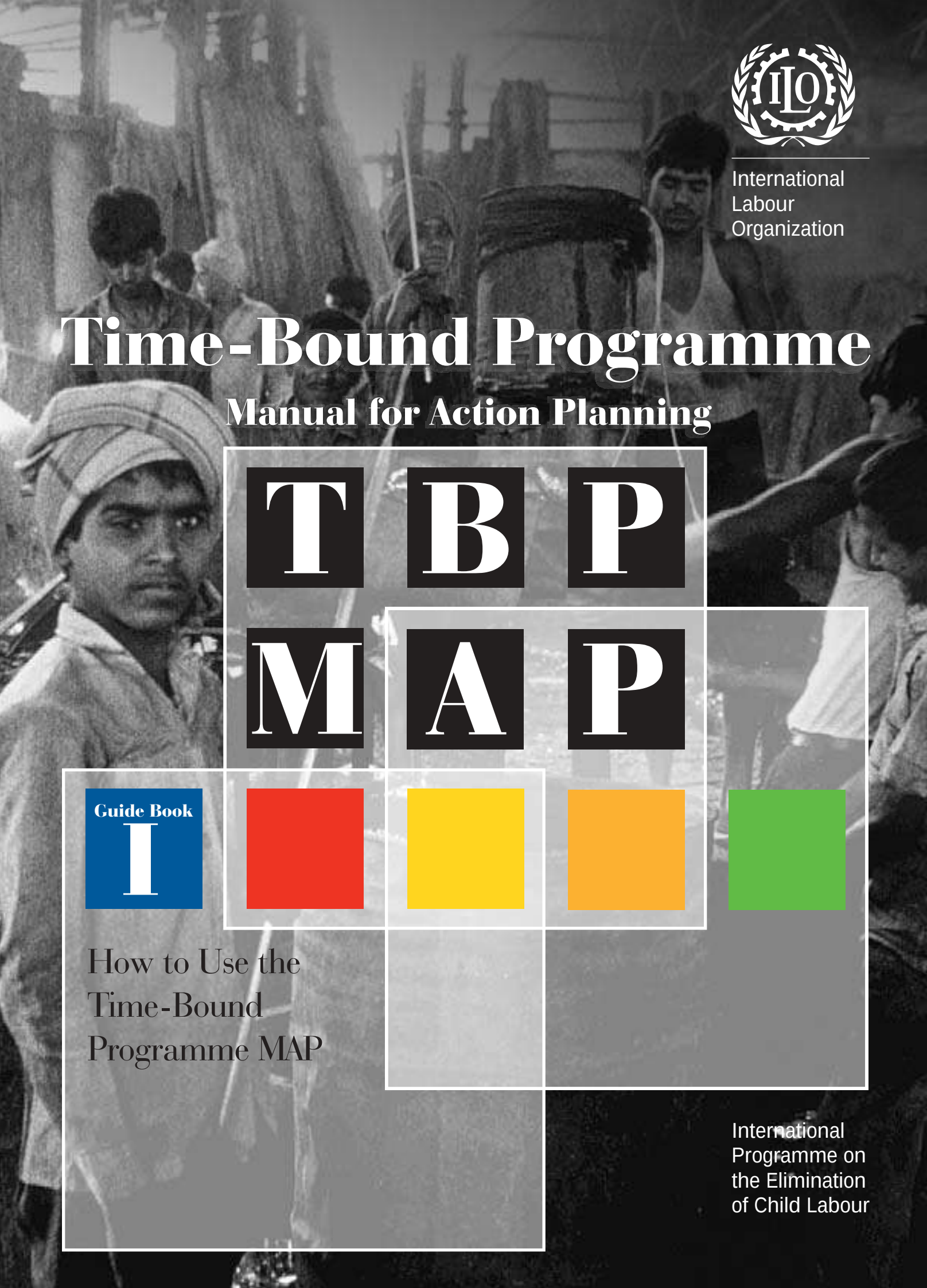

International Labour Organization

Time-Bound Programme

Manual for Action Planning

TBP MAP

Guide Book I

How to Use the Time-Bound Programme MAP

International Programme on the Elimination of Child Labour

TBP MAP

Guide Book I:
How to Use the Time-Bound Programme MAP

International Labour Organization

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Guide Book I:
How to Use the Time-Bound Programme MAP

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Authors of the Guide Books:

The following were primarily responsible for the Guide Books:

Guide Book I	:	David Tajgman
Guide Book II	:	Yaw Ofosu
Guide Book III	:	Yaw Ofosu and Margaret Mottaz
Guide Book IV	:	Margaret Mottaz and Yaw Ofosu
Guide Book V	:	Florencio Gudiño and Peter E. Wichmand.

Authors of the TBP MAP Papers:

Authors from within IPEC:

Susan Gunn, *Eliminating Hazardous Child Labour Step by Step*

Susan Gunn, *ILO Worst Forms of Child Labour Convention No. 182: Recommendations for Determining Hazardous Child Labour in Connection with Time-Bound Programmes*

Susan Gunn, *Using Networks on Hazardous Child Labour to enhance Time-Bound Programmes*

Susan Gunn, *Identifying Hazardous Child Labour in Time-Bound Programmes*

Susan Gunn and Tine Staermose (with material from Yaa Yeboah), *Eliminating the Worst Forms of Child Labour under Time-Bound Programmes: A Guide to Targeted Interventions*

Angela Martins-Oliveira (with Astrid Marshatz and Carolina Vizcaino), *Situation Analysis and Indicators for the Development of TBPs*

Sanjukta Mukherjee, *Baseline Surveys for Time-Bound Programmes: An Introduction*

Yaw Ofosu, *Building the Knowledge Base for the Development of Time-Bound Programmes*

Yaw Ofosu, *The Dynamics of Child Labour in Tanzania*

George Okutho, *Survey Data Collection for Time-Bound Programmes*

Tuomo Poutiainen and Susan Gunn, *Overview of Child Labour Monitoring Systems*

Urmila Sarkar, *Combating Child Labour through Education*

Urmila Sarkar, *Social Mobilization for Time-Bound Programmes*

Hamid Tabatabai, *Mainstreaming Action Against Child Labour in Development and Poverty Reduction Strategies*

Peter Wichmand and Florencio Gudiño, *Strategic Planning in TBPs*.

Other authors from the ILO:

Casper Edmonds (COMBI), *Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour*.

External authors:

Gavin W. Jones (The Australian National University), *Conceptual Framework for Child Labour Interventions in the Education Sector*

Margaret Mottaz, *Resource Mobilization for Time-Bound Programmes*

Burt Perrin, *A Guide to Assessing the Impact of Time-Bound Programmes*

Burt Perrin, *Guidelines on Good Practices: Identification, Review, Structuring, Dissemination and Application*, initial guidelines prepared as part of the Inter-Agency Project on Understanding Children's Work (UNICEF, World Bank and ILO)

Yaa Yeboah (Tooks Court Chambers, London) and Frank Panford (Doughty Street Chambers, London), *Eliminating the Worst Forms of Child Labour under Time-Bound Programmes: Guidelines for Strengthening Legislation, Enforcement and Overall Legal Framework*.

Other contributors:

In addition to the above-listed authors, comments, suggestions and other inputs provided by the following are gratefully acknowledged:

IPEC HQ: Anita Amorim; Pin Boonpala; Frank Hagemann; Sherin Khan; Joost Kooijmans; Geir Myrstad; Yoshie Noguchi; Hakki Ozel; Guy Thijs; Phan Thuy.

IPEC Field: Fatemeh Alinejadfard; Peter Daglish; Laetitia Dumas; Serinidad Lavador; Wahidur Rahman; Ben Smith.

Other ILO units: Amrita Sietaram of the ILO Bureau for Workers Activities; Ilka Schoellmann and Christian Hess of the ILO Bureau for Employers Activities; Naoko Otobe of the ILO Gender Promotion Department and Jane Hodges and Ingeborg Heide of the ILO InFocus Programme on Social Dialogue

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Foreword

Child labour is one of the most burning social problems of our time. The latest ILO global estimates, released in 2002, show that some 350 million children, aged 5-17 years, are economically active. Around 246 million of them are engaged in activities classified as *child labour*. Of these, 179 million are thought to be in the worst forms. Most of these children are engaged in hazardous work, but large numbers are forced to work in slavery or near slavery conditions, as bonded labourers, in armed conflict or in illicit activities. Many are the victims of trafficking and of commercial sexual exploitation. Even in the 5-14 age group, a staggering 211 million children are economically active, including 186 million child labourers.

These children, like all children, should be at school developing talents and acquiring skills that prepare them for decent work as adults. By entering the labour market prematurely, they mortgage their health, their development and their futures. They are deprived of the education and training that can help lift them, their families and indeed future generations out of poverty. In addition child labour subjects them to needless physical, psychological and moral suffering that can leave long-term scars that impact not only them, but society as a whole.

The ILO Worst Forms of Child Labour Convention, 1999 (No. 182) and its accompanying Recommendation 190 seek to protect children from particularly abusive and hazardous types of child labour. In the four years since its adoption in June 1999, well over four-fifths of ILO member States have ratified it. This rapid pace, which is unprecedented in the history of the Organization, underscores the strong consensus among rich and poor nations alike that, whatever a society's level of development, the forms of exploitation covered by the Convention are intolerable and unacceptable. The large number of ratifications also underscores the consensus that something should and can be done immediately to end the worst forms of child labour (WFCL).

Photo: ILO/P. Lissac

Ratifying member States commit themselves to implement effective and time-bound measures to remove children from the WFCL and provide them with educational opportunities and a better future. This creates both challenges and opportunities for the member States of the ILO and the international community.

First of all, child labour is a complex issue. Elimination of its worst forms requires an effective programme of poverty alleviation and education, changes in social values and awareness and support from the community and civil society-at-large. Moreover, there are economic, structural and social constraints to be overcome at the country level.

Secondly, the success of the Convention No. 182 ratification drive has helped the International Programme on the Elimination of Child Labour (IPEC) build significant momentum for eradicating child labour. But this has also led to an ever-growing demand from member States for IPEC's assistance to implement it. In this regard, IPEC's role is both promotional and catalytic, as the goal of eliminating child labour, particularly in its worst forms, can only be achieved with the total commitment and active participation of governments, social partners and stakeholders.

ILO member States are expected to take on the responsibility be accountable for the development and implementation of sustainable programmes for achieving the goals set by the Convention. To this end, IPEC has developed the Time-Bound Programme (TBP) approach as one means of assisting Member States in an integrated and coordinated manner. By providing a comprehensive framework within which prevention, withdrawal, rehabilitation and protection measures can be developed and applied on a large scale, TBPs offer member States a set of approaches, tools and mechanisms for realizing measurable and timely impact in their fight against the WFCL.

This *TBP Manual for Action Planning* (*TBP MAP*) constitutes a synthesis of experience gained by IPEC thus far in assisting member States in TBP development and implementation. It consists of a number of guidelines and tools designed to assist current and future TBP participating countries to mobilize human and financial resources and to plan and develop multi-sectoral interventions to address the problem of child labour. The Guidebooks and individual Papers contained in the kit or enclosed CD cover the various stages of programme design and implementation, such as data collection and analysis, awareness raising, stakeholder consultations and social mobilization, resource mobilization, target setting, policy options and strategies for different sectors and areas of interventions, and programme management, including monitoring and evaluation.

Director IPEC
Frans Roselaers

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1 Content and purpose of the TBP MAP

The TBP Manual for Action Planning – or TBP MAP – is a coordinated, two tiered package of documents published in the form of Guide Books and Papers. The TBP MAP package covers time-bound programmes (TBPs) for the elimination of child labour, particularly the worst forms. Each document elaborates an aspect of time-bound programme development, implementation, monitoring or evaluation.

The TBP MAP is produced to meet the needs of a broad ranging audience whose common need is for more information on how TBPs have and can be developed, implemented, monitored and evaluated. More particularly, the TBP MAP aims to bring together information based on the experience of TBPs implemented as a national programming approach linking different projects rather than an international development assistance programme. Country experiences are, thus, a key element in the TBP MAP. They are used both as a basis for guidance and as illustrative examples giving a practical perspective.

ILO	International Labour Office
IPEC	International Programme for the Elimination of Child Labour
MAP	Manual for Action Planning
TBP	Time-Bound Programme
WFCL	Worst forms of child labour

The TBP MAP brings together information and guidance on TBPs in a consolidated form with a view to assisting those interested in such programmes at the national level. It is written for:

- a *general audience* of, for example, policy makers in government, donor agencies and other organizations/institutions who want or need to know more about TBPs;
- a *child labour programme audience* of, for example, policy makers, programme managers and other charged with formulating and implementing programmes against child labour; and
- an *IPEC-specific audience*, that is to say, IPEC staff, partners and counterparts of IPEC in government, the social partners and NGO partners, and external collaborators and consultants involved in the design and implementation of IPEC-supported national TBP initiatives.

The two-tiered structure of the TBP MAP has been designed with these diverse intended audiences in mind. These audiences have different reasons for wanting to know more about TBPs and different expectations about what information should be presented in the documentation that makes up the TBP MAP.

Box 1: What is a Time-Bound Programme?

The term "Time-Bound Programme" comes from the ILO's Convention on Elimination of the Worst Forms of Child Labour, 1999 (No. 182). It refers to action plans and actual actions taken by a country with a view to eliminating the worst forms of child labour (WFCL) within a specific time frame. Countries that ratify the Convention pledge to take "immediate and effective time-bound measures" to eliminate the WFCL in their countries.

The first-tier consists of **five Guide Books** published in hard copy, grouped together as a **Kit** for distribution typically as a set, but also individually. The Guide Books are intended primarily for the **general audience**. They provide an overview of the TBP concept and its potential use.

The second-tier consists of **Papers** focusing on technical topics that have been touched upon summarily in the Guide Books. This tier of documentation is intended for the **child labour programme** and **IPEC audiences**. These Papers are published in soft copy, that is to say, they are available in an electronic format for users' reading from a computer screen or, if the user wishes, a print out. TBP MAP Papers are distributed on a CD-ROM, which accompanies the five Guide Books. TBP MAP papers are also distributed via the Internet, at this address on the World Wide Web: www.ilo.org/public/english/standards/ipec/themes/timebound/index.htm

The TBP MAP is a dynamic documentary source; the papers will be continually updated on the TBP MAP Internet site, and new ones added, as more experience is gained. The five Guide Books of the TBP MAP can also be found at the TBP MAP Internet site, available for downloading.

Box 2: The Guide Books

Guide Book I: How to Use the TBP MAP

Describes the TBP MAP, its contents, purpose, and intended methods for use.

Guide Book II: Time-Bound Programmes for Eliminating the Worst Forms of Child Labour - An Introduction

Introduces the user to the TBP concept. This Guide Book is divided into two Parts, the first providing background information on the WFCL, including their causes and consequences. The second gives the general characteristics of a TBP. It moves on to provide an overview of the policy and programme interventions that comprise a TBP. It also describes the various aspects of the TBP development process from research to programme formulation, implementation, monitoring and evaluation.

Guide Book III: Creating the Knowledge Base for Time-Bound Programmes

Reviews the knowledge base needs for the design, implementation and monitoring of TBP interventions. This includes background information gathering, statistical surveying, review of existing economic, social and legal policies affecting child labour, stakeholder analyses and inventories of ongoing and planned interventions, taken to ensure that TBPs are well-secured within the overall national development plans of the countries implementing them. It also touches on the practical aspects of carrying out field surveys and information gathering as well as the ethical considerations that are important to keep in mind when doing research on children.

Guide Book IV: Policy Choices and Programme Interventions for Time-Bound Programmes

Provides an overview of the various types of upstream measures and downstream direct interventions that might typically be incorporated into a TBP framework. It elaborates upstream measures, that is, those aimed at creating an enabling environment. These include measures taken in the areas of labour legislation, legal framework and social policy; social mobilization; education and vocational training policy; macro-economic environment, employment and poverty reduction strategies; and capacity building. The Guide Book then turns to the downstream direct interventions included under the categories of education and vocational training; economic empowerment of vulnerable families; capacity building at the local level; rapid response mechanisms; and community mobilization and awareness raising. Consideration is given to two basic approaches to programme interventions, that is, sectoral vs. geographic. This includes elaboration of advantages and disadvantages of each. The concept of “good practices” is finally considered in the Guide Book – what constitutes them and how they can be promoted.

Guide Book V: Planning, Monitoring and Evaluation of Time-Bound Programmes

Outlines the planning, implementation, monitoring and evaluation process that can be applied in a TBP. It emphasises the strategic nature of the process, focusing on developing the strategic programme framework that identifies outcomes required within the TBP for impact and the links between TBP interventions; such a framework can serve as the strategic plan for the TBP. It elaborates the strategic use of monitoring, evaluation and impact assessment for managing the TBP and the links between individual interventions of policies and programmes operating with their own institutional context. The concept of interventions as project of support to the TBP is introduced and some pointers provided on the institutional requirements and set-up for managing the strategic planning process.

2 How to use the TBP MAP

How the TBP MAP is used will depend on who is using it, and for what purpose it is being used. The TBP MAP is essentially a source of reference, guidance and background knowledge for persons who, in one way or another, are involved or potentially involved in combating child labour or, more specifically, in the design, implementation, monitoring, or evaluation of a TBP or projects that are components of a TBP.

The TBP MAP can be used as a tool for the broad range of activities associated with TBPs, from their inception and execution to their culmination and completion.

- Advocacy is typically needed to develop and reinforce strong social foundations supporting the elimination of child labour. The TBP MAP discusses methods for undertaking advocacy campaigns, the potential target groups and objectives for advocacy activities.

- Awareness raising in TBPs aims at changing attitudes and perceptions about child labour and mobilizing society to take action against it. Local communities need to be empowered by understanding the longer-term consequences of child labour. The TBP MAP discusses where and how awareness raising interventions can be most appropriately used to set the attitudinal groundwork for combating child labour.

- Training and education of those involved in TBP formulation, implementation and monitoring, and evaluation can be fundamental for deepening the broad range of skills needed to carry out a TBP. The TBP MAP can be used as a resource in seminars for such groups as teachers, statisticians, law enforcement officers, labour and education administrators, policy makers, judges, and parliamentarians.

- Action-taking is the critical aspect of a TBP, often involving the translation of announced policies and strategies into concrete interventions. Planning, implementing, monitoring

Photo: ILO

and evaluating the policies and programmes put in place under and in coordination with a TBP can involve daunting tasks. The TBP MAP discusses upstream or enabling interventions aimed at setting up the framework for combating child labour and downstream interventions that are particularly aimed at breaking the vicious circle linking poverty to child labour.

- Knowledge base building is a crucial aspect of TBPs. As a comprehensive approach, the TBP requires structured and thorough data collection and analysis irrespective of the action components that finally comprise the Programme. The tailoring of knowledge base building and analysis is thus thoroughly discussed in the TBP MAP.

- Monitoring and evaluation are important components of TBPs. Effective monitoring and evaluation ensures that a TBP is dynamic and its objectives can be fine-tuned when needed. It also provides further lessons for programme design. The TBP MAP discusses approaches to monitoring and evaluation, including important issues such as indicators, targets and the assessment of impact.

It should be kept in mind that the TBP MAP is neither a modular training package nor a step-by-step manual on how to design, implement, monitor or evaluate TBPs. The Guide Books and Papers are intended to serve as an information source to be used in a flexible manner by a wide variety of users. Users may focus on one of the Guide Books or Papers as a whole, or on portions of one or several, according to their specific needs and contexts.

A reading of the table of contents of each TBP MAP document should give the user sufficient basic orientation to what it has to offer and, thus, to what approach to using the TBP MAP would be most appropriate. See Box 3. Furthermore, since there are areas of overlap in the different Guide Books and Papers, cross-references are made between them for highlighting additional information or guidance on a particular point where it is available elsewhere in the TBP MAP. The arrangement used for organizing the collection of TBP MAP Papers links their subject matter to that of the most closely related Guide Book. See Box 4 for further clarification.

Box 3: Navigating the Guide Books

For a general audience user, a close look at the Contents page at the beginning of each Guide Book will likely lead the user to a subject of particular interest relevant to his or her involvement with a TBP. For child labour programme or IPEC audience users, it will be helpful to know that the TBP MAP Papers are arranged on the CD-ROM and Internet site relative to the subject matter covered by the most closely related Guide Book. The Papers are numbered accordingly; for example, those related to *Guide Book III: Creating the Knowledge Base for Time-Bound Programmes* are identified with the number *III* in their title. Thus, the title of TBP MAP Paper III-1, *Building the Knowledge Base for the Development of Time-Bound Programmes*, TBP MAP Paper III-2, *Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour*, and so on.

Box 4: References, arrangement and titles of TBP MAP Papers

References are made in footnotes in the TBP MAP Guide Books to TBP MAP Papers that contain more detailed information on the point concerned. For example, where discussion is found in *Guide Book IV: Policy Choices and Programme Interventions for Time-Bound Programmes* concerning programme interventions involving legal reform, reference is made to Paper IV-3, *Eliminating the Worst Forms of Child Labour under Time-Bound Programmes: Guidelines for Strengthening Legislation, Enforcement and Overall Legal Framework*, which gives more detailed information and guidance on issues related to legal reform.

TBP MAP Papers as at the time of publication in late 2003 are listed below.

Child Labour Knowledge Base (Guide Book III)

Paper III-1	Building the Knowledge Base for the Development of Time-Bound Programmes
Paper III-2*	Ethical Considerations When Conducting Research on Children in the Worst Forms of Child Labour
Paper III-3	Survey Data Collection for Time-Bound Programmes
Paper III-4	Baseline Surveys for Time-Bound Programmes: An Introduction
Paper III-5	Situation Analysis and Indicators for the Development of TBPs

Policy Choices and Interventions for TBPs (Guide Book IV)

Paper IV-1	Mainstreaming Action against Child Labour in Development and Poverty Reduction Strategies
Paper IV-2	Conceptual Framework for Child Labour Interventions in the Education Sector
Paper IV-3	Eliminating the Worst Forms of Child Labour under Time-Bound Programmes: Guidelines for Strengthening Legislation, Enforcement and Overall Legal Framework
Paper IV-4*	Eliminating Hazardous Child Labour Step by Step
Paper IV-5*	Combating Child Labour through Education
Paper IV-6	Social Mobilization for Time-Bound Programmes

Paper IV-7	ILO Worst Forms of Child Labour Convention No. 182: Recommendations for determining hazardous child labour in connection with Time-Bound Programmes
Paper IV-8	Using Networks on Hazardous Child Labour to enhance Time-Bound Programmes
Paper IV-9	Identifying Hazardous Child Labour in Time-Bound Programmes
Paper IV-10*	The Dynamics of Child Labour in Tanzania
Paper IV-11*	Overview of Child Labour Monitoring Systems
Paper IV-12	Eliminating the Worst Forms of Child Labour under Time-Bound Programmes: A Guide to Targeted Interventions
Paper IV-13	Resource Mobilization for Time-Bound Programmes
Paper IV-14*	Guidelines on Good Practices: Identification, Review, Structuring, Dissemination and Application

Planning, Monitoring and Evaluation of TBPs (Guide Book V)

Paper V-1	Strategic Planning in TBPs
Paper V-2	A Guide to assessing the Impact of Time-Bound Programmes
Paper V-3*	Developing and Using Strategic Programme Impact Frameworks
Paper V-4*	Guidelines on Design and Preparation of ILO/IPEC Project Documents
Paper V-5*	Identifying and Using Indicators of Achievement in ILO/IPEC Projects

* These papers were not specifically prepared as part of the TBP MAP, but have been included because they contain material that is of interest to TBP development and implementation.

3 Who can use it?

The TBP MAP can be useful for all who are involved or interested in combating child labour through time-bound programmes. The exact manner in which it is used will depend on the user and the particulars of their interest. Here are just a few examples of the broad range of users and uses that can be made of the TBP MAP.

- For policy makers in Government, the discussion of the characteristics of TBPs in Part 2 of Guide Book II

and the elaboration of policy choices and types of programme interventions in Guide Book IV will likely be of particular interest. Donor agencies, interested in the possible approach taken by TBPs will likewise be interested in Guide Books II and IV. Indeed, policy makers from all agencies concerned about child labour should find it profitable to read the whole set of Guide Books.

- Social partners and NGOs, particularly those interested in advocacy and awareness raising activities, will be interested in Part I of Guide Book II for its discussion of the causes and consequences of child labour. Teachers interested in the issue of child labour would also find the TBP MAP useful reading. TBP MAP Paper IV-6 Social Mobilization for Time-Bound Programmes would be a likely source of useful information for this same group of users. Partners involved in developing community interventions will likely want to take a look at Guide Book III for its discussion of methods for developing the necessary knowledge base for combating child labour; references made to TBP MAP Papers will all likely attract the user interested in even more detail on this subject.

- IPEC staff, programme managers and their partners in government, workers' and employers' organizations, and NGOs need the types of detailed analysis and discussions found in the TBP MAP Papers. Thus the user would be most attracted to those TBP MAP Papers relevant to particular areas of interest, be it development of the needed knowledge base for a new stage of programme implementation, approaches for strengthening enforcement of legislation, or identifying hazardous child labour. A visit to the TBP MAP Internet site would guarantee access to the most up-to-date information available from IPEC.

Common to all TBP MAP users is the need for information and the interest in using it to help eliminate child labour.