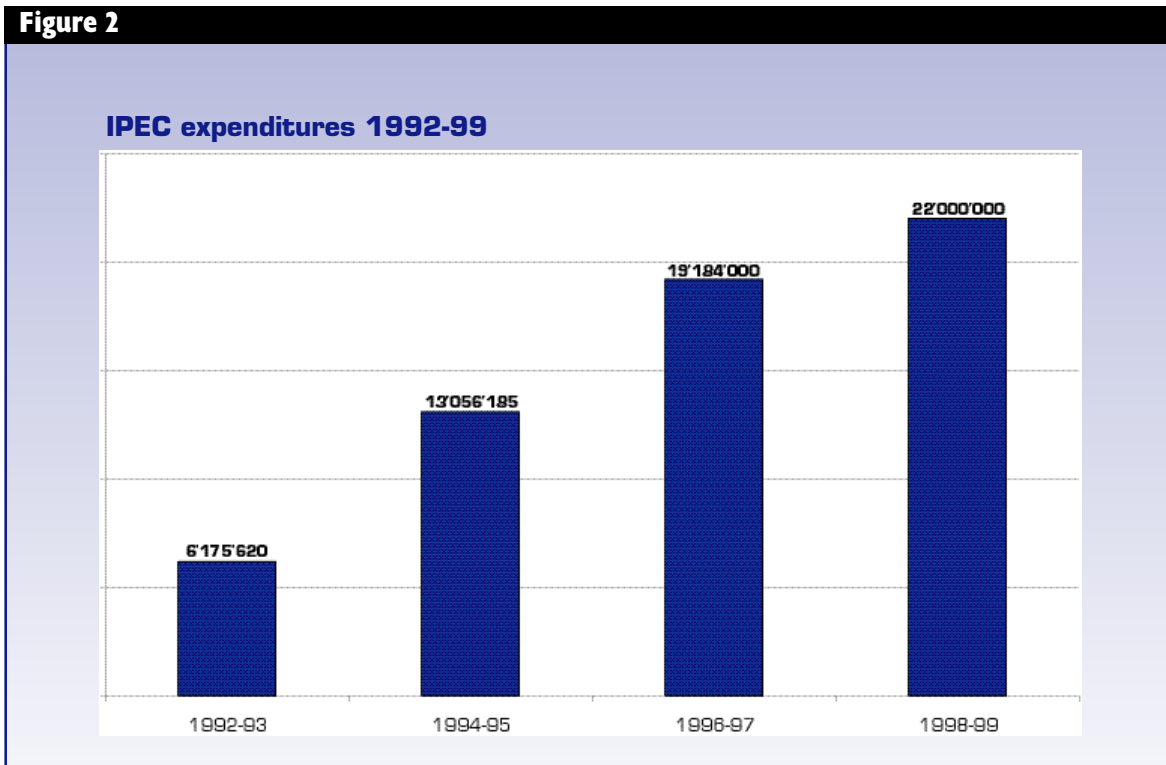
- Since 1991: Germany
- Since 1992: Belgium
- Since 1995: Australia, France, Norway, Spain, the United States of America
- Since 1996: Canada, Denmark, Italy, Luxembourg, the Netherlands
- Since 1997: European Commission, Italian Social Partners Initiatives, Switzerland, United Kingdom
- Since 1998: Austria, Finland, Japan, Poland, Japanese Trade Union Confederation (RENGO)
- Since 1999: Sweden, Comunidad Autonoma de Madrid

which IPEC has devoted considerable attention during the biennium under review.

Expenditures

Total expenditure of the programme since its inception in 1992 and up to September 1999 amounted to some 57,138,234 US\$. This figure should be viewed against the total amount of 96,291,943 US\$ already paid up by donors during the period 1992-99, a considerable part of which was only recently received. As figure 2 below illustrates expenditures doubled in the

Box 3	
Countries that have signed the MOU	Countries associated with IPEC
Africa Benin, Burkina Faso, Egypt, Kenya, Madagascar, Mali, Senegal, South Africa, Uganda, United Republic of Tanzania	Burundi, Cameroon, Chad, Ethiopia, Equatorial Guinea, Gabon, Malawi, Morocco, Niger, Rwanda, Togo, Zambia, Zimbabwe
Arab States	Jordan, Lebanon, Syria, Territories under Palestine Authority, Yemen
Asia Bangladesh, Cambodia, India, Indonesia, Nepal, Mongolia, Pakistan, Philippines, Sri Lanka, Thailand	China, Vietnam, Laos
Europe Albania, Turkey	Georgia, Kyrgyzstan, Romania, Russia, Ukraine
Latin America and the Caribbean Argentina, Bolivia, Brazil, Chile, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Nicaragua, Panama, Paraguay, Peru, Venezuela	Colombia, Haiti, Mexico, Uruguay

Figure 2

1994-95 biennium over the 1992-93 levels, rose with close to another 50% in the 1996-97 biennium rose again at a slower rate in the 1998-99³ biennium. Annex 3 provides the financial details.

ILO Regular Budget resources for activities aimed at combatting child labour have increased in tandem with the sharp rise in extra-budgetary resources received. The 1998-99 regular budget included approximately 8.2 million dollars for child labour activities in regional and headquarters departments.

³ Expenditures by the time of writing this report (September 1999) amounted to US\$ 18,729,500 - a conservative estimate is that they will reach US\$ 22 million by the end of 1999.

The IPEC approach at glance

The aim of IPEC is the progressive elimination of child labour, giving priority to its worst forms. The political will and commitment of individual governments to address child labour – in cooperation with employers' and workers' organizations, non-governmental organizations and other relevant parties in society – is the basis for IPEC action. Member States confirm this commitment by signing an MOU with the ILO to initiate action within the framework of IPEC. The **"worst forms of child labour"** as defined in Convention No 182 comprise: all forms of slavery or practices similar to slavery, such as the sale and trafficking of

children, debt bondage and serfdom and forced or compulsory labour, including forced or compulsory recruitment of children for use in armed conflict; the use, procurement or offering of a child for prostitution, production of pornography or pornographic performances; the use, procurement or offering of a child for illicit activities, in particular for the production and trafficking of drugs; work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children. The Convention also requires States to take account of the special situation of girls.

New strategic features (2000-2001)

at the policy and programme level

- The Declaration on Fundamental Principles and Rights at Work adopted in 1998, Convention N°138 and Convention N°182 and their accompanying recommendations will provide the policy framework for IPEC.
- An increased emphasis on the worst forms of child labour.
- A significantly enhanced campaign on the elimination of child labour.
- Intensified collection of data and the integration of statistical information, analysis and further research into designing policies and programmes, technical cooperation and advocacy.

at the management level

- IPEC is forming part of a new structure, combining all areas of work of the ILO on child labour into a single unit. The Programme is based on three fundamental operational pillars: Knowledge, Service and Advocacy.
- Managerial support is being strengthened, including increased attention to monitoring and evaluation.
- Structures and procedures are being streamlined through implementation of the recommendations made in the external management review of IPEC.

The country programme approach

Following the signing of an MOU, IPEC support is based on a phased, multi-sectoral strategy with the following elements:

- Encourage ILO constituents and other partners to begin dialogue and create alliances
- Determine the nature and extent of the child labour problem.
- Assist in devising national policies to counter it.
- Set up mechanisms to provide in-country ownership and operation of a national programme of action.
- Create awareness in the community and the workplace.
- Promote development and application of protective legislation.
- Support direct action aimed at preventing child labour or withdrawing children from work.
- Replicate successful projects.
- Integrate child labour issues systematically into social and economic development policies, programmes and budgets.

Comprehensive and integrated projects

In places where country programmes are already in place with a firm political commitment, IPEC action will focus on targeted projects to eliminate child labour in specific hazardous sectors or selected industries. These projects generally include work place monitoring and social protection components and cover specific industrial sectors or geographical areas. They establish systems that withdraw children from specified workplaces, seek to keep the workplaces child labour-free, and ensure that children withdrawn from work and their families are provided with feasible developmental opportunities.

III. Achievements

BROAD ACHIEVEMENTS

The primary measure of IPEC's impact is the extent to which it has initiated a process of change in the behaviour and work of local communities, governments, and the international community-at-large. IPEC has identified specific criteria for measuring this impact, including: an enhanced campaign against child labour and increased requests for information around the world; new approaches and models developed to deal with the problem; policy commitments, including legal reform; increased interest in international instruments on child labour and increased interest for technical assistance.

Measured against these broad indicators of success, IPEC has performed as follows:

- Child labour has emerged as one of the most important global issues of our times and international cooperation on the issue has been strengthened over the last few years.

In 1998-99, unprecedented attention focused on child labour. The Global March Against Child Labour, with key support from IPEC, developed a worldwide network of political leaders and activists in many countries, raising awareness and understanding of the issue. In 1999, IPEC launched a global advocacy campaign – both to greatly enhance support for action against child labour and for ratification of Convention 182. Printed and electronic materials have been produced and are being distributed globally.

- IPEC has done ground-breaking work, both in developing new approaches and models on effectively removing children from work, as well as statistical information gathering and monitoring.

After a period of broad-based experimentation characterised by small, tailor-made action programmes, IPEC is now rapidly moving into a larger and more comprehensive approach. These projects – examples of which include the soccer ball project in Pakistan and the garment sector project in Bangladesh – generally include work

place monitoring and social protection components and cover specific industrial or employment sectors or geographical areas. SIMPOC refined its strategy, methodology and instruments to collect and utilize child labour data. During this biennium, surveys were initiated in 15 countries and results of these surveys are expected in late 1999. Plans for surveys in 20 to 30 more countries are on the drawing board. IPEC plays an increasingly important role as a centre of information and expertise on child labour and networks actively with key partners, including other UN agencies and international NGOs.

- Many IPEC participating countries have adopted national policies and programmes of action against child labour and introduced legislative reforms.

There are numerous examples of promising policy and legislative initiatives undertaken during the period under review. Notable examples include: a constitutional amendment raising the minimum age for admission to employment to 16 years in Brazil (1999); a widening of the scope of the Child Labour (prohibition and regulation) act in *India* by increasing the number of prohibited occupations from 7 to 13 and the number of prohibited processes from 18 to 51 (1999); a 5-year “national plan against the sexual exploitation of children” in *Cambodia* (1999); a new minors code in Costa Rica and Nicaragua expressly prohibiting child labour adopted (1998); the adoption in *Senegal* of Law No 90-05 for the protection of underage children against violence and sexual exploitation (1999); and the passage of a law in *Turkey* extending the minimum time a child has to attend school from 5 to 8 years (1999).

- There is renewed interest in the development and promotion of international labour standards as demonstrated in the improved ratification record of Convention No. 138 and the global consensus that was reached on 17 June 1999 on a new international human rights instrument: the Worst Forms of Child Labour Convention - No 182.

The positive role IPEC has played in encouraging wider ratification of Convention No. 138

and in fostering interest and support for the new Convention No. 182 is widely recognized. Ratifications of Convention No 138 in IPEC partner Countries during 1998-99 include *Chili, China, Dominican Republic, Egypt, Ethiopia, Indonesia, Philippines, Tanzania and Turkey*, while *Brazil, Cambodia, Columbia, Ecuador, Paraguay, Sri Lanka, Thailand, Senegal and Mongolia* have initiated procedures that may lead to an early ratification of the Convention. All IPEC participating countries have expressed strong support for the new Convention and some of them, including *Argentina, Chile, Egypt, Indonesia, Rwanda, Nepal and the Philippines* already have put the ratification process in motion.

- A large and growing number of ILO member States are seeking assistance from the ILO in the field of child labour through the IPEC programme.

Requests by member States for IPEC assistance remained strong. Asia: In *Mongolia* a full-fledged IPEC programme is about to start and preparations are underway with *Laos* and *Vietnam*. Africa: Burkina Faso, Madagascar, Mali and Uganda started country programmes during this biennium and preparatory activities were started and funding secured to launch full-fledged programmes in 4 more countries in the region (*Ghana, Morocco, Nigeria and Zambia*) Latin America: Near full coverage has already been reached in the region, but the intensity and scope of activities was expanded through new sub-regional programmes. Europe: Albania joined the programme in 1999 and funding was secured for a programme on street children in St. Petersburg and a country programme in Romania.

QUANTIFYING THE IMPACT OF IPEC

The IPEC programme always has emphasized that simply removing a few thousand or even hundreds of thousands of children from work will not lead to a sustainable solution to the problem, unless combined with efforts to develop the capacity of national mechanisms and processes to deal efficiently with the problem. The ultimate responsibility in withdrawing children from work and providing them and their families with durable and meaningful alternatives rests with Governments and other major players in civil society. The impact of IPEC therefore has to be reflected in the process whereby IPEC experiences are incorporated into larger programmes, of which sustainability is guaranteed *through regular government or other budgetary resources*.

Nevertheless, it is clear that models of interventions must demonstrate that they actually lead to an improvement in the child labour situation.

- Recent IPEC experiences, mainly in programmes that have a monitoring and verification component, have shown it is possible to make entire sectors in selected geographical areas child labour-free. Programmes in Pakistan and Bangladesh – i.e. garment sector and soccer ball industry – have removed thousands of children from work, provided them with alternatives and ensured they are not replaced by other children.
- In all its activities, IPEC promotes the development of modest models for providing basic assistance and services **for as many child workers as possible** – which should be affordable and replicable by the countries involved. Although efforts to track the benefits IPEC target groups derive from the Programme still need to be systematized, a review of activities during 1998-99 shows that the impact of the Programme on children, their families and the communities in which they live has been considerable:
 - An estimated **130,000 children** have benefited directly from “child labour-related services” provided by IPEC partners during the current biennium only;

- Of these 130,000 children, close to 16% were withdrawn from work or intercepted from being trafficked and about 11 % removed from hazardous working conditions and provided with a safer working environment;
 - A considerable portion (about 20%) was mainstreamed into the formal education system;
 - The remaining children benefited from miscellaneous services, such as non-formal education, pre-vocational training, health services and legal aid.
- The programme also had an impact on the **families and communities** in which they live:
- More than 5000 families of working children benefited from income-generating schemes;
 - About 1250 self-help groups were set up for parents;
 - And about 290 community committees were established or mobilized against child labour.

More details about the quantitative achievements of IPEC by participating country during 1998-99 are provided in Annex 2. These figures do not include the much larger but hard to quantify number of children and families that have been reached through capacity-building efforts, awareness-raising campaigns and other activities of a preventive nature. Nor do they include the activities that were organized for intermediate partner groups, such as labour inspectors, government officials, trade union members, employers, etc. – the results of which certainly also have benefited a much larger number of children.

THE QUALITATIVE DIMENSION

The Programme and Budget document for 1998-99, formulated in October 1997, identified specific objectives to be achieved for the period under review.

Mature country programmes⁴

Objective 1:

To identify successful approaches to combat child labour and promote their replication and expansion (mainstreaming) into social and eco -

nomie development policies, plans and programmes and budgets of organizations and to start phasing-out ILO/IPEC support over the next two to three biennia.

Achievements:

In first- and second-generation countries, considerable progress has been made in changing perceptions and attitudes towards child labour. An important indicator of progress in sustaining long-term action against child labour is the extent to which these concerns are reflected in official government policies, programmes and budgets. Manifestations and indicators showing that this process has taken firm root are inter-alia reflected in:

■ **The creation/designation of responsible, accountable institutions and organizations to sustain action:**

in *Kenya* action programmes have empowered communities and child labour committees are now in place in several districts; in *Brazil* additional state and local forums were established during 1998-99 as part of the National Forum for the Prevention and Elimination of Child Labour, which continued to promote concerted action through the implementation of Integrated Action Programmes (*PAI*); in *Turkey* the Child Labour Unit of the Ministry of Labour and Social security is now widely recognized as the focal point for child labour activities in the country; in *Bangladesh* the Ministry of Labour and Employment has introduced child labour in its Tripartite Consultative Council (*TCC*); in the *Philippines* IPEC partners are increasingly taking the lead in planning, implementation, assessment and evaluation of child labour activities in the country – and a Magna Charta on child labour was formulated by programme partners in February 1999.

⁴ Depending on the biennium during which they joined the Programme, countries are categorized as first (1992-93), second (1994-95), third (1996-97) or fourth (1998-99) generation. Mature country programmes are the first and second generation countries; Bangladesh, Brazil, India, Indonesia, Kenya, Nepal, Pakistan, Philippines, Tanzania, Thailand and Turkey.

■ **The allocation of government, private and other technical and financial resources to enable action:**

in *Bangladesh* the Government allocation for the education sector in the 1998-1999 national budget was the highest amongst sectoral allocations; In *Brazil* within the PAI framework, federal resources are allocated annually for the provision of grants to families that withdraw their children from work; the Government of *India* made a budgetary allocation of Rs. 2486 million for child labour projects during the ninth 5-year plan (1998-2002); in *Nepal* the Government has given priority to the abolition of bonded labour and the elimination of child labour in its ninth 5-year plan (1998-2002) and has secured substantial resources from the World Bank to reduce drop-out rates through its basic and Primary Education Project (BPEP); in *Indonesia*, despite the impact of the economic crisis, the Department of Policy Planning and the Ministry of Education are increasingly allocating budgetary resources for child labour; in *Pakistan* the Government Welfare Agency (PBM) established 30 full-time schools in various parts of the country, called national Centres for the Rehabilitation of Child Labour; in *Kenya* a cabinet policy paper on child labour is currently being reviewed by the parliament, if passed there will be budgetary resources for its implementation; in *Pakistan* and *Bangladesh*, substantial cost-sharing was achieved with the employers for projects targeting the garment, soccer ball and carpet industries.

■ **The replication and expansion of successful action programmes and projects:**

the child labour monitoring and verification project for the Garment sector in Bangladesh has entered its second phase and commitments have been obtained from the Bangladesh Garment Manufacturing Export Association and the Ministry of Labour and Employment for its continuation after IPEC withdraws support in June 2000; in *Indonesia* an action programme to monitor child labour elimination efforts into the Government's poverty alleviation programme led to an instruction to all provincial governors to allocate

budgetary resources for the continuation of this activity; in *Thailand* child labour provincial planning models tested with IPEC support were replicated and the Ministry of Education developed child labour teaching guidelines that were integrated in the primary school curriculum in 1998; in *Turkey* a model to support working street children is being replicated in *Diyarbakir* with government resources.

Objective 2:

To strengthen the capacity of old and new IPEC partner organizations to address the problem of priority target groups (worst forms of child labour) which have so far not or not sufficiently been covered by the programme.

Achievements:

Strengthening institutional structures to deal with child labour – including those of the private sector, NGOs and communities – is a continuous process that starts from the moment a country joins the Programme. Mature country programmes directed their attention during this biennium to the specific need for strengthening the capacity of partners to address the worst forms of child labour.

- Building on the experience gained in the field of preventing worst forms of child labour, capacity-building efforts in *India*, *Thailand*, *Turkey* and *Philippines* emphasized the **evaluation of models for replication**, technical training, networking, and information sharing.
- **Mobilizing local communities** in targeting the worst forms of child labour turned out to be particularly effective in sectors beyond the reach of the formal inspection system. In *Tanzania*, setting up child labour committees in 20 villages resulted in the removal of 242 children from mining sites and domestic service.
- **Workers' and Employers' organizations have gone beyond awareness-raising efforts** and are increasingly involved in activities that effectively remove children from hazardous and abusive forms of work. In *Brazil*, the Rural Trade Union of Retirolandia withdrew 250 children from work in sisal processing

and quarries, while the National Confederation of Industry implemented an action programme resulting in the withdrawal of 358 children from prostitution and their rehabilitation through education and vocational training.

■ **Strategically targeted programmes** were initiated for bonded child labourers (*Nepal, Pakistan*). In *Nepal*, the Ministry of Land Reform and Management established a high-level National Task Force, formed 5 district task forces and a considerable number of children were withdrawn from bondage through various action programmes. Research on the trafficking of children resulted in the design of comprehensive regional programmes for *South Asia* and the *Mekhong* region. In *India* integrated area-specific programmes are about to be launched in collaboration with the National Child Labour Project Societies in 7 districts with a high concentration of hazardous or abusive child labour. In *Peru, the Philippines* and *Tanzania*, action programmes targeting children in mines and quarries served as a basis to develop larger programmes for replication in other countries. Action programmes targeting children, mainly girls, in domestic service in *Brazil, Kenya, Pakistan* and *Philippines* have pushed the issue higher on the agenda and larger programmes are under development.

■ **Strengthening law enforcers** (labour inspectors, police officers, judges), so they are more sensitive to the issue, was high on the agenda in *Brazil, Indonesia, India, Philippines, Thailand* and *Kenya*. The various courses organized have significantly increased awareness about child labour and enforcement models are now being put in place.

New country programmes⁵

Objective 3:

To mobilize and strengthen the capacity of a broad alliance of partner organizations at the governmental and non-governmental level to develop coherent and integrated plans of action on child labour at the national and local levels

Achievements:

Governments alone cannot solve the child labour problem. Concerted and effective action can be taken via formulation of a coherent national policy and programme of action, as well as the forging of broad local and national social alliances. These alliances should be based on the goal of achieving synergistic cooperation, in which each partner's skills and resources complement the others. Capacity-building of partners through training and immersion in concrete hands-on activities, as well as experimenting with various approaches to deal with the problem, are equally important. In all the third- and fourth-generation countries, this process has started or has already generated concrete results.

■ Preparation of a report on child labour and development of priorities for action during a planning workshop are the first steps in **mobilizing broad social alliances**. In third-generation situations – mainly Latin American countries (*Argentina, Columbia Costa Rica* and *Nicaragua* for example) – the “planning and mobilization” phase started in the previous biennium. These countries are now slowly moving into a more advanced stage of developing approaches for replication. In fourth-generation countries, research, and planning workshops were still high on the agenda. In *Madagascar*, multi-disciplinary teams were trained to collect data in 6 provinces. This resulted in an analytical report and a planning workshop in April 1998, during which a national policy on child labour was adopted. Similar exercises, although with different approaches in terms of data collection, were undertaken in *Benin, Cambodia, Dominican Republic, Egypt, Senegal* and *Mali*.

■ National Steering Committees, Child Labour Units in the Ministry of Labour, NGO networks and community organizations are all essential in streamlining, guiding and sustaining action against child labour. IPEC fosters

⁵ New country programmes are third and fourth generation countries: *Argentina, Benin, Bolivia, Cambodia, Chile, Costa Rica, Dominican Republic, Ecuador, Egypt, El Salvador, Guatemala, Honduras, Madagascar, Mali, Nicaragua, Paraguay, Panama, Peru, Senegal, Sri Lanka, Venezuela.*

and supports the creation and **strengthening of such institutional mechanisms**. In Sri Lanka, the lead role of the Women and Children's division of the Department of Labour in motivating and coordinating action against child labour is now widely recognized. In *Benin, Mali and Senegal*, workshops and national conferences on child labour, bringing together all local actors and relevant UN agencies, have resulted in the creation of solid coalitions against child labour. In the *Dominican Republic*, social mobilization efforts resulted in a network at the national and local level, involving more than 50 public and private institutions. And in Argentina, awareness-raising seminars at the municipal level resulted in Municipal Declarations on the Prevention and Elimination of Child labour and the establishment of various local communities on child labour.

- Capacity was strengthened through **implementation of action- and mini-programmes** in various fields. In *Benin, Cambodia, Mali and Madagascar*, partners were trained on project design, management and evaluation prior to the start of their action programmes. In Argentina, Bolivia, Columbia, Ecuador, Nicaragua, Paraguay and Peru, action programmes addressed the problems of street children and children in brick-making and small-scale mines. While in *Cambodia, the Dominican Republic and Nicaragua*, labour inspectors were trained on child labour issues.

Objective 4:

To make a start in replicating and expanding successful approaches within the regular programmes of partner organizations and other relevant actors in the public and private sector.

Achievements:

While a good start was made in identifying and replicating some of the more successful approaches, in particular in third-generation countries, it may be too early to expect solid results at this point in time. It generally takes a minimum of 3 to 4 years of broad-based experimenting with action programmes, before a country programme can move into a more consolidated stage.

In *Cambodia*, an education package for the provision of non-formal education to working children who cannot be accommodated in formal schools, has great **potential for wider use** all over the country by the Department of Non-Formal Education. In *Sri Lanka*, a training programme for labour officers, probation officers, and police officers at a common forum resulted in an improved enforcement record and is widely seen as a **promising model** for replication and expansion. Building on earlier work targeting child labour in the firework industry and stone quarries in *Guatemala*, international, national and local resources were mobilized to expand activities. In Chacabuco, Argentina, 129 children were withdrawn from hazardous work in the brick-making industry and **the model applied will be replicated** in three other municipalities. In *Peru*, the experience generated by two action programmes provided the basis for the development of a large subregional programme to prevent and eliminate child labour in small-scale traditional mining in *Bolivia, Ecuador and Peru*.

Preparatory countries⁶

Objective 5:

To identify specific child labour problems (research, surveys), potential IPEC partners, specific programmes and projects and mobilize resources.

Achievements:

The 1998-99 biennium was marked by a dramatic increase in donor support to IPEC, demonstrating a growing confidence of donors in the ILO as a lead agency in this field. Consequently, a considerable amount of time was devoted to programme development. Surveys and rapid assessments were undertaken in various countries to provide the baseline data for programme development. In total about 30 national and subregional programme documents were prepared, involving local partners and following the logical framework approach, resulting in financial pledges of support close to US\$ 50 million.

⁶ Preparatory countries are basically those interested in joining the programme but still needing to sign an MOU. For the purpose of this section, the term also covers countries that only signed the MOU recently and/or those for which financial resources still needed to be secured.

- In **Asia**, programming work was undertaken for Cambodia, Lao PDR, Mongolia, Vietnam, Yunnan Province (China). Moreover, newly developed subregional programmes – targeting the trafficking of children and child labour in the fishing and the footwear sector – include these new countries or have the potential to do so at a later stage.
- In the **Arab States**, national studies on child labour were carried out in Jordan, Lebanon, Syria and the Territories under Palestine Authority, while a national strategy and plan of action was developed for Yemen. In the Territories under Palestine Authority, SIMPOC is also carrying out a national survey on child labour.
- The region where expansion was most pronounced is definitely **Africa**. Programme development for this region enabled IPEC to secure funding to start or expand activities in 13 countries in the region (Burkina Faso, Ethiopia, Ghana, Madagascar, Mali, Morocco, Niger, Nigeria, Rwanda, Togo, Uganda, Zambia and Zimbabwe). A programme for children working in hazardous occupations in commercial agriculture was designed for 6 countries in *Eastern and Southern Africa*, based on existing and successful experiences in combatting child labour on commercial farms and plantations in Kenya and Tanzania. SIMPOC initiated surveys in Ghana, Namibia, South Africa, Zambia, and Zimbabwe .
- In **Latin America and the Caribbean**, Belize became associated with IPEC during this biennium through its involvement in a comprehensive data-gathering exercise on child labour in Central America. Haiti also became associated with IPEC through a large project focussing on child domestic workers.
- Programme development and resource mobilization for **Central and Eastern Europe** resulted in country programmes for Albania and Romania and a pilot programme on street children in St. Petersburg. Under SIMPOC, child labour surveys are being carried out in

Georgia and Ukraine and one is being planned for Romania.

UPGRADING MONITORING AND EVALUATION PROCEDURES

IPEC's monitoring and evaluation structure

IPEC's monitoring and evaluation procedures are based on established ILO principles, i.e. workplans, progress reviews, self-evaluation and independent evaluation. Over the years as the programme developed and experience and knowledge was gained as to the specific requirements of IPEC, these procedures have been streamlined and in some case supplemented with new elements.

Progress and financial reports, and expenditure forecasts are prepared by the implementing agencies on a three-monthly basis. Depending on the size and duration of the action programmes, more detailed interim self-evaluation reports need to be completed. All the action programmes have to submit a final output and financial expenditures report. Desk reviews of these reports, field missions, consultation workshops with partners, and selected evaluations of action programmes served as the basis for the programme to learn from its experience and monitor and evaluate its performance.

Independent evaluations, often conducted as tripartite reviews involving stakeholders, provide an opportunity for detailed analysis and external validation of approaches. Four such evaluations took place in the period 1994-97, mainly in first-generation countries, where sufficient programme progress had taken place to generate results and potential lessons were to be learned. Box 4 lists those evaluations.⁷:

⁷ For more details see the IPEC 1998 highlight report.

Box 4**Independent Evaluations 1994 - 1997**

– *tripartite evaluation in Thailand and Turkey* (conducted by representatives from the participating countries, the donor and the ILO).

1995

– *a tripartite evaluation of the Child Labour Action Support Programme in India* (CLASP - a national programme supported by the German government and implemented independently, but within the overall framework of IPEC).

1997

– *the tripartite evaluation of IPEC in India*
– *a review of pre-vocational training of IPEC-supported programmes in five Asian countries.*

Mid-term reviews and other independent reviews of individual action programmers are used primarily to determine whether IPEC should continue supporting additional phases. Other important purposes include the identification of lessons learned, or changes required in their approach and guiding concepts, particularly if the programme is using an innovative approach.

A project covering seven country evaluations⁸ was implemented in 1997 as a programme activity on evaluation.

Reviews by independent country teams were undertaken to assess the progress made by IPEC first-generation countries in combatting child labour. The lessons drawn from these evaluations were expected to facilitate further in-country policy and programme development and form the basis for the development of a draft “best practice” guide for policy makers – for use by national authorities, employers’ and workers’ organizations, other NGOs and partners. The project produced seven reports, with the findings presented and discussed at national workshops in each country. The country analyses proved valuable at the country level, but more substantive and comprehensive materials are required for authoritative policy guidelines on the subject⁹. For instance, lack of concrete indicators of achieve-

ments to assess impact at the country level in many programmes made it difficult to systematically identify high-impact interventions. However, based on this finding, the lessons learned and the report on indicators coming out of this evaluation, IPEC has taken steps to ensure that indicators of success at appropriate levels are included in future programme development.

Evaluations during 1998-1999

As part of the ongoing monitoring and evaluation, country programmes and other programmes carried out statutory monitoring. Many programmes also carried out specific mid-term and other reviews.

Independent evaluations undertaken during the 1998-99 biennium included the evaluation of the elimination of child labour in the soccer ball industry project in Sialkot, Pakistan and a major cluster evaluation of IPEC programme activities in Latin America by the Spanish Government, which is the principle donor for this region.

⁸ INT/96/M03/CID “Development of guidelines for policy makers on sustainable action against child labour” financed by the Canadian Government (CIDA). The project looked at the impact of action against child labour, including overall IPEC support in Indonesia, the Philippines and Thailand in Asia, Kenya and the United Republic of Tanzania in Africa, Brazil in Latin America and Turkey in Europe.

⁹ It should be noted however that the country evaluations were an important source of information for the forthcoming ILO publication “Action against child labour”. This book, expected to be released in February 2000, is a response to the need for comprehensive and practical information for planning and carrying out action against child labour.

Box 5

**Independent evaluation –
September 1999**

Summary of findings: The Pakistan Soccer ball project is using a two component sector-based strategy, one dealing with prevention and monitoring of child labour and the other one with social protection for those removed or affected by the monitoring. A third underlying component is the strengthening of government and NGO capacity to prevent child labour. This strategy is based on previous experience of IPEC in the Garment industry project in Bangladesh. The independent evaluation was undertaken to evaluate the first phase (coming to an end in November 1999) with a view toward making recommendations for the second phase. An internal mid-term review was done at the end of 1998 focussing primarily on adjustments in implementation, in particular an expansion of the coverage of the monitoring system.

Using a strategy of “formalizing the informal” by moving production from village- and family-based stitching units to registered production centres, the prevention and monitoring component has been very effective in ensuring that there is no child labour in the registered centres. It also has been effective in controlling to some extent other forms of children’s involvement in soccer ball stitching, through expanding the monitoring to remaining village-based stitching centres (particularly for women), as had been suggested by the mid-term review. This has had positive effects, such as increased productivity, improved working conditions and other advant-

ages of formalized production. The social protection component has lagged somewhat behind. This is partly due to lack of resources in relation to the numbers of children and families to be covered, capacity issues with local partners and issues of linkages and sequencing of efforts of other partners in the overall programme. Some of the effects of this has been the partial exclusion of potential members from the target groups, as well as some adverse impact on overall family income.

The evaluation validated the two-component strategy as a viable approach, provided that key elements of design and implementation are in place, such as clear definition of target groups, involvement of target groups, coherent project design with clear messages on what is to be achieved and, especially, integration and sequencing of the various components. The evaluation highlights the importance of determining clearly the level and purpose of interventions so as to focus on what can be achieved – and not to raise expectations that cannot be met.

For the second phase, the evaluation recommended a clearer focus on capacity-building including: a transfer of existing capacity in the monitoring component, via stronger involvement of local and external partners and a stronger integration between the monitoring and social protection component. The evaluation highlighted the need to build capacity and the importance of identifying a clear “exit or phasing out” strategy for the support of IPEC.

Box 6**Intermediate independent evaluation of IPEC activities in Latin America within the agreement between ILO and the Agencia Espanola de Cooperacion Internacional (AECI)**

The intermediate evaluation covered activities in the period from January 1996 until the 31 of May 1999. It reviewed IPEC programmes and projects financed from the Spanish contribution through desk reviews and visits to 3 of the 17 covered countries. The visits also included meetings with National Committees. It was carried out by three independent consultants, two nominated by AECI and one by IPEC.

The evaluation found that IPEC had responded well in designing and implementing activities according to defined objectives. Initial focus on supporting the formulation of child labour policies in all countries through the creation of National Committees had proven effective. The ratification record of Convention No. 138 in the region has improved substantially and the Regional Information system on Child Labour (SIRTI) developed by IPEC was considered very credible, particularly when supported by Action Programmes in strategic areas of child labour.

The evaluation felt that some of the programme support functions should be linked more closely to the institutional capacity-building and awareness-raising component of the programme. It was also felt that the current administrative setup, particularly the complex financial system and the centralization at programme headquarters, will require additional staff – both in the field and at HQ – to allow for maximum efficiency and effectiveness; and to focus on operational activities.

ILO has clearly used its influence in gaining support for the programme and achieving the objectives. It has gained prestige and visibility

through the work of IPEC in creating and supporting the National Committees, in giving advice to the Labour Ministries and the legislative development and because of the regional dimension of the Programme. Particular features working well have been the integration and the joint legislative harmonization activities of the Mercosur countries, and the inter-agency cooperation. In several countries – such as Argentina, Chile, Colombia, Brazil, Dominican Republic and Costa Rica – national policies on child labour are becoming a permanent feature. This must be taken into account, due to a change over the last four to five years in the region, regarding cultural perception and awareness of this problem. It was felt that through the initial phase in the programme, enough progress has been made in getting initiatives started, to justify continued support to the programme both from IPEC and the donor.

Specific issues to consider in subsequent phases are:

- Appropriate organizational set-up, including degree of centralization, streamlining of procedures and obtaining sufficient personnel in relation to administrative requirements.
- Strengthening of programme activities through: more emphasis on inspection in some part of the programme; more focus on educational elements via revision of curriculum to include child labour issues; enlarging the child labour survey and other activities of the SIMPOC programme; stronger integration of gender aspects; and further support to National Child Labour Committees as the unique national institutions dealing with child labour.
- Focussing on a smaller number of countries for more detailed work, without losing the Regional and Sub-regional perspective, one of the major assets of the Programme.

Improving evaluation and monitoring procedures

A wealth of information and operational experience has been accumulated over the years through IPEC programmes. A system for better capturing, structuring, analyzing and utilizing this information will be part of the monitoring and evaluation strategy and system to be further developed as a matter of priority.

As part of the continued improvement in monitoring and evaluation procedures and in preparation for a new monitoring and evaluation strategy, the following initiatives were taken during the 1998-99 Biennium:

- Studies on indicators were undertaken¹⁰;
- A “Programming and Evaluation unit” was set up in 1998 to ensure a better link between evaluation and programme development;
- Progress was made in defining the SIMPOC child labour database, which will include qualitative and quantitative information;
- Large time-bound projects (soccer ball and carpet industry in Pakistan, garment industry in Bangladesh) – with clear, progressive and achievable targets and a verification and monitoring system – were implemented, providing examples or models that can be used elsewhere by IPEC to show quantifiable results;
- All programme documents developed during the biennium under review have indicators against which success can be measured;
- A substantial number of new projects also will have a tracking/tracing system to help ensure that they deal with the right target group, meet their needs, remain relevant and effective to them and enable the measurement of the social change process/impact taking place. The initial experience with such tracking/tracing systems will be used to develop models for such system to be used consistently across IPEC programmes.

A new evaluation strategy is under formulation. The strategy will in particular emphasize the utility of evaluation for strategic planning, for demonstrating what is effective and where IPEC will have impact, and for identifying best practices. Details are still under development, particularly as it relates closely to other initiatives for improving the organizational performance.

Development of the evaluation strategy will be a consultative process, involving internal and external partners and stakeholders. Close involvement of such partners is crucial to successful implementation of the kind of comprehensive and effective evaluation system envisaged. The evaluation strategy will be continuously revised in light of experience. It is expected that the new evaluation strategy will be ready by mid 2000 and that the core elements will be partially or fully implemented by end-2000, with gradual implementation in line with programme development and progress of other elements by end-2001.

¹⁰ *Towards a methodology to assess the impact of IPEC Programmes: Based on Best Practices in Seven Countries , 1999; “Some aspects of child labour indicators, 1999.*

IV. Lessons learned

Eight years of ILO's gradually expanding assistance to member States to combat the problems of child labour has reconfirmed the validity of IPEC. IPEC's strategies have been defined and implemented within national contexts and its objectives increasingly accepted and adopted by member States. The key lessons learned in the 1998-99 biennium are summarized below.

Broad-based multi-sectoral action against child labour

- The complexities of the child labour situation dictate that the problem should be tackled on the socio-economic, educational, developmental and cultural fronts simultaneously by many actors.
- A crucial starting point for meaningful action is to promote development of national policies and programmes of action against child labour.
- Integrated and comprehensive projects, which simultaneously address several key aspects of the problem through social protection measures (such as educational and training opportunities, reliable and decent incomes for adults in the family and awareness and understanding of the problems and solutions) – together with workplace monitoring and verification measures – have been successful interventions. They are adaptable to varying situations in the formal, semi-formal and rural sectors.
- Small-scale direct action programmes that both test and demonstrate indigenous and viable strategies, along with the capacity of implementing partners, on a limited scale, form the building blocks of integrated and comprehensive interventions.

IPEC promotes the development of **national policies and programmes of action**, which are essential for meaningful, systematic and sustained action. Experience has shown that a national policy at a minimum should contain a definition of national objectives regarding child labour, a

description of the nature and context of the problem, the identification and description of the main programme areas and type of interventions to be used, and the designation of the institutional actors involved. National policies and programmes of action identify a framework for broad-based action on several fronts by key institutions and agencies. In the absence of national policies, the response to child labour problems does not lead to strategic long-term action or solutions.

Education and market-oriented training programmes for older children are among the most practical and feasible interventions to combat child labour as well as the most acceptable alternatives to it. Countries that have well-established public education systems require some support to the children withdrawn from work to enable them to be integrated in the school systems. Countries with inadequate public school systems must rely on special non-formal education programmes for the children withdrawn from work, in order to prepare them for integration into the regular systems, or to gain enough literacy and skills to make them productive and literate adults. IPEC support to educational initiatives has successfully included sensitizing and motivating school teachers and administrators on the concerns and needs of working children. Teachers' information kits that were prepared during the previous biennium are now available in English, Spanish, French, Kiswahili and Arabic, and are being adapted and translated to suit individual country situations in Brazil, Egypt, the Philippines, Nepal, Paraguay, Peru, Tanzania and Indonesia. In some countries, IPEC supports activities with school systems to create awareness and expand regular school curricula to include child labour concerns. Government education officials have been trained in Bangladesh and a child labour component included in the training curricula of the National Academy for Primary Education (NAPE), where education officials receive routine training.

Training initiatives are particularly important in the context of withdrawing children from the worst forms, which targets a higher age range. These programmes require careful planning to ensure that skills being imparted are in demand in

the labour market and the children will be able to acquire and utilize the skills to their benefit.

Box 7

Mobilizing Educators, Teachers and their Organizations to Combat Child labour

The ILO-IPEC project “Mobilizing Educators, Teachers and their Organizations to Combat Child Labour”, in Bangladesh, Brazil, Egypt, Kenya, the Philippines, Nepal, Paraguay, Peru and Tanzania, is being executed in collaboration with the ILO’s Bureau for Workers’ Activities (ACTRAV) and in cooperation with UNICEF, UNESCO and Education International at the international level. It is based on reports on existing strategies in 13 countries. These reports reaffirmed IPEC experience that educational interventions are among the most effective instruments for the prevention of child labour and the withdrawal of children from hazardous work.

The programme focuses on the mobilization of teachers, educators and their organizations – as well as society in general – to launch campaigns against child labour at local and national levels, on capacity building and direct action programmes and on strengthening national education policies.

The campaigns will increase awareness, and emphasize the need for increased resources to provide universal, free, relevant and compulsory education, with special attention to those at high risk of child labour. They will also highlight the importance of improved status and working conditions for teachers, in order to achieve these goals. For prevention programmes, increased enrollment rates and lower drop-out rates are the main objectives. Capacity building and direct action will aim at testing and replicating the education practices in both formal and non-formal education systems. A *child labour information kit for teachers* was developed for use by educators, teachers and their organizations in collaboration with other actors. It has been produced in English, French and Spanish.

In addition to the inter-regional project, the model developed has also been used for country-level projects, such as “Combatting child labour through education and training” in Pakistan.

IPEC experience shows that in some cases the income that children earn is significant for sustaining their families. As much as these families would prefer to educate and train their children, they need the children to earn. Therefore, to withdraw children from work and to keep them from returning to work, it is important that the families have **alternative opportunities for income-generation**. The obvious option would seem to be to provide the families with allowances to meet their needs and to provide the children with scholarships. However, recent IPEC experience in some countries has confirmed that cash incentives are not always the most cost-effective measures in combating child labour in the long term.

First, some partner organizations have found that income earned by children is not always essential for the survival of families. Second, parents are willing to invest in the development of their children, provided that they consider the education and other services to be relevant. Third, cash incentives have a tendency to create a dependant attitude without enhancing personal marketable skills or capacity. Fourth, if it becomes known that a programme contains a cash benefit component, it becomes more difficult to reach the intended target groups because relatively better-off, more powerful parents will wish to enroll their children in the programme. Nevertheless, it does become necessary to link up destitute families with existing social safety net mechanisms provided in the country for the provision of a family’s subsistence allowance or

other benefits, in order to enable their children to participate in the programme. Resources for the family subsistence allowances and benefits are best provided by governments, since such recurring costs are difficult and unlikely to be sustained by donor funds through technical cooperation programmes. Several governments are providing such options to children and their families from the government welfare funds. IPEC's initial experience shows promising results in smaller scale action programmes and large-scale projects – in terms of replacing lost income with training and income-generation activities for the families and the provision of credit, loan and saving facilities. Programmes are still experimenting with such approaches and in some cases, as in Kenya, the effectiveness of income-generation alternatives for families has so far been limited. While in other countries, such as Bangladesh and Nepal, such income-generating support to families is seen as critical to ensuring that children withdrawn from work do not return to work but continue with education or training. In Latin America interesting experience is emerging in the process of removing children from the production process through the introduction of new or improved technology. In Peru experimentation in hazardous sectors such as brick chipping and small scale-mining has already yielded promising results.

IPEC promotes the development and application of **protective legislation** as measures that will prevent children from starting work at an illegal age and that will ensure protection to children who are working at a legal age. Child labour cannot be combatted with legislation alone, but in the long-term the fight cannot be won nor the results sustained without effective and efficient labour inspection systems. IPEC encourages the translation and presentation of national legislation in local languages in simple terms that can be understood by the various groups, including the working children and the parents. It does so with the expectation that a dialogue will ensue, which will lead to discussion on the application and improvement of the legislation. In Kenya, the training of labour inspectors resulted in a revised labour inspection report form that includes child labour reporting and a practical guide to labour inspections. Most IPEC country programmes have components for enhancing

the effectiveness of labour inspection systems. Experience, unfortunately, continues to confirm that labour inspectorates in most countries where the problem of child labour persists are weak in strength and capacity. Given this situation, the impact of training will be minimal.

To complement the efforts of the labour inspectorates and in the context of specific programmes, IPEC also supports the development of **workplace monitoring and verification systems**, which are developed with the cooperation of employers and industries to target child labour in a specific sector or industry. IPEC's first three monitoring and verification systems involved the active participation and involvement of the concerned employers' and manufacturers' groups. These are the ones developed with the Bangladesh Garment Manufacturers' and Exporters' Association (BGMEA), the Sialkot Chamber of Commerce and Industry (SCCI), Pakistan, and the Pakistan Carpet Manufacturers' and Exporters' Association (PCMEA) in their respective sectors. More recent IPEC programmes, just getting off ground, will establish variations on the original three systems. Among these are programmes in: the informal sector in selected geographical areas in Bangladesh, commercial agriculture in Africa (Kenya, Tanzania, Uganda, Zambia) and Central America, coffee plantations in Central America, fireworks in Guatemala, domestic services in Haiti, footwear (Indonesia, the Philippines and Thailand) and fishing (Indonesia and the Philippines) in South-east Asia and glassblowing in Ferozabad in India.

Action against the worst forms of child labour

- It became necessary to prioritize the elimination of the worst forms of child labour and hence the new Convention on the Worst Forms of Child Labour, 1999 (No. 182) and its accompanying Recommendation. This was driven by the intolerable and exploitative nature of the worst forms on the one hand, and on the other, low resources, lack of alternatives and low capacity within many countries to eliminate all forms of child labour immediately.
- Action to combat the worst forms of child labour can rapidly grow from the level of small-scale action programmes to the national and (sub-) regional levels, thereby providing opportunities for replication and modification of strategies on a large scale, as well as transnational cooperation.
- Withdrawing children from the worst forms of child labour is possible, but cannot be successful without addressing a wide range of issues, including improved legislation and enforcement, improved methodologies for identifying these children, rehabilitation of the children, provision of viable alternatives to the children and their families, and awareness raising at all levels of society.

Concerted action against the worst forms of child labour at the **national level** has been feasible where there has been strong political will. Nepal developed a National Plan of Action to combat the two most critical forms of child labour in the country – that is trafficking in children and bonded labour – through a framework for concerted action by a broad-based alliance. Cambodia developed a five-year plan against sexual exploitation of children. Thailand set-up a national task force against trafficking in children. Brazil and Haiti will address child labour in domestic services through a national programme in late 1999.

The biennium has witnessed the emergence of collaboration at the **sub-regional level**, which is a good omen for cooperation at the bilateral

and sub-regional levels, without which the problem of the worst forms of child labour, such as trafficking, cannot be dealt with effectively. A programme to combat trafficking in children and women for labour and sexual exploitation in the Mekong Basin will start before the end of 1999. Built on tested strategies in small-scale programmes and in light of action-oriented research carried out in the areas in the previous biennium, the programme will cover Cambodia, Thailand, Laos, Vietnam and Yunnan Province in China. A first-phase research programme in South Asia in the previous biennium has also led to a sub-regional programme to prevent and eliminate the trafficking of children in Bangladesh, Nepal and Sri Lanka. Other sub-regional responses developed this biennium include those in the small-scale mining sector in South America and in child trafficking in Western and Central Africa and in commercial agriculture in Central America and Africa.

Box 8

**Among the Worst Forms of Child Labour:
child bonded labour**

Taking on child bonded labour in Nepal...

Though slavery was abolished in Nepal in 1925, it persists in the *kamaiya* system of bonded labour in five districts of western Nepal. IPEC is collaborating with the Ministry of Land Reforms and Management to implement an Action Programme to increase the capabilities of the governmental and non-governmental organizations to develop policies and implement concrete measures at the local, district and national levels to prevent and rehabilitate bonded child labourers working under the *kamaiya* system. The Action Programme creates public awareness and mobilizes support in society against the bonded labour system. In this regard, the Ministry of Land Reforms and Management has constituted a high-level National Task Force and has formed five District Task Forces in the affected districts of western Nepal. It is also in the process of forming Vigilance Groups at the local level.

A significant step has been the development of a framework of action against child bonded labour together, with a recommendation for a comprehensive set of interventions to combat it. This was done by representatives of governmental agencies, employers' and workers' organizations, non-governmental organizations, UN and international agencies, at a National Workshop organized jointly by the Ministry of Land Reforms and Management and IPEC, in November 1998. The workshop recommendations reflect IPEC experience in dealing with the worst forms of child labour, in that a

broad-based approach with an equally broad-based alliance of actors are critical to the elimination of the worst forms. As such, recommended interventions include education, training and income-generating activities, along with policy development, formulation of a Bonded Labour Abolition Act and its effective implementation in line with the ILO's Forced Labour Convention No. 29 (1930) and Convention No. 105 concerning Abolition of Forced Labour (1957). The Ministry of Land Reforms and Management has already initiated the process to ratify ILO Convention No.105.

...and Child Domestic Services in Haiti

One of the immediate actions to effectively combat child labour, particularly its worst forms, is to establish an institutional framework to design and implement a national plan. This is precisely what the IPEC supported National Programme to Prevent and Eliminate the Exploitation of Children in Child Domestic Service in Haiti aims to do. It will support the establishment of an institutional framework and national plan of action that will allow for integrated and comprehensive broad-based action to combat and prevent the abuse of child domestics. The programme will raise awareness of the problem, identify 10,000 child domestic servants and provide them with access to education, health care and other rehabilitative services. At least 1,000 child domestic servants working under abusive conditions will be removed from such work and provided with viable alternatives.

ILO-IPEC partners

- The ILO's strength as leader in the fight against child labour lies in its tripartite structure, which has enabled it to enter into social dialogue with key actors – that is, the governments, employers' and workers' organizations – and to widen the scope of its dialogue to bring in other partners, such as non-governmental organizations, to form broad-based alliances at the national and international levels and to encourage broad-based sectoral action.
- Partnerships with new groups – through understanding, negotiation and mutual trust and benefit – have enabled IPEC to demonstrate impact through new and innovative programmes.
- Employers' and workers' organizations have major roles to play in the struggle against child labour via advocacy at the national level and by gearing up sectoral and specialized groups of employers and workers to take action at their respective levels.

National trade unions realize that the battle against child labour requires informing and mobilizing members at all levels. In Tanzania, agreements have been concluded between trade unions and local government authorities. And the Tanzania Federation of Trade Unions has generated increased political will and local community commitment to combat child labour in four regions. In Brazil, workers' organizations have included specific clauses on the protection of rights of the children in collective bargaining agreements.

The Federation of Nepalese Chamber of Commerce and Industry – Employers' Council (FNCCI-EC) sensitized employers in the industrial sector and mobilized them to combat child labour. The Employers' Federation of Pakistan (EFP) took the lead in development of an employers' policy for elimination of child labour in Pakistan and protection of working children. In addition, it has taken the message and mobilized employers and trade associations at the community level across the country, through a net-

work of 20 focal points. With the understanding that better income-generation opportunities for the families would lead to withdrawal of children from work and prevent child labour, the Confederation of Turkish Tradesmen and Handicrafts initiated a programme to support income generation activities for families of child workers through the ILO's Start Your Business programme. To create an alliance of employers to combat child labour, the Egyptian Federation of Industries (EFI) published a booklet encouraging integrated policy for the elimination of child labour. The Federation of Kenya Employers (FKE) has developed guidelines for employers for implementing child labour programmes in the coffee and sugar subsectors. Guidelines have also been developed for the monitoring of children in the sugar, sisal and rice subsectors. The Brazilian Shoe Industry Association continues to combat child labour in the shoe industry by promoting the replication of successful programmes.

Non-governmental organizations have continued to be in the forefront in providing direct support services to the working (ex-) children and their families. There have been successful collaborations between non-governmental organizations and other groups, particularly by employers groups. In Pakistan, the Bunyad Literacy Community Council (BLCC), an NGO, provides the direct support services in programmes with manufacturers in the soccer ball and carpet sectors.

Box 9

**Beyond awareness raising:
Trade unions take on direct action**

The Singida region in Tanzania is an important recruitment area for domestic workers, including girls domestic workers, and has a large number of out-of-school children working under exploitative and hazardous conditions in the informal sector, including in commercial sex work.

Having made an assessment of the child labour situation in the region, the Tanzania Federation of Trade Unions (TFTU) formulated a package of interventions, targeting working children, parents, community leaders, regional and district officials. In addition to awareness-raising with these groups in 13 villages, a dialogue with employers was also initiated, leading to the signing of agreements between unions and

employers to stop the employment of children. All district councils in the region were to discuss the situation of child labour, to formulate strategies to address its problems within the framework of the District Development Plan, and to set aside resources to supplement TFTU/IPEC initiatives to combat child labour in the region. A community-based mechanism to restrict the recruitment of young girls for domestic service has been put in place in the villages. It is estimated that the recruitment of child domestic workers in the 13 villages was reduced by 65 - 70 per cent over a five-month period.

This experience shows that trade unions can initiate and sustain effective and replicable action on child labour at the community level through close networking and collaboration with local government and community leaders.

Collaboration with UN agencies and international organizations is adding to positive impact in several programmes. The Government of Norway, the ILO, UNICEF and the World Bank are developing a joint project for collection and analysis of data on child labour. In India, a joint UN Position Paper on child labour was followed by a UN Inter-Agency Working Group (IAWG) on Child Labour. The Child Labour Monitoring and Verification Project in Bangladesh continued to be a collaborative effort between the Bangladesh Garments Manufacturers and Exporters Association, UNICEF and ILO. Similarly, in Pakistan, the Sialkot soccerball project is another example of successful cooperation between the ILO, UNICEF and other international and national agencies. This project has been followed by the surgical instruments sector project by UNICEF and IPEC in Sialkot, Pakistan.

In Brazil, the National Forum continues to play an important role in the struggle against of child labour. In this Forum, ILO participates alongside a number of national and international organizations, notably UNESCO and UNICEF. The National Forum has promoted the replication of successful experiences and the new ILO

Convention on the Worst Forms of Child Labour, 1999 (No. 182). Further high-level consultations between the ILO, the World Bank and other UN agencies could lead to sustainability of programmes, such as the Bolsa Escola programmes, if they were mainstreamed into national development plans.

In Turkey, a close working relationship has been developed among UNDP, UNICEF and UNFPA. Co-operation with the World Bank has been initiated. Co-operation between the UN agencies to reduce duplication of efforts and to utilize the strengths of the individual agencies in a concerted and co-ordinated manner has been the main factor in the success of the programme on child domestic work in rural areas in Erzurum. In Kenya, UNICEF and IPEC have provided support to the non-formal education and in Tanzania UNICEF and IPEC initiatives in assessing child labour situations and formulating common intervention measures have made it possible to reach more target groups and stimulate community level action against child labour in six districts having high incidence of child labour.

Mainstreaming successful approaches and achieving sustainability of impact

- Unless countries place child labour concerns and measures to combat them high on their socio-economic and political agenda, the impact and experience of IPEC action will be limited in scope and time. Countries where IPEC action has been replicated or components incorporated into major government programmes are beginning to show the multiplier effect of IPEC impact.
- When all key groups mainstream child labour concerns in their priorities, programmes and budgets, it contributes substantially to the elimination of child labour.
- ILO technical departments and multi-disciplinary teams can make significant contribution to IPEC action.
- Training and re-training of IPEC field staff and IPEC partner agencies is critical for effective and efficient programme implementation and sustainability of impact.

The biennium has seen widespread recognition of the child labour problem and the commitment by governments and societies to tackle it. However, mainstreaming child labour concerns into national programmes and budgets has been more limited in scope. IPEC will continue to make efforts to ensure that child labour remains high on the national and international agenda and to support national efforts that transform commitments and policies into meaningful action with sustained impact. Furthermore, action to combat child labour cannot be effectively implemented or sustained without strengthening capacity of partner organizations.

As illustrated in other chapters of this report, a few IPEC participating countries have made serious efforts at mainstreaming child labour concerns, either by making allocations that support IPEC initiatives or incorporating models into large national development programmes. In terms of lesson learned, the two following examples are noteworthy. An audit report of the IPEC programme in Brazil in 1998 showed many IPEC

initiatives generated further action by the Government and social partners, with child labour concerns being integrated into the programmes of governmental agencies, employers' and workers' organizations and non-governmental organizations. The Confederation of Turkish Employers' Association (TISK) mainstreamed into its own programme the training of workplace inspection consultancy groups, which improve the working conditions and the quality of vocational training for children.

IPEC considers that capacity building of implementing agencies, by providing effective training, is critical to the sustainability of efforts. Training of staff of IPEC implementing agencies was enhanced during the biennium. In Thailand, IPEC training materials were translated and training provided. In India, capacity of national, regional and state-level organizations was strengthened to sustain action against child labour. The Indian Institute of Public Administration, New Delhi and the Nabakrushna Centre for Development Studies, Bhubaneswar trained Project Directors of the Government's National Child Labour Projects; the Andhra Pradesh Academy of Public Administration, Hyderabad, the State Labour Institute, Bhubaneswar and the Anna Institute of Management, Chennai, Madras provided specialized training in accounting practices for the project staff of the Government's National Child Labour Projects. In Tanzania, training of IPEC implementing and collaborating agencies and concerned government officials is carried out on an on-going basis, thus leading to a growing consensus among the tripartite partners and others on a policy framework for addressing the problem. In Kenya, implementing agencies and other concerned agencies have been trained during the biennium. In the relatively new IPEC countries in Africa, including Benin, Mali and Madagascar, training and retraining of implementing agencies and potential partners is considered important for successful programme implementation.

Box 10

Mainstreaming: Employers make combating child labour a part of their programme

Child labour is particularly prevalent in the informal sector, which generally is beyond the immediate scope of labour inspection and poses difficulties when it comes to the prevention and withdrawal of children from work. Employers and their associations in the informal sector are well-positioned to combat child labour in the informal sector if they make it a priority concern. One such example is that of the Confederation of Turkish Tradesmen and Handicrafts (TESK), an association of small and medium-sized enterprises and craftsmen (SMEs) in Turkey, where an estimated one million children work. In 1992 TESK, recognizing the need for appropriate vocational training for older children, established through a Confederation regulation, the Workplace Inspection Consultancy Group

(IDDG). This was an important milestone for not only had the Confederation recognized the problem, but had set up a mechanism to respond to it. An IPEC Action Programme with TESK in 1998-99 further supported this initiative by training of the IDDGs. A core group of 30 trainers and 230 IDDGs was trained systematically. Now the trained IDDGs undertake field visits, during which they consult with employers and ensure that the vocational training provided to the children is appropriate and is done under safe working conditions.

A training package developed to train the IDDGs was adapted by TESK and used in its expanded training programme supported by TESK itself. Further training at a national level is planned by TESK, thus placing it in a crucial role in reaching the small and medium-scale enterprises to combat child labour.

Monitoring and social protection

- Withdrawal of children from work must be systematic and complemented by social protection services for the children affected and their families.
- Putting workplace monitoring systems in place is an effective way of ensuring that workplaces from which children have been removed stay child labour free.
- The application of child labour workplace monitoring systems have a tendency to improve overall working conditions for all workers.

The withdrawal of children from work is effective when accompanied with the provision of viable and sustainable alternatives for the children and their families so that they will not return to similar or more hazardous work and the family will not continue to depend on child labour. Thus, IPEC establishes workplace monitoring systems together with social protection measures, such as education, health care, social

mobilization and income replacement options for the families.

The monitoring systems ensure that the targeted children are systematically transferred from workplaces to education programmes and ensure that these children and their families benefit from the programme. Conditions necessary for a reliable, transparent and smooth operation of the monitoring systems includes:

- Unannounced and surprise monitoring visits, based on computer-generated schedules;
- defined frequency for the monitoring visits to each site;
- A team of at least two persons to undertake each visit;
- Daily input of monitoring information into the database;
- Regular reporting by monitors;
- Continuous improvement of programme implementation through use of monitoring results and reports.
- Making readily available the public report on the outcome of the monitoring.

Box II**Partnerships in monitoring workplaces and compliance with monitoring and verification programmes:****...the garment industry in Bangladesh**

The workplace monitoring system introduced by IPEC in the project following the signing of a Memorandum of Understanding in 1995 by the Bangladesh Garment Manufacturers and Exporters Association (BGMEA), ILO and UNICEF has proved successful. Complimentary measures were provided to place the 8,000 children to be withdrawn from work in over 2,000 garment factories into schools.

The effectiveness of the system is demonstrated in the fact that to date, 8,193 ex-garment child workers have been withdrawn from the factories and enrolled in the education programme. Gradually, the number of children in the education programme decreased to 3,351, because children attaining the eligible age for starting work in Bangladesh – 14 years – go back to work. Many of these children receive vocational skills training after completion of education and find suitable employment outside or within the garment factories. Children wishing to continue education after the age of 14, can do so with educational support from the BGMEA, UNICEF and the ILO.

IPEC has been continuously monitoring more than 2,000 BGMEA member factories through its 28 child labour monitors, 10 labour inspectors and 10 BGMEA monitors, who make unannounced random visits to those factories. The monitoring process involves advising the managers and factory owners on child labour problems rather than taking punitive measures. The approach has proved successful. In 1995, about 42.8 per cent of the factories employed children; in 1997 it was 11.5 per cent and in 1998 it came down to 5.3 per cent. The extent of child labour was reduced to 0.02 in December 1998 from 0.16 in 1997.

After the termination of the project in June 2000, the Government of Bangladesh and the BGMEA will jointly assume responsibility for the monitoring activities.

...the soccer ball industry in Sialkot, Pakistan

The project was launched following the signing of the Agreement between the Sialkot Chamber of Commerce and Industry, UNICEF and ILO in February 1997. The goal of the Agreement is to prevent and eliminate child labour under the age of 14 in the production of soccer ball in Sialkot, Pakistan. At the time of signing the Agreement, there were 22 manufacturers participating in the project. As of August 1999, the number of participating manufacturers had increased to 52. Other manufacturers have expressed interest in joining the programme.

Monitoring

The ILO trained 15 monitors who currently monitor 799 stitching centres, located in more than 300 villages throughout Sialkot district. More than 6,500 surprise and unannounced visits have been conducted at these centres. As of August 1999, an estimated 93 per cent of the soccer balls produced each year by participating manufacturers, was monitored by the ILO, and during the last eight months no children were found working in the stitching centres. The first phase of the project will end in October 1999. It is envisaged that during the next phase of the project, the monitoring system will be managed by a local institution, while IPEC will continue to provide technical advice.

Social Protection

IPEC, UNICEF and Save the Children UK (SCF UK) support various components of the social protection programmes. UNICEF has taken the lead in conducting awareness campaigns to change attitudes among communities about child labor. It assists in the improvement of regular schools in Sialkot and promotes uni-

versal primary education (100 per cent enrollment). SCF has implemented credit and saving and skills training programmes for women. In addition, SCF has also initiated action to strengthen basic education through strengthening the school management committees of more than 100 government schools.

IPEC, through its NGO partner, Bunyad Literacy and Community Council (BLCC) has set up community education and action centres to provide non-formal education for (ex-) working children and their younger siblings, and to mobilize communities. As of August 1999, 5,795 such children were attending classes at the 176 educational centres.

Improving the knowledge base (SIMPOC)¹¹

- The modular child labour survey approach, in which a module is attached to national statistical surveys, is more cost-effective and the likelihood of its repetition is greater, as compared to stand-alone child labour surveys.
- Statistical data collection needs to be supplemented by the collection of qualitative data to build a comprehensive database for the development of effective policies and programmes.
- Follow-up surveys require not only government commitment but financial resources and the availability of professional and trained personnel.
- While the SIMPOC child labour surveys provide essential information on the causes, consequences and characteristics of child labour (such as numbers, types and conditions of work), equally important detailed information on the worst forms of child labour and the consequences of child labour on the development of children is not fully captured through this survey method. It needs to be made available through other data collection methodologies.

The worldwide movement against child labour

- Campaigning and awareness-raising activities are playing an increasingly important role within IPEC, both at the country and regional level, as well as internationally. These efforts sensitize both decision-makers and the general public to key aspects of the child labour

issue. In addition, the ratification campaign for Convention No. 182 already is resulting in an increase in such activities

- Although many successes have been achieved with awareness raising at the action programme level and on ad hoc basis, more systematic national campaigns will create greater awareness of IPEC action at the national level and promote mainstreaming and sustainability of such action.
- There is no single media-based solution appropriate to every situation and every country.
- The success of IPEC's partnership with the Global March Against Child Labour indicates that broad-based social alliances, which are inclusive and draw upon a wide range of partners, are successful in placing the issue of child labour and the urgency to deal with the worst forms on national and international platforms

IPEC at the country level planned a range of campaigns and activities to build support for action against child labour. These varied from national campaigns, to educational wall posters for classrooms and on the street, to television partnerships with national channels for production of drama, advertising and interview programmes. In Kenya, there has been successful partnership with the Kenya Broadcasting Corporation involving the production and broadcast of programmes and radio spots, and the training of journalists. In the Philippines, prime-time coverage of child labour issues continued.

¹¹ See also chapter II, Update on IPEC facts and figures, section quantifying the problem.

Advocacy and social mobilization are important aspects of many IPEC country programmes. It is a strong element of the Philippine programme, where the Global March Against Child Labour began in 1998 and which has strong alliances of IPEC partner organizations. India produced a multi-media presentation of the IPEC programme, which has been presented to various audiences, including the donor community in India.

IPEC's successful partnership with the Global March Against Child Labour demonstrates that a broad-based partnership approach can build significant awareness and understanding about child labour – in this case in nearly 100 countries. The Global March itself is an alliance of grassroots organizations working against child labour in numerous countries. The Marchers' convergence at Geneva in 1998 at the

time of the International Labour Conference brought the message concretely to delegates who at the time were discussing the proposed new Convention on the Worst Forms of Child Labour, subsequently adopted by the Conference in June 1999.

Beyond the confines of the International Labour Conference and the work of the ILO, child labour becomes an issue of discussion and concern for groups ranging from the Group of Eight (G-8), to the international financial institutions, such as the World Bank, the Bretton Woods and the International Monetary Fund to UN and international organizations, regional conferences and organizations in the context of human rights and globalization of trade. The world community looks upon the ILO for guidance and support in solving the problems of child labour.

Box 12

**Combatting child labour:
the global cause**

IPEC has established a programme to raise awareness, understanding and support, globally, for combating child labour. It emphasizes: multi-cultural utility of materials and activities (such as visual communication through videos, photographs, world wide web), replicability of approach and methods, partnerships in the preparation and implementation of the campaign, solution-oriented messages and consistency in design and style.

Children: active partners in the worldwide campaign

Children remain active participants in advocating their cause and that of the millions toiling from day to day. While working children in some 100 countries formed the Global March trail and brought their message to the International Labour Conference in Geneva in June 1998, an equally enthusiastic group of non-working children from western countries, such as France, Italy, Switzerland, United Kingdom and the United States are supporting the elimination of child labour, particularly its worst forms. In France, a music teacher and his students created and recorded a hymn of solidarity, "*Libérez les enfants*" (Free the Children), with IPEC support, which is now available on CD with accompanying musical score for use in educational programmes. IPEC also is supporting an emerging movement in Europe to bring together

children from schools in France, Italy and Switzerland through song, art, poetry, and other communication on the issue of child labour and the plight of working children. With the aim to reach out to working and non-working children in the developing and developed countries, children will be partners the global alliance and campaign.

A video, "*I am a child! Child labour: The despair and the hope*" was produced by the ILO and is available in English, French, Spanish and Italian. It is being widely screened, particularly at seminars and conferences.

A photo exhibit, "*The light beyond the tunnel*" takes the images of child labour to various places. It conveys the message that child labour must be eliminated, with a priority on its worst forms. In Rome it was exhibited at the Presidency of Council of Ministers and in Santiago it was exhibited by the World Organization of the Scout Movement. The exhibit has been displayed at various places and on different occasions in France, Italy and the Republic of Korea (Seoul) and is expected to be exhibited in other regions extensively.

The global campaign programme will further add to the wide variety of IPEC *publications and documents* available in several languages on child labour issues for users ranging from researchers, policy makers, practitioners and advocates of child labour elimination and others.

V. Challenges ahead

1998-99 has been a crucial biennium for IPEC in terms of programme expansion as well as policy development. The ILO now faces the crucial challenge to sustain the momentum and to carry the Programme forward to fulfil its mandate.

The ILO's determination to take up this challenge is reflected in the creation of the InFocus programme on Child labour – a new integrated structure combining all work of the ILO on child labour in a single entity. Combined with streamlined structures and procedures – to be achieved through implementation of the recommendations made in the external review of IPEC¹² – the creation of the InFocus Programme is expected to lead to improved efficiency, impact and coherence among research, advocacy, technical cooperation and the dissemination of information.

The premises upon which the IPEC strategy was founded will continue to drive the Programme: a flexible but holistic approach with an emphasis on prevention, country ownership by involving local partners in shaping a response to the problem, and a long-term commitment to address the root causes of the problem; plus experience accumulated over the years. The Declaration on Fundamental Principles and Rights at Work adopted in 1998, Convention N°138 and Convention N°182 and their accompanying recommendations will provide the policy framework for IPEC. In addition, new strategic features of the Programme will include: an increased emphasis on the worst forms of child labour; a significantly enhanced multimedia campaign on the elimination of child labour and intensified collection of data and the integration of statistical information, analysis and further research into designing policies and programmes, technical cooperation and advocacy.

The biggest challenge for the programme is to ensure a *global measurable progress towards the elimination of child labour*, particularly in its worst form. The sheer scale of child labour worldwide and the socio-economic realities that encourages it make a simple short-term solution to the problem impossible. Yet there is the real possibility of progress in reducing the reliance on

child labour and in eliminating its worst forms. In order to contribute to this, the Programme has set specific goals and targets for the future:

- Ratification by half of the member countries of the convention 182 and an increase in the ratification and enforcement of convention 138. These conventions and their accompanying recommendations provide the indispensable legal framework against child labour. The challenge for the ILO is to encourage individual countries lawmakers throughout the process of ratification.
- Increased awareness by the general public of the problem of child labour that results in public demand for action. The competition for the public's time and awareness is keen. The challenge for IPEC is to develop a visible campaign that captures the public's attention, to identify possible partners and to facilitate the coordination of their activities.
- Improved understanding for policy makers at the national and international level of child labour trends and the factors underlying child labour, the special situation of girls and the links between child labour and development. IPEC has to overcome the strong disincentive of countries on keeping statistics about child labour, especially in its worst forms, that would reveal the gaps between official policy and realities, combat the wide spread discrimination against girls and tackle the serious socio-economic realities underlying child labour.
- Continued increase in the ability of countries to effectively formulate policies and implement programs directed at the progressive elimination of child labour. This has always been IPEC's goal. The challenge as the technical cooperation programme begins its fifth biennium is to implement the lessons outlined in this report in the individual country and sub regional programmes to manage the growth

¹² The audit report and recommendations are the subject of a separate paper.

and evolution of the programme effectively. The magnitude of the problem of child labour has always made prioritization in the use of resources a necessity. IPEC needs to continually monitor its activities and action programmes to ensure the most productive use of these resources. As the programme grows, it also needs to continue to show progress in its policy of mainstreaming the efforts against child labour into the policies and programmes of individual countries.

- The identification, prevention and removal of children from hazardous work remains a daunting task. Newly identified target groups such as child soldiers and children involved in the trafficking of drugs add to the challenge. Even if technical cooperation

resources were to be multiplied, specific interventions can only tackle a small fraction of the children involved in child labour. These need to be carefully designed and executed to exemplify the feasibility of effective policies and programmes. By proving the effectiveness of intervention they would sustain action towards the rapid eradication of the worst forms of child labour and the progressive elimination of all other forms, during subsequent phases with lesser external inputs.

The campaign for the elimination of child labour is a long-term undertaking. The coming years however will be crucial, as IPEC must show that it can run the distance and meet the demands of the member states.

Annex I: Regional overviews

AFRICA

The challenge for IPEC in Africa is to raise awareness about the worst forms of child labour and help communities to distinguish between exploitative child labour and light work, as part of the traditional family support system. In most cases, the poor economic and social conditions in which families live and the failure of the education system compel parents to involve their children in economic activities. As the vast majority of working children are found in agriculture and the informal sector, many of these children are difficult to reach. They work in isolation, often without payment, for long hours in sometimes hazardous and abusive conditions.

During 1998-99 IPEC activities in Africa witnessed an unprecedented expansion. In addition to Kenya, Tanzania, Egypt, Senegal, Benin and South Africa, four other African countries joined the IPEC Programme and signed a Memorandum of Understanding (MOU): Uganda, Madagascar and Mali in 1998 and Burkina Faso in 1999. Besides these 10 participating countries, preparatory activities were being carried out in nine other countries: Ethiopia, Ghana, Morocco, Niger, Nigeria, Rwanda, Togo, Zambia and Zimbabwe. IPEC funding was secured for fully-fledged country programmes in Burkina Faso, Ghana, Madagascar, Mali, Morocco, Uganda and Zambia.

Ethiopia: A national policy workshop on child labour was held in Ethiopia in 1996, followed by the implementation of three pilot projects targeting child domestics, child labour in plantations, and girls vulnerable to sexual exploitation and child prostitution. New proposals in the pipeline will focus on the most hazardous categories of child labour – namely child prostitutes and child labour in plantations. Also planned are a study on the link between emotional trauma in children and the higher prevalence of this trauma in child workers, as well as a project for child domestic workers.

Ghana: A programme development mission took place in March 1999 to develop, together with the social partners, a project document for

an IPEC country programme. In the same month another mission by the Statistical Information and Monitoring Programme on Child Labour (SIMPOC) took place to start preparations for a child labour survey in collaboration with Ghana Statistical Service.

Morocco: Upon request from the Ministry of Labour, IPEC supported a series of surveys in Morocco, the results of which will serve as a basis for drafting a national policy against child labour. Seven surveys were conducted by seven multi-disciplinary teams in the following areas: child labour in agriculture, child apprentices in hazardous work, child domestic workers, young girls weaving carpets in the informal sector and street children. A consolidated report analyzing the results of the surveys is being prepared and will serve as a basis to adopt a national plan of action against child labour at the next national tripartite meeting in October 1999.

Nigeria: A national workshop on child labour was held 24-25 November 1998 in Abuja. A child labour survey to be carried out by the Federal Office of Statistics in Lagos is being finalized. A programme development mission took place in March 1999 to develop together with the social partners a project document for an IPEC country programme in Nigeria.

South Africa: A National Programme of Action will be developed in the context of the National Survey of Activities of Young People in South Africa, which has just been completed. Policy recommendations which emerge from the in-depth analysis of the survey results will guide the development of the country programme, expected to be in place by July.

Togo, Niger and Rwanda: These three countries were selected as preparatory countries during the second IPEC sub-regional seminar on working children in Francophone Africa, organized for the elaboration of national and sectoral plans. Representatives of each of the countries also participated at the IPEC training workshop for Francophone NPCs, which took place in Turin in May 1999.

Zambia: Preparations for the launch of an IPEC country programme in Zambia are quite advanced. IPEC is in the process of recruiting a National Programme Coordinator (NPC), having secured funds for a two-year country programme. Direct action programmes will be developed in Lusaka, targeting first the worst forms of child labour, including child prostitution, child domestic workers; street (working) children; and children working in stone-crushing quarries. In addition, the capacity of the social partners to monitor, control, and prevent child labour will be strengthened, and the process of legislative and policy review will be initiated.

Zimbabwe: A number of preparatory activities have been carried out by the ILO in the past, including a tripartite workshop on child labour in 1996 and the formulation of a number of documents and project documents by both the Ministry of Public Service, Labour and Social Welfare (MPSLSW) and the ILO on child labour in Zimbabwe. Over the past year, the MPSLSW has been cooperating with the ILO Statistical Department in the development of a child labour survey which is being conducted as part of a wider labour force survey. A country programme will be developed based on the findings of the survey.

Subregional activities

Besides national activities, IPEC has also undertaken preparatory work for four sub-regional programmes targeting child labour in hazardous work. Preparatory work is well advanced and it is expected that by 2000 these programmes will be in full swing.

The first programme deals with children working in hazardous occupations in commercial agriculture. It will be implemented in 6 countries in Eastern and Southern Africa, based on existing and successful experiences in combatting child labour on commercial farms and plantations in Kenya and Tanzania. The second programme will target the commercial sexual exploitation of children in four countries of Eastern Africa. The third programme is on child trafficking for exploitative labour (child domestic servants, plantation workers, prostitution and other child

slavery practices) in 9 selected countries in West and Central Africa. The fourth programme takes a more thematic approach and aims at strengthening action in the region against child labour through education and training. IPEC experience shows that educational interventions are one of the most effective instruments for the prevention of child labour and the withdrawal of children from hazardous work. This programme has already been implemented in 3 Anglophone IPEC countries and is in a preparatory phase in 5 Francophone participating IPEC countries in Africa. Although the emphasis on education and training is a priority in all IPEC participating countries, some extra capacity building and resources are needed to strengthen the educational system and cater for the special needs for working and disadvantaged children. Funding for this programme still need to be secured.

A Sub-regional technical workshop on commercial agriculture was held in Dar-es-Salaam, July 1999. This workshop, attended by six African countries, was a follow-up to the 1996 subregional workshop on child labour in commercial agriculture. The participating countries were Kenya, South Africa, Tanzania, Uganda, Zambia and Zimbabwe. Priority measures to address the issue of child labour in commercial agriculture were identified with a view to updating the 1996 plan of action, and to set the foundation for the implementation of a sub-regional programme of action which IPEC is currently developing.

A seminar on working children took place in Abidjan in February 1999, bringing together participants from Burundi, Rwanda, Cameroon, Gabon, Chad, Togo and Niger. It was a followup to the first sub-regional workshop, which took place in March, 1998 in Yaoundé, Cameroon, organised by the CRADAT (Regional Centre for Labour Administration). In May 1999, a training workshop was organized in Turin for all Francophone African National Programme Coordinators (NPC's) on: Financial and administrative procedures for IPEC; strategies and priorities of IPEC; presentations of national programmes and sub-regional programmes; and evaluation of technical cooperation programmes.

ASIA

The region shares many common problems relating to child labour, including bonded child labour, trafficking of children, children working in hazardous, labour-intensive industries and the lack of universal primary education. However, recent developments in these areas, by governments as well as with NGOs and academic institutions, have been encouraging. In a short space of time, IPEC has had considerable success in legitimizing, strengthening and extending work on child labour, although the recent economic crisis that hit the region has caused some setbacks.

The ILO is currently finalizing a study on the impact of the Asian financial crisis on child labour in the region. Comprehensive country studies were undertaken in Indonesia, the Philippines and Thailand. Early results suggest that child labour has been increasing again after a successful reduction in the pre-crisis years. While there are marked inter-and intra-country differences, there seems to be a trend towards a further in formalization of child work and a shift to increased agriculture and unpaid family work

Distinctly different is the problem faced by countries in Asia moving from a centrally planned to a free market economy. These countries used to have a well developed social infrastructure. Child labour in the organized sector was more or less non-existent. Data about recent developments are hard to obtain, but there are clear indications that the increased cost of education, the rise in unemployment and poverty, the crumbling of the social welfare system, and the social problems that often accompany this, are forcing more children to prematurely start working. Hence the risk of exploitative child labour has become more significant.

In Asia, IPEC has already reached wide coverage. Memoranda of Understanding (MOU) have been signed since 1992 with India, Indonesia, and Thailand; since 1994 with Bangladesh, Nepal, Pakistan, and the Philippines; since 1996 with Sri Lanka and since 1997 with Cambodia. Preparatory work was therefore limited to a few countries which have expressed interest in IPEC support.

The Government of *Mongolia* signed a Memorandum of Understanding with the ILO in May 1999. A first situation analysis was done in 1997, the results of which were presented in a national workshop held in 1998. A programme development mission was undertaken in early 1999 and a National Steering Committee has since been set up by Ministerial Decree. A full-fledged ILO-IPEC programme is about to start.

In *Lao PDR* an MOU is expected to be signed shortly. A rapid assessment will be undertaken on the nature and extent of the situation, existing responses and existing mechanisms. This will help the National Steering Committee to establish priorities and develop a national plan of action. A full-fledged programme is expected to start in early 2000.

In *Vietnam*, an action programme has been prepared and is awaiting the Government's approval to start. It will strengthen the capacity of the Ministry of Labour, Invalids and Social Affairs. Staff in the Ministry have already been trained on IPEC monitoring and reporting procedures. The main outcome of the action programme will be a national plan of action, which should serve as the basis for a full-fledged programme that involves various implementing partners.

China ratified Convention 138 at the end of 1998. Prior to that, a workshop on the subject was organized by IPEC on Convention 138. Ministry officials and other tripartite partners participated in subregional meetings and fellowships, which increased their knowledge and understanding of child labour issues.

Subregional activities

In *South Asia*, a substantial expansion of the programme was achieved during 1998-99 through project-specific contributions. For these projects an integrated approach – generally including a workplace monitoring and social protection component – is being applied. They usually target a particular form of child labour, economic sector and/or geographical area. In Bangladesh, a large programme was developed targeting hazardous child labour in the informal sector in Dhaka and Chittagong. In India, various

projects applying an area-specific integrated approach are about to start, including a very sizable one covering the whole state of Andhra Pradesh. In Pakistan, experience generated from the soccer ball project in Sialkot served as a basis for a similar programme to cover the carpet industry. Nepal intensified its work in the area of bonded child labour and the trafficking of children and was able to attract additional resources for this purpose.

Trafficking as a worst form of child labour has gained worldwide attention. A first-phase research project in the Asia region brought forth significant information on the nature and extent of the problem and on the structures and mechanisms which could address it. Following the first phase, which consisted of research and a sub-regional consultation, partnerships were established and an in-depth technical needs assessment was done. This led to comprehensive sub regional programmes for South Asia and the Mekong region. Both are due start before 2000.

South-east Asia was involved in major programme development activities in 1999. IPEC supported rapid assessments on the involvement of children in the footwear sector in Indonesia, the Philippines and Thailand. These formed the basis for national programmes set within a systematic sub-regional framework. Similarly, national programmes to combat child labour in *pa-aling* fishing in the Philippines and *jermal* fishing in Indonesia were developed, based on existing research. Each of these five integrated and comprehensive programmes consists of components on programme research and documentation, workplace monitoring, social protection and capacity building of national institutions and communities. These programmes, expected to start before the end of 1999, will be managed and coordinated within a sub-regional framework from a project office based in Bangkok. A programme to combat trafficking in children and women was also developed in 1999 and will be executed, in collaboration with the ILO's International Programme on More and Better Jobs for Women (WOMEMP), in Cambodia, Lao People's Democratic Republic, Vietnam and Yunnan Province (China).

At the sub-regional level, good progress has been made in forging constructive partnerships. IPEC is part of a UN inter-agency initiative against trafficking in children and women in the Mekong sub-region and was selected as the Principal Facilitating Agency for Thailand for the UN-Inter Agency Project on Trafficking in Children in the Mekong Sub region.

IPEC supports the newsletter, "*Child Workers in Asia*", which addresses important and often unrecognized aspects of child labour. The newsletter is distributed widely. IPEC South-east Asia represents the ILO in collaboration with the Asian Regional Working Group on Child Labour (RWG-CL), which includes UNICEF and several international NGOs, working on child labour issues in the region.

A regional meeting on the Worst Forms of Child Labour, held in Thailand in September brought together tripartite partners from 13 countries in the region and was an excellent opportunity to start off the regional campaign for ratification of the new Convention.

Two important capacity-building activities, which originated as a sub-regional initiative in previous years, continue to produce valuable results nationally. The first one is the training package on the design, management and evaluation of child labour action programmes. A pool of local trainers is used across countries. Also benefiting from cross-country experience is a training programme for labour inspectors. As a result of the latter, labour inspection reports, as well as procedures, have been improved and now explicitly address child labour.

A study tour was funded by the Japanese Government. It allowed senior government officials from Cambodia, China, Mongolia and Vietnam to get acquainted with successful programmes to prevent girls from being trapped into prostitution in Thailand, domestic child labour in the Philippines, and to learn about mechanisms, structures and procedures.

Bringing together partners and exchanging information is often a first step for further action. This also leads to mobilizing new groups, which

have a potentially important role in the world wide movement against child labour. For example, a regional training seminar was organized in April 1998 to sensitize female journalists on child labour in Asia. Participants shared their perspectives on the matter, and discussed ways of improving the reportage on the issue in such a way as to raise public attention and change attitudes, as well as advocate for policy change. Their active participation will be especially relevant in the campaign for ratification of the new Convention on the Worst Forms of Child Labour.

LATIN AMERICA

Many important activities and developments at the regional and subregional level can be noted in Latin America during 1998-99. Child labour is increasingly being placed high on the national agendas of the countries in the region. The region's commitment against child labour was further reinforced by the signing of the Memorandum of Understanding between the ILO and the Government of Paraguay in June 1998. To date, IPEC is implementing activities aimed at the prevention and elimination of child labour in more than seventeen countries in the Latin American region.

The exchange of successful approaches and strategies against child labour as well as the promotion of coordinated action against the worst forms of child labour need to be reinforced at the regional level. In 1998-99, the IPEC programme in Latin America supported and participated in regional and subregional activities to this effect. Action programmes aimed at the prevention and elimination of worst forms of child labour were started in several countries of the region: child labour in small-scale mining (Peru), child prostitution (Costa Rica, Colombia, Nicaragua), brick-making (Argentina, Peru), fireworks (Guatemala), stone quarries (Guatemala), commercial agriculture (Dominican Republic), shell-fish-harvesting (Nicaragua), among others.

Progress was made in the area of legislation during the current biennium. ILO Minimum Age Convention, 1973 (No. 138) was ratified by Chile and the Dominican Republic in 1999. In addition, Brazil, Colombia, Ecuador, and Paraguay have

started the ratification process of this fundamental ILO Convention. The proposal to ratify Convention No. 182 on the worst forms of child labour was already submitted to the National Congress in Argentina and Chile. During the Fourteenth American Regional Meeting (Lima, 1999), the possibility of a region-wide ratification of C. 182 was discussed. Similar discussions were held by the Parliamentarians in Central America in 1999.

Haiti: A programme development mission took place in 1998-99 to elaborate a programme document for an IPEC country programme and a programme on child domestic workers. A Memorandum of Understanding will soon be signed between the Government of Haiti and the ILO. A Chief Technical Advisor was identified to oversee programme activities in the country. The programme on child domestic workers is expected to be launched at the end of 1999.

Uruguay: A cooperation letter is soon to be signed between the Government of Uruguay and the ILO. A national seminar on child labour was recently held.

Regional/Subregional activities

A mid-term evaluation of IPEC action programmes in Latin America, financed by the Spanish Government, was carried out in 1999. This evaluation showed encouraging results. Despite the limited resources, the Programme has achieved much in the region. The evaluation indicated that, in three years of implementation, the IPEC programme promoted many important changes in legislation and in societal attitude and perception about child labour, mobilized institutions at the national and regional levels to take action against child labour, and helped to integrate child labour issues in the national plans and policies. The evaluation pointed out a number of priority areas such as the importance of strengthening the institutional capacity of national partners to deal with the child labour problem and the need to reinforce the IPEC staff in the field and at Headquarters. One of the fundamental characteristic of IPEC in Latin America is its clear subregional and regional approach. The mid-term evaluation concluded that this was an important

aspect of the Programme that should be continued and reinforced. It was also recommended to renew the financial support of the Spanish Government for the implementation of IPEC activities in the region for an additional four to five year period.

Progress towards the effective elimination of child labour is being made in Latin America. However, given the magnitude and nature of the problem in the region, more needs to be done. First and foremost, specific action to prevent, withdraw, and rehabilitate working children from hazardous work is needed. Given this, during the period under review, important programme developing exercises were carried out. A subregional programme to combat child labour in commercial agriculture in Central America, including coffee production, was developed. The goal of this programme is to prevent and eliminate child labour in commercial agriculture by (i) preventing and removing children from full-time and hazardous work on plantations; (ii) providing target children and families with viable alternatives through a package of social protection measures, including education; (iii) mobilizing support and working in close partnership with the industry/sector, communities, families, NGOs, and governments in the region in order to sustain action against child labour; (iv) designing and implementing a credible child labour monitoring system; and (v) promoting the sharing of experience and information on child labour at the national and subregional levels. A subregional programme was also developed in the South American region to combat child labour in small-scale mining in Ecuador, Peru and Bolivia. Funding for these programmes was secured and activities are expected to begin in late 1999.

Given the lack of quantitative and qualitative data on child labour in the region, studies need to be carried out to determine accurately the number of working children, their ages and school enrolment/attendance, working hours, working and living conditions, etc. The Statistical Information and Monitoring Programme (SIMPOC) is being implemented in ten countries of the region and is expected to be implemented in other Latin American countries in the next biennium.

Awareness raising on child labour is vital for the prevention and elimination of the problem. Although there is increased commitment to combat child labour in the Latin American countries that have recently joined the IPEC programme, ignorance of the problem still remains. Therefore, particular emphasis was placed on awareness raising and mobilization against child labour in the past year. At the regional and subregional levels, noteworthy events can be highlighted: Employers' and workers' organizations in the region reiterated their commitment to take action against child labour at the Regional Meeting on Child Labour for Employers (Santa Cruz de la Sierra, 1998) and at the Child Labour Seminar for the Latin American Workers' Organizations: Follow-up to the São Paulo Meeting (Santa Cruz de la Sierra, 1998). At the XIV Meeting of Central American Ministers of Labour (Managua, 1999), the "Declaration of Managua" was adopted. In this Declaration, the Ministers of Labour of Central America state that special attention will be given to projects aimed at the progressive elimination of child labour and protection of working adolescents. Seminars on child labour statistics were also held in Cartagena de Indias and Port of Spain in 1998.

In Latin America, many private and public organizations started to address child labour for the first time. These organizations, including new IPEC partners, often are unfamiliar with specific types of concrete action on child labour and lack experience in dealing with the issue. One of IPEC's strategies is to build and strengthen the capacity of institutions to develop and implement policies and action programmes aimed at the prevention and eradication of child labour. To this end, various seminars and meetings were held and are planned at the regional and subregional level: Training workshop for the design, monitoring and evaluation of child labour action programmes (Cartagena de Indias, 1999), Workshop on the elaboration of IPEC action programmes in Latin America (Turin, 1999), among others.

EUROPE

Although statistically (on a global scale) the participation of children in economic activities in the European region is negligible, the problem cannot and should not be ignored. EU member states are increasingly becoming concerned about the problem and have put child labour high on their political agenda. Moreover, the transition process in Central and Eastern Europe has brought drastic changes in the economic, political and social environment with child labour has re-emerged as an issue of serious concern for policy makers.

IPEC has been active in Europe since its startup. Turkey was one of the first participating countries in the IPEC programme (1992). Over the last few years the programme has expanded and internal resources have been mobilized to sustain action to eliminate child labour. Recently IPEC responded swiftly after the earthquake in Izmit in August 1999 to develop a response to the aggravated problem of street working children in the affected areas. The approach will be based on successful experiences with centres for street working children in Ankara and Diyarbakir. In 1999, a survey on child labour was carried out in Portugal with ILO technical support (SIMPOC). More countries in the region have requested ILO assistance to implement surveys in the near future.

Romania: Following substantive preparatory work a comprehensive programme to assist the Government of Romania was developed. The aims include: (i) prevent the increase of child labour, (ii) build the capacity of concerned governmental and non-governmental agencies, (iii) conduct quantitative and qualitative research to assess the extent and nature the child labour problem, and (iv) raise public awareness about child labor within the country. An MOU is expected to be signed before the end of the year.

Russia: In St. Petersburg, a programme for working street children is being implemented. Relevant institutions in St. Petersburg will be given the capacity to deal effectively with the problem of street working children, and at the same time provide direct assistance to them.

Preparatory activities are under way in Russia to initiate action against child labour at the national level.

Albania: In Albania, an MOU was signed between the Government of Albania and the ILO in June 1999. A Summary Programme Document has been developed and approved by the Government of Albania to initiate direct action programme on street children, children working in agriculture and child trafficking. Funding has been secured for the first phase of the programme.

Ukraine: A child labour survey, supported by IPEC (SIMPOC), has been under way since the beginning of this year. During the presentation of the results of the first round, some ideas for concrete action were formulated.

Georgia: A child labour survey is currently being undertaken. Results are expected towards the end of the year.

Kyrgyzstan: A programme development mission was recently undertaken to initiate IPEC activities. National consultants have been identified to carry out a study on child labour.

ARAB STATES

Child labour has become a political concern in the region only since the ratification of the Convention of the Rights of the Child in the early 1990s. Although precise data are not available on the child labour situation in the Arab States, various studies and local surveys conclude that child labour is an issue of high concern. There is evidence of some of the worst forms. Child labour is an issue for low-income groups in the urban slums and remote peripheral areas. It can be found in economic activities such as mechanical workshops, restaurants, construction and shops and street selling. In rural areas, child labour mainly takes place within the (extended) family and includes activities such as herding, domestic and handcraft work, as well as other agricultural work.

Due to cultural traditions and perceptions, girls seem to be more engaged in “non-economic activities” such as unpaid family work (domestic and agriculture), whereas boys are more engaged in “economic activities”. The hazards to which children are exposed include long hours of work, low wages, accidents and health risks, as well as behavioural abuses (including sexual abuse and torture).

So far the bulk of IPEC activities in the Arab Region has been preparatory in nature. Resource mobilization efforts have been stepped up to secure funding for development and implementation of full-fledged IPEC programmes of action. Donor interest in the region has increased in recent years and is expected to improve with the positive political developments there. Given the availability of local resources, there is scope for the co-financing of activities. Strengthening collaboration with the Arab Council for Child Development is therefore a major challenge. There is also scope for collaboration with other UN Agencies, notably UNICEF, WHO, UNDP, and the World Bank.

Lebanon: A National Report on Child Labour was published and presented in 1997. A national strategy and national plan of action, including 12 projects, was adopted by the

Ministry of Labour. Funding is being secured to start an IPEC Country Programme in Lebanon.

Jordan: A National Study on Child Labour was undertaken by the National Task Force for children in 1998. Subsequently a Plan of Action was prepared and discussed during a National Child Labour Workshop in July 1998, which was hosted by her majesty Queen Noor Al Hussein.

Yemen: Based on a Radda Barnen-supported project, IPEC supported the development of a national strategy and plan of action in 1998. In September 1999, a programme development mission was undertaken, and a draft IPEC Country Programme was prepared. The main elements of the programme include: policy development, capacity building of ILO constituents and civil society to deal with child labour, and improving the education system. Funding is being sought to finance this programme.

Syria: A national report on children’s labour was prepared in 1998. Syria has now requested assistance to carry out a survey on child labour, and to develop a national strategy and plan of action on child labour.

Territories under the Palestine Authority: A National Report on Child Labour was prepared in 1997. IPEC/ SIMPOC is supporting a child labour survey, which is being implemented by the Palestinian Central Bureau of Statistics. The results of the survey are expected to be available by end-1999 and will provide the basis for appropriate follow-up action.

Sub-regional activities

A tripartite sub-regional seminar on child labour was organized jointly by the National Task Force for Children (Jordan) and IPEC in Amman, Jordan, from 9-11 October 1999, with participation from Bahrain, Iraq, Jordan, Lebanon, Syria, Territories under the Palestine Authority and Yemen. The seminar was opened by HRM Queen Noor Al-Hussain received significant media coverage. A sub-regional study on child labour was prepared as an input to the meeting. During the seminar, information and experiences

on child labour in the Arab States were exchanged. Regional, national strategies and action plans on the elimination of child labour were developed and adopted during the meeting. The seminar also paid special attention to the ratification record of Convention 138 in the region and launched the ratification campaign for the New Convention 182.

Annex II : Impact on children, parents and communities¹³**Summary: Impact on children**

1. Children withdrawn from work /rescued/ intercepted from being trafficked
2. Children with safer working conditions and shorter working hours
3. Children supplied with non-formal or basic literacy education
4. Children supplied with vocational, pre-vocational or skills training
5. Children mainstreamed to formal education system
6. Children (younger siblings) prevented from entering work
7. Children supplied with counselling/ health services/nutrition
8. Children supplied with legal aid

Region	1	2	3	4	5	6	7	8
Asia								
Bangladesh	4'958	1'400	5'060		1'070	5'000		5'580
Cambodia	272				87		600	
India	150		8'978	75	4'687		3'900	
Indonesia			289	96	4'594		385	
Nepal	4'331		3'734	682	2'548		809	53
Pakistan	1'205	1335	1'800	5'500	300		385	
Sri-Lanka	1'500		75		1'500			19
Thailand			385	378	1'628		141	
Europe								
Turkey	409	3'289	574		1'900			
Africa								
Egypt	100		300	300			300	
Kenya	2'013			1'376	3'475			
Mali		5'000						
Senegal		2'530						
Tanzania	1'042							
Latin America								
Argentina		100			100	200		
Bolivia	248	142		250	192	758	250	
Brazil	526		358	188	660		318	
Colombia	685		586	325	251	2'532	200	
Costa Rica	830	300		300	730	300	930	10
Dominican R.	150				150		150	
Ecuador	209		206		209	1'289	209	
Guatemala	81	240	48					
Honduras		150	150		137		70	
Paraguay	173	52	266		266	214	266	100
Peru	416	380	780	1'200	795	2'240	1'142	370
Salvador					175		175	
Nicaragua	671		50	1'500	870	1'500	1'250	
Venezuela	36	24	240	220		220	228	60
Total	20'005	14'942	23'879	12'390	26'324	14'253	11'708	6'192
129693								

¹³ Although efforts to track the benefits IPEC target groups derive from the Programme still need to be systematized, a review of activities during 1998-99 shows that the impact of the Programme on children, their families and the communities in which they live has been considerable. These figures do not include the much larger but hard to quantify number of children and families that have been reached through capacity-building efforts, awareness-raising campaigns and other activities of a preventive nature. Nor do they include the activities that were organized for intermediate partner groups, such as labour inspectors, government officials, trade union members, employers, etc. – the results of which certainly also have benefited a much larger number of children.

Annex II : Impact on children, parents and communities

Summary: Impact on parents & communities

1. No. of families benefiting from vocational training
2. No. of families benefiting from income generating activities and/or credit schemes
3. No. of families benefiting from basic literacy training
4. No. of families benefiting from medical check-ups
5. No. of parents' groups formed
6. Formation of parents' self-help groups
7. District/City/village/vigilance groups & board & task forces

Region	1	2	3	4	5	6	7
Asia							
Bangladesh		2646		600			120
Cambodia		12					18
India	1030	100					25
Indonesia						14	
Nepal		200				70	52
Pakistan		50				247	
Thailand				70		20	
Europe							
Turkey	164	25	225	150		600	3
Africa							
Kenya		544					
Tanzania							20
Latin America							
Argentina	150	150					1
Bolivia	140	144	80	144			
Brazil	34	220	27				50
Colombia	325		150		16		
Costa Rica	50	80			80		
Dominican R.		50					
Ecuador		90	90		90	4	
Guatemala	60	35		121			
Honduras			40			40	
Paraguay	105	40		105			
Peru	245	145		820	16	109	
Nicaragua	270	365	50	40	90		
Venezuela		196				150	
Total	2573	5092	662	2050	292	1254	289
12212							

Annex III : Financial tables

**Total contributions pledged 1992-2002, and amounts received by
30 september 1999 by donor and by country/technical programme.**

Table 1

Donors (governments unless indicated differently)	Commitment (in US\$)	Amount received	Duration (from – to)	Recipient Country / Region / Purpose
1. Germany	DM 50,000,000	US\$ 31,013,823	1992-1996	Individual country programmes in Asia: Bangladesh, India, Indonesia, Thailand, the Philippines, Nepal, Pakistan; Africa: Kenya, Tanzania; Latin America: Brazil; and Europe: Turkey Preparatory Work in all regions. Worldwide movement activities.
	DM 50,000,000 (in total approx. US\$ 65,000,000) ¹	US\$ 13,203,459	1996-2001	
2. Belgium	US\$ 114,009	US\$ 114,009	1992-1995	Four action programmes in Nepal in 1996-97: training workshops of judges, prosecutors, lawyers on enforcement of legislation on child labour; child labour elimination in the quartz mine; non-formal education for children of the sweepers community; raising awareness of trade union leaders, parents and employers of child workers and providing non-formal education to working children, and preparatory work in Vietnam.
	US\$ 326,429 US\$ 82,733	US\$ 326,429 US\$ 82,733	1996-1997 1996-1998	Individual country programmes: Benin, Burkina Faso. To be committed
3. Norway	US\$ 302,557	US\$ 302,557	1995-1996	Interregional Project: Mobilising teachers, educators and their organizations to combat child labour Action against C.L. through Education and Training Statistical Information and Monitoring Programme on Child Labour (SIMPOC).
	US\$ 1,687,780 US\$ 2,801,101	US\$ 900,000 US\$ 1,050,000	1998-2000 1998-2001	
4. United States	US\$ 2,100,000	US\$ 2,100,000	1995-1997	Action programmes: a. Brazil - Combating child labour in the shoe industry of the Vale dos Sinos. b. Bangladesh - Phasing out child labour in the garment industry. c. Thailand - The North and Northeast programme to prevent child labour and children in prostitution. d. Philippines - Reporting on the state of the nation's working children. e. Africa - Technical workshop on child labour in commercial agriculture in Africa. Action programmes: a. Thailand - The second phase of the action programme to prevent child prostitution in the North of Thailand. b. Nepal - Action programme to prevent trafficking in children. c. Pakistan - Elimination of child labour in the soccerball industry in Sialkot. d. Bangladesh - The second phase of the project: Phasing out child labour in the garment industry. e. South Africa - Child labour survey f. Worldwide awareness (the Global March). g. Central America, intolerable forms of child labour. h. Pakistan - carpet industry. SIMPOC in Zambia, Romania, Brazil, Uganda, Ghana, Nigeria Country Programmes in Haiti, Guatemala, Uganda, Romania, Zambia, Mongolia Regional Programmes: - Combating trafficking in West and Central Africa - To combat C.L. in fishing sector in Indonesia and Philippines - To combat C.L. in footwear sector in south-east Asia - Other projects still under negotiation
	US\$ 6,000,000	US\$ 5,902,000	1996-2002	
	US\$ 29,000,000	US\$ 11,781,751	1999-2002	

¹ May vary depending on exchange rate

Annex III : Financial tables

Table 1

Donors (governments unless indicated differently)	Commitment (in US\$)	Amount received	Duration (from – to)	Recipient Country / Region / Purpose
5. Spain	US\$ 12,500,000 Additional contribution under negotiation	US\$ 12,500,000	1995-2000	Country and subregional programmes in Latin America: Argentina, Bolivia, Chile, Colombia, Costa Rica, Dominican Republic, Ecuador, El Salvador, Guatemala, Honduras, Mexico, Nicaragua, Panama, Paraguay, Peru, Venezuela, Uruguay
6. France	US\$ 58,600	US\$ 58,600	1995	Action programme on phasing out child labour in the carpet sector in Nepal.
	US\$ 192,308	US\$ 192,308	1997-1998	Country programmes in Francophone countries in Africa (Madagascar - Phase I)
	US\$ 1,280,343	US\$ 1,280,343	1998-2001	Country programmes in Francophone countries in Africa (Mali, Maroc, Madagascar - Phase II) and Regional Africa
	US\$ 1,360,244 US\$ 957,854	US\$ 1,360,244 US\$ 957,854	1999-2002 1999-2002	Additional contribution for country programmes in Francophone countries in Africa
	FF24,000,000 (approx. US\$ 3,876,000) ²		2000-2002	Projects under negotiation for Francophone Africa, Arab States, South Eastern Asia.
7. Australia	US\$ 100,000	US\$ 100,000	1996-1997	Action programmes on prevention of child labour and bonded child labour in Nepal.
	US\$ 49,829	US\$ 36,332	1999	Towards C.L. free area in Pokhara sub-metropolis in Nepal.
8. Canada	US\$ 514,561	US\$ 514,561	1996-1998	Interregional Project: Development of guidelines for policy makers on sustainable action against child labour
	US\$ 347,265	US\$ 347,265	1998-1999	Statistical Information and Monitoring Programme on Child Labour (SIMPOC)
9. Luxembourg	US\$ 10,994	US\$ 10,994	1996	Mini programmes in Nepal and Philippines
10. United Kingdom	US\$ 129,619	US\$ 129,619	1997	Asian Regional project on child trafficking (1st phase).
	US\$ 1,000,000	US\$ 1,000,000	1998-99	Individual country programmes, preparatory work in all regions and worldwide movement
	US\$ 63,092 US\$ 4,551,804	US\$ 47,270 US\$ 914,088	1999 1999-2001	Baseline study on C.L. in selected sectors in Tanzania Combating C.L. in India: A pilot state-based approach in Andhra Pradesh
	US\$ 4,672,000		1999-2002	Reducing labour exploitation of children and women: combating trafficking in the greater Mekong sub-region.
11. Denmark	US\$ 2,931,163	US\$ 2,146,207	1997-2001	Country programmes in Cambodia, Egypt, Sri Lanka and individual action programmes in Nepal.
12. Italy	US\$ 132,890 US\$ 348,837 US\$ 573,066	US\$ 132,890 US\$ 348,837 US\$ 573,066	1997	IPEC Staff Seminar at the Turin Centre in September/October 1997. IPEC activities at the ILO Turin Centre and one P staff in IPEC Geneva.
	US\$ 115,000 US\$ 180,000 US\$ 65,000 US\$ 650,000 US\$ 80,000		1997-1998 1998-1999	Country Programme in Albania Preparatory activities in Ethiopia Activities in Egypt Global campaign on Child Labour Support for additional activities financed under the ISP ¹ Initiative (Pakistan)
	US\$ 910,185	US\$ 910,185	1997-2001	Joint ILO-UNICEF projects in Bangladesh, Nepal and Pakistan
	US\$ 1,004,378 US\$ 1,000,000	US\$ 414,000 US\$ 700,000	1998-2000 1997-2001	Country programme in Senegal. Statistical Information and Monitoring Programme on Child Labour (SIMPOC).
	US\$ 22,487 US\$ 4,761,901	US\$ 17,990	1998 1999-2002	Improving the conditions of the working children, mainly the girl child (Egypt). A time-bound programme for the elimination of C.L. in the urban informal sector in Bangladesh.
	US\$ 700,000	US\$ 635,134	1998-1999	Pakistan - Combating child labour Through Education and Training in NWFP

² May vary depending on exchange rate

Annex III : Financial tables

Table 1

Donors (governments unless indicated differently)	Commitment (in US\$)	Amount received	Duration (from – to)	Recipient Country / Region / Purpose
16. European Commission	US\$ 1,069,114	US\$ 321,324	1998-2000	Combating abusive forms of child labour in Pakistan through prevention, withdrawal and rehabilitation.
17. Finland	US\$ 1,295,046 US\$ 529,304 US\$ 400,020	US\$ 1,295,046	1998-1999 1999-2002 1999-2002	Country programmes and projects; preparatory work and worldwide movement. Provincial programme to combat C.L. in small-scale mining through integrated strategies in education, vocational skills training and small business dev. - Philippines Street children in St-Petersburg: from exploitation to education
18. Austria	US\$ 237,941	US\$ 237,941	1998	Commercial sexual exploitation in Anglophone Africa.
19. Sialkot Chamber of Commerce and Industry	US\$ 221,700	US\$ 195,744	1998	Co-funding to Elimination of Child Labour in the soccerball industry in Sialkot, Pakistan.
20. Poland	US\$ 19,249	US\$ 19,249	1998	To be committed
21. Japanese Trade Union Confederation (JTUC -Rengo)	US\$ 35,211	US\$ 35,211	1998	Activities with Trade Union in the Philippines
22. Japan	US\$ 175,940 US\$ 165,374	US\$ 175,940 US\$ 165,374	1998 1999	Regional workshop on Child Labour in Asia Regional workshop on labour inspection in Asia
23. Sweden	US\$ 922,701 US\$ 947,776 US\$ 46,852	US\$ 922,701 US\$ 947,776 US\$ 46,852	1999 1999 1999	Integrated area-specific approach against hazardous and exploitative forms of child labour in 4 districts & areas (India) Statistical information and monitoring programme on child labour (SIMPOC) To be committed
24. Comunidad de Madrid	US\$ 158,441	US\$ 158,441	1999-2000	Elimination of child sexual exploitation in Cartagena and Barranquilla (Colombia)
TOTAL	US\$ 158,778,698	US\$ 96,626,147		

Annex III : Financial tables
**Contribution to IPEC by Germany - 1996-97 and 1998-99 Budgets
Expenditures/Commitments in US\$ as at 30 September 1999**
Table 2

Budget	1996-97 Revised Budget ²	1996-97 Commit.	1996-97 Balance	1998-99 Revised Budget ²	1998-99 Commit.	1998-99 Balance
Bangladesh	614,702	614,702	0	600,000	560,862	39,138
Brazil	770,236	770,236	0	600,000	464,076	135,924
Kenya	750,679	750,679	0	600,000	575,719	24,281
India	567,760	567,760	0	1,607,645	1,607,645	0
Indonesia	800,000	746,989	53,011	664,582	558,005	106,577
Nepal	342,120	261,552	80,568	373,000	373,000	0
Pakistan	703,476	703,476	0	600,000	512,423	87,577
Philippines	678,159	678,159	0	600,000	496,270	103,730
Tanzania	800,000	791,655	8,345	800,000	770,347	29,653
Thailand	515,077	402,528	112,549	445,418	445,418	0
Turkey	550,000	543,415	6,585	450,000	429,175	20,825
Sub-Total I	7,092,209	6,831,151	261,058	7,340,645	6,792,940	547,705
Country Reserve	1,010,471	0	1,010,471	130,884	0	130,884
Sub-Total II	8,102,680	6,831,151	1,271,529	7,471,529	6,792,940	678,589
Preparatory Work	749,630	527,207	222,423	221,851	119,855	101,996
Advisory Services	1,182,646	783,451	399,195	1,431,589	1,394,515	37,074
Worldwide Movement	514,685	465,738	48,947	299,946	275,839	24,107
National Coordination	1,801,122	1,666,367	134,755	1,801,228	1,801,228	0
Regional Coordination	801,149	695,093	106,056	639,262	559,792	79,470
Headquarters Work	340,299	246,989	93,310	233,819	229,456	4,363
Sub-Total III	5,389,531	4,384,845	1,004,686	4,627,695	4,380,685	247,010
Total II + III	13,492,211	11,215,996	2,276,215	12,099,224	11,173,625	925,599
Programme Support Cost	1,753,987	1,458,079	295,908	1,572,899	1,452,571	120,328
Grand Total	15,246,198	12,674,075	2,572,123	13,672,123	12,626,196	1,045,927

² Revised figure as augmented with country reserve.

**Contribution to IPEC by Spain - 1995/1996-97 and 1998-99 Budgets
Expenditures/Commitments in US\$ as at 30 September 1999**
Table 3

Budget	1996-97 Budget	1996-97 Commit.	1996-97 Balance	1998-99 Budget	1998-99 Commit.	1998-99 Balance
Central America	1,240,406	505,434	734,972	1,260,000	1,087,472	172,528
South America	2,401,369	729,274	1,672,095	2,545,000	2,103,912	441,088
Programmed Country Reserve	18,042	0	18,042	725,109	0	725,109
Sub-Total I	3,659,817	1,234,708	2,425,109	4,530,109	3,191,384	1,338,725
Preparatory Work	205,381	56,795	148,586	138,205	75,020	63,185
Advisory Services	344,154	168,009	176,145	337,702	266,931	70,771
Worldwide Movement	256,726	78,526	178,200	341,278	191,644	149,634
National Coordination C.a.	196,139	115,365	80,774	427,635	351,547	76,088
National Coordination S.a.	306,324	128,643	177,681	406,276	312,485	93,791
Reg. Coordination H.q.	424,933	265,976	158,957	216,777	208,709	8,068
Sub-Reg. Coordination C.a.	506,428	415,732	90,696	549,107	540,724	8,383
Sub-Reg. Coordination S.a.	542,744	512,488	30,256	766,419	737,602	28,817
Headquarters Work	194,522	122,530	71,992	249,667	158,112	91,555
Sub-Total II	2,977,351	1,864,064	1,113,287	3,433,066	2,842,774	590,292
Total (I + II)	6,637,168	3,098,772	3,538,396	7,963,175	6,034,158	1,929,017
Programme Support Cost	862,832	402,840	459,991	1,035,212	784,440	250,772
Grand Total	7,500,000	3,501,612	3,998,387	8,998,387	6,818,598	2,179,789

Annex III : Financial tables**Contribution to IPEC by:**

Belgium - Norway - Usa -France - Australia - Canada - Luxembourg - United Kingdom - Denmark - Italy - Netherlands - Switzerland - European Commission - Finland - Austria - Poland - Japan - Sweden - Italian Social Partners' Initiative - Sialkot Chamber Of Commerce And Industry, Pakistan - Japanese National Trade Union (Rengo) - Comunidad De Madrid.

1994-97 and 1998-99 Budgets

Expenditures/Commitments In US\$ as at 30 September 1999

Table 4

Donors	1994-97 Budget	1994-97 Commit.	1994-97 Balance	1998-99 Budget	1998-99 Commit.	1998-99 Balance
BELGIUM						
- Nepal	95,438	95,438	0	0		0
- Viet Nam	5,455	5,455	0	0		0
- Benin	206,975	157,442	49,533	49,533		49,533
- Burkina Faso	81,900	73,449	8,451	8,451		8,451
To be allocated	48,651	0	48,651	73,215		73,215
Programme Support Cost	56,994	43,132	13,862	17,055		17,055
Sub-total	495,413	374,916	120,497	148,254	0	148,254
NORWAY						
- Interregional project for teachers	267,750	267,750				
- Education & Training				1,202,551	176,186	1,026,365
- SIMPOC				1,254,475	152,945	1,101,530
Programme Support Cost	34,807	34,807		319,413	42,787	276,626
Sub-total	302,557	302,557	0	2,776,439	371,918	2,404,521
UNITED STATES						
- Brazil, Bangladesh, Thailand, Philippines, Africa.	1,858,408	1,728,811	129,597	129,597		129,597
- Nepal, Thailand, Pakistan	1,070,462	909,507	160,955	160,955		160,955
- Bangladesh, Central America, South Africa, Pakistan, Global March				3,459,572	1,722,696	1,736,876
- SIMPOC in: Zambia, Romania, Brazil, Uganda, Ghana, Nigeria				584,119	0	584,119
- Country Programmes in: Haiti, Guatemala, Uganda, Romania, Zambia, Mongolia				1,459,938	69,654	1,390,284
- Regional Programmes: .Combating trafficking in West and Central Africa . To Combat C.L. in fishing sector in Indonesia and Philippines . To combat C.L. in footwear sector in South-east Asia				869,470	0	869,470
- Programme Devpt. Advance					134,111	(134,111)
Programme Support Cost	380,753	342,981	37,772	866,275	250,440	615,835
Sub-total	3,309,623	2,981,299	328,324	7,529,926	2,176,901	5,353,025

Achievements, lessons learned and indications for the future (1998-1999)

Annex III : Financial tables

Donors	1994-97 Budget	1994-97 Commit.	1994-97 Balance	1998-99 Budget	1998-99 Commit.	1998-99 Balance
FRANCE						
- Nepal	50,361	50,361				
- Madagascar (1st phase)	170,184	154,997	15,187			
- Mali	20,000	11,449	8,551	219,250	218,186	1,064
- Maroc				111,724	95,893	15,831
- Regional Africa				406,204	380,434	25,770
- Madagascar (2nd phase)				277,171	46,291	230,880
-Burkina Faso				128,912	5,234	123,678
To be allocated	136,674		136,674	1,365,781		1,365,781
Programme Support Cost	49,038	28,185	20,853	326,175	96,985	229,190
Sub-total	426,257	244,992	181,265	2,835,217	843,023	1,992,194
AUSTRALIA						
- Nepal	88,496	73,731	14,765	58,861	31,412	27,449
Programme Support Cost	11,504	9,585	1,919	7,652	4,084	3,568
Sub-total	100,000	83,316	16,684	66,513	35,496	31,017
CANADA						
- Interregional project	455,364	272,435	182,929	182,929	90,429	92,500
- SIMPOC				307,314	101,090	206,224
Programme Support Cost	59,197	35,416	23,781	63,732	24,898	38,834
Sub-total	514,561	307,851	206,710	553,975	216,417	337,558
LUXEMBOURG						
- Nepal	5,818	5,818				
- Philippines	4,658	4,658				
To be allocated	518		518	518		518
Sub-total	10,994	10,476	518	518	0	518
UNITED KINGDOM						
- Regional Project Asia (1st phase)	114,707	114,707				
- Core contribution				884,956	268,937	616,019
- Tanzania				55,834		55,834
- India				1,061,708		1,061,708
Programme Support Cost	14,912	14,912		260,325	34,962	225,363
Sub-total	129,619	129,619	0	2,262,823	303,899	1,958,924
DENMARK						
- Cambodia (1st phase)	202,466	197,927	4,539	4,539		4,539
- Nepal	131,911	116,259	15,652	15,652		15,652
- Sri Lanka (1st phase)	174,058	174,058				
- Egypt	127,050	127,050				
- Cambodia (2nd phase)				431,300	142,708	288,592
- Egypt (2nd phase)				401,100	150,521	250,579
- Sri Lanka (2nd phase)				431,412	84,811	346,601
Programme Support Cost	82,613	79,988	2,625	166,920	49,145	117,775
Sub-total	718,098	695,282	22,816	1,450,923	427,185	1,023,738
ITALY						
- IPEC Staff Seminar in Turin (97)	117,602	117,602				
- One P staff in Geneva				167,525	167,525	
-IPEC activities at ILO Turin	163,095	163,095				
Programme Support Cost	145,610	145,610		339,613	339,613	
	55,420	55,420		65,928	65,928	
Sub-total	481,727	481,727	0	573,066	573,066	0
ITALIAN SOCIAL PARTNERS' INITIATIVE						
- Nepal				221,239	176,707	44,532
- Pakistan				221,403	2,588	218,815
- Bangladesh				362,832	0	362,832
Programme Support Cost				104,711	23,308	81,403
Sub-total				910,185	202,603	707,582
NETHERLANDS						
- Senegal				324,159	182,402	141,757
- SIMPOC				578,350	187,359	390,991
- Egypt				19,900	15,954	3,946
Programme Support Cost				119,913	50,143	69,770
Sub-total				1,042,322	435,858	606,464

Annex III : Financial tables

Donors	1994-97 Budget	1994-97 Commit.	1994-97 Balance	1998-99 Budget	1998-99 Commit.	1998-99 Balance
SWITZERLAND						
- Pakistan				507,482	393,930	113,552
Programme Support Cost				65,973	51,211	14,762
Sub-total				573,455	445,141	128,314
EUROPEAN COMMISSION						
- Pakistan				987,743	884,141	103,602
Programme Support Cost				81,371	72,765	8,606
Sub-total				1,069,114	956,906	112,208
FINLAND						
- Core contribution				1,146,058	884,223	261,835
Programme Support Cost				148,988	114,949	34,039
Sub-total				1,295,046	999,172	295,874
AUSTRIA						
- Africa				210,567	24,747	185,820
Programme Support Cost				27,374	3,217	24,157
Sub-total				237,941	27,964	209,977
SIALKOT CHAMBER OF COMMERCE AND INDUSTRY						
- Pakistan / sialkot project	221,700	195,749	25,951	25,951		25,951
Sub-total	221,700	195,749	25,951	25,951	0	25,951
POLAND						
- to be committed				17,034		17,034
Programme Support Cost				2,215		2,215
Sub-total				19,249	0	19,249
JAPANESE TRADE UNION CONFEDERATION (JTUC-RENGO) (Donation)						
- Trade Union in Philippines				35,211	35,211	
Sub-total				35,211	35,211	0
JAPAN						
- Regional Workshop Asia				302,048	302,048	
Programme Support Cost				39,266	39,266	
Sub-total				341,314	341,314	0
SWEDEN						
- India				816,550	720,000	96,550
- SIMPOC				838,740	9,803	828,937
To be allocated				41,462		41,462
Programme Support Cost				220,577	94,874	125,703
Sub-total				1,917,329	824,677	1,092,652
COMUNIDAD DE MADRID						
- Colombia				140,213	116,043	24,170
Programme Support Cost				18,228	15,086	3,142
Sub-total				158,441	131,129	27,312
GRAND TOTAL	6,710,549	5,807,784	902,765	25,823,212	9,347,880	16,475,332

