



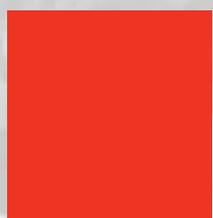
International
Labour
Organization

Time-Bound Programme

Manual for Action Planning

T B P

M A P



Creating the
Knowledge Base
for Time-Bound
Programmes

International
Programme on
the Elimination
of Child Labour

TBP MAP

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

International Labour Organization

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



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1 Introduction

A major objective of the Time-Bound Programme (TBP) approach is the integration of the child labour issue into the national development agenda. Consequently, the collection of child labour data is an important process since the resulting information often has a critically important influence on national policy. In short, an adequate knowledge base is needed to understand the dynamics and scope of child labour and its worst forms.

The knowledge base for TBPs includes information on the extent and nature of the child labour problem, its causes and consequences, the conditions needed to deal with the problem, as well as effective and ineffective approaches, strategies and measures. Its creation requires information and indicators at various levels and from various sources – as well as appropriate instruments for collecting and analysing them. It also includes a thorough analysis of issues that are important for the formulation of strategies, such as other intervention programmes and efforts in place, and information relevant for programme implementation, including partners and local institutions and their implementation capacity.

This Guide Book reviews the knowledge base needs for the design, implementation and monitoring of TBP interventions to eliminate the worst forms of child labour (WFCL).¹ This includes background information gathering, statistical surveying, review of existing economic, social and legal policies affecting child labour, stakeholder analyses and past intervention inventories that are important for ensuring 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. Cost implications are also considered.

IPEC	International Programme on the Elimination of Child Labour
RA	Rapid Assessment
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
TBP	Time-Bound Programme
WFCL	Worst forms of child labour

Section 2 reviews the data and information needs of a TBP and how these fit into the various phases of the programme. The data-based approach to TBP design and implementation, considered critical for coherence of this type of large-scale, integrated programme, starts early in the preparatory phases of the TBP and runs through all aspects of the programme.

Section 3 provides an introduction to the various categories of information required for TBPs. This includes assessing information needs for the extent and nature of child labour and understanding its causes and

¹ This paper is a synthesis of several documents prepared by IPEC staff and/or external experts.

These documents are available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm

The reader is encouraged to consult them for more in-depth coverage of the topics discussed here.



consequences. Section 3 also highlights the importance for TBP planners to review policy and past experience with child labour interventions, to analyse the potential resources available from the various stakeholders and to carry out an inventory of ongoing or planned interventions by other organizations in order to identify strengths and opportunities upon which the TBP can build.

Stressing the importance of understanding the range and depth of data needed for TBPs in general and the design and monitoring of individual interventions in particular, Section 4 reviews the various sources of data, that can be called upon to obtain the wide array of needed information. This is followed in Section 5 by a brief review of the information gathering tools and techniques used by the International Programme on the Elimination of Child Labour's (IPEC) Statistical Information and Monitoring Programme on Child Labour (SIMPOC) and others to obtain information on child labour.

Section 6 covers additional issues related to carrying out surveys or collecting data, focusing on the various ways the

methodologies described in Section 5 can be combined to best achieve the desired geographic, demographic and sectoral coverage. This includes a review of how national and micro-level data can complement each other and how these can be organized in a two-stage data collection process that minimizes cost and effort. As successful survey data collection requires careful planning, the importance of adequate preparation and attention to logistical requirements of the survey team are also noted. In addition, recommendations are presented on how to deal with ethical issues that arise when doing research on children.

The cost implications of data collection are discussed in Section 7. While surveys and other types of information collection are indeed costly, cutting corners can seriously affect the quality of the results. This section touches upon various strategies, including careful planning and the combining or "piggybacking" of surveys, to minimize cost and maintain the necessary quality of output.



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2 An overview of the knowledge framework

The comprehensive nature of TBPs and the urgency of eliminating the WFCL mean that programmes must be well-designed and implemented. For this reason, IPEC supports the adoption of a data-based approach for the development of TBPs, with a view to improving programme design and enhancing the effectiveness of interventions.

A typical TBP development exercise includes:

- preparatory studies assessing the extent and nature of child labour in key sectors and industries known to have child labour problems;
- analysis of the causes and consequences of child labour; and
- policy reviews in areas such as legislation and law enforcement, education, national economic development (including poverty reduction strategies) and review of experiences of key partners in project-implementation.

Data analysis and policy reviews will help to identify the forms of child labour requiring priority attention under the TBP. It will also help to set targets, formulate strategies and, afterwards, monitor and evaluate programmes. This emphasis on data-based planning is essential since an accurate knowledge base is indispensable for developing a coherent and integrated TBP.

Box 1: What is meant by data?

The term *data* is often associated with *quantitative*, or *numerical* measurement. It is useful to keep in mind that data is used here in its broadest sense. It means simply *all types* of information, referring to *qualities* as well as *quantities*.

This is true for each of the following key stages of programme development and implementation:

- (1) understanding the magnitude and causes of the WFCL;
- (2) determining the strategic objectives of the TBP;
- (3) developing indicators associated with child labour;
- (4) selecting policy and programme interventions; and
- (5) implementing, monitoring and evaluating programmes.

These points are briefly elaborated below.



2.1 Understanding the magnitude and causes of the WFCL

A correct assessment of the magnitude and characteristics of the child labour problem in different economic sectors and geographical areas is necessary for, among other things, setting clear goals and specific targets achievable in a defined time frame. It is also essential for the formulation of appropriate policy and programme responses.

There are many different paths that lead children to the WFCL.² Most causes are of an economic or social nature. In some cases, the children will secure a livelihood for themselves or their families or are perceived to acquire income-generating skills; in others, they will be lured away with false promises, or perhaps abducted. Such children may also be used to pay off debt, either through bonded labour or by working to raise money for the debt payments. Each reason, factor or cause of child labour leads to different policy priorities. It is only by uncovering the various causes through careful data collection and analysis that the most

appropriate and effective policies and programmes can be implemented.

2.2 Determining the strategic objectives of the TBP

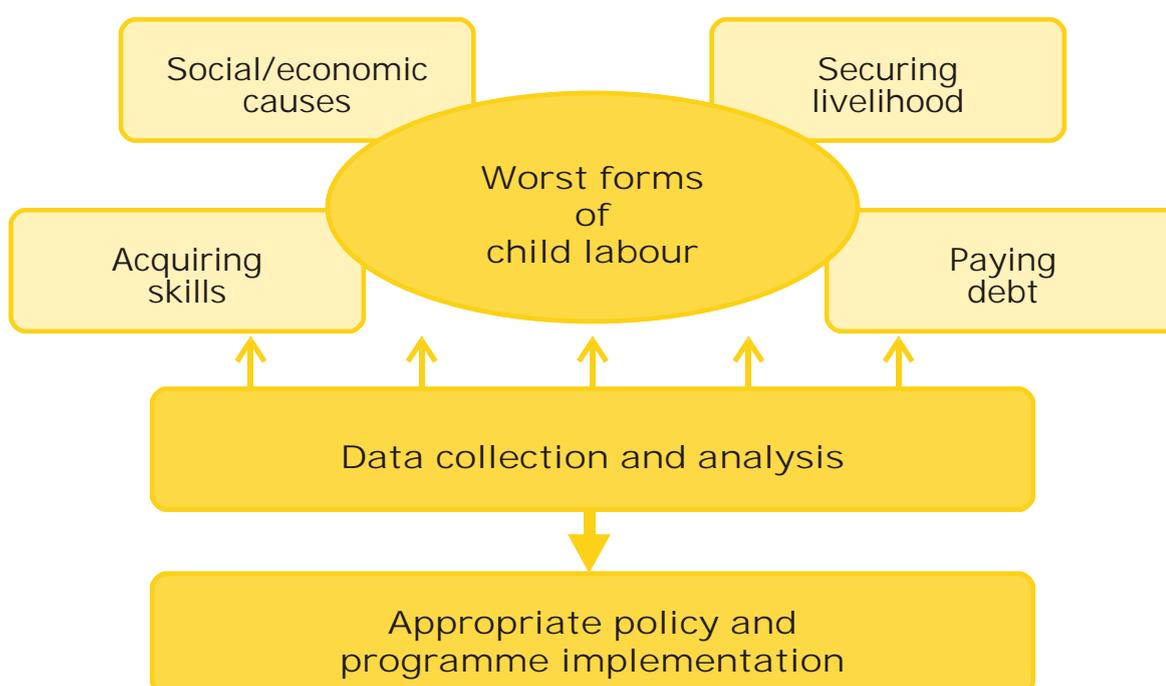
Based on an understanding of the problem, a crucial step in TBP design is to state the overall strategic objectives to be achieved and then determine the best mix of policies and programmes from among all possible options that will help attain these objectives.³ An elaborate situation analysis should be able to bring out the relevant factors and therefore improve the effectiveness of policy and programme interventions.

2.3 Developing indicators

Indicators are useful for making an accurate assessment of the magnitude of the problem and for establishing and examining patterns that may point out potential factors and underlying causes. They are also useful for programme

² For more in-depth knowledge on the causes and consequences of child labour see Guide Book II: *Time-Bound Programmes for Eliminating the Worst Forms of Child Labour – An Introduction*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm

³ To learn more on strategic objectives of the TBP refer to Guide Book IV: *Overview of TBP Policy Options and Interventions*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm





Box 2: Selected examples of indicators

Indicator set 1	<p style="text-align: center;">Incidence and magnitude of work</p> <ul style="list-style-type: none"> ■ Number of children involved ■ Average hours worked per week ■ Time of work (e.g. night or day) ■ Days worked per week
Indicator set 2	<p style="text-align: center;">Causes and consequences of child labour</p> <ul style="list-style-type: none"> ■ Child labour rate <ul style="list-style-type: none"> – by family size – by sex of household head – by socio-economic status – by reason for why the child works ■ Injuries among child labourers ■ Work interferences with schooling ■ Consequences of eliminating child labour
Indicator set 3	<p style="text-align: center;">Contextual factors</p> <ul style="list-style-type: none"> ■ Total fertility rate ■ Poverty rate ■ Life expectancy ■ Adult literacy (male vs. female) ■ Public school expenditure ■ Pupil/teacher ratio ■ Costs of attending school ■ GDP per capita ■ Output composition ■ Ratio of capital intensity ■ Export/import ratio ■ Minimum working age ■ Compulsory schooling age

design, target setting, monitoring and evaluation. Moreover, they can be of immense use in highlighting problems and focusing attention in advocacy efforts.

The indicators created should be easy to calculate, understand and interpret and should be comparable over time. The ideal measures should draw attention to the forms of child labour most hazardous to children. The measures should also be gender sensitive. Activities – especially around the household – are often labelled as work for boys and chores for girls. But at their core, the activities of girls around the home can be as hazardous and time-consuming (and thus potentially in conflict with schooling) as all other forms of child labour. For this reason special care must be taken in assessing this often unrecognized form of child labour. Box 2 provides selected examples of indicators from three main groupings of data: incidence and magnitude of work, causes and consequences and contextual factors.⁴

2.4 Selecting policy and programme interventions

Through a thorough situation analysis it should be possible to bring forward factors relevant to the occurrence of child labour. This will improve the effectiveness of the responding policies. Often resources for combating child labour are limited. Therefore, programmes should be tailored and targeted towards the most desperate situations and in a way that will have the greatest impact. The availability of sufficiently disaggregated information on child labour (for example, by region/locality, gender, industry, occupation, educational background,

⁴ For a full outline of indicators see Paper III-5: *Situation Analysis and Indicators for the Development of Time-Bound Programmes*, available at: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm

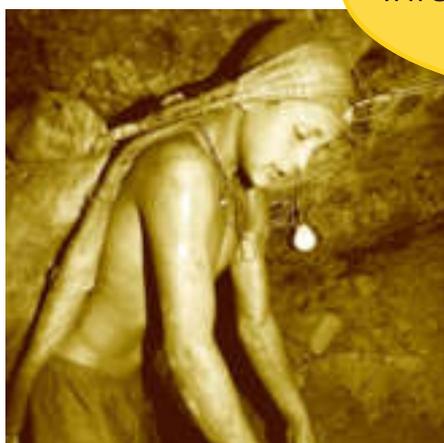


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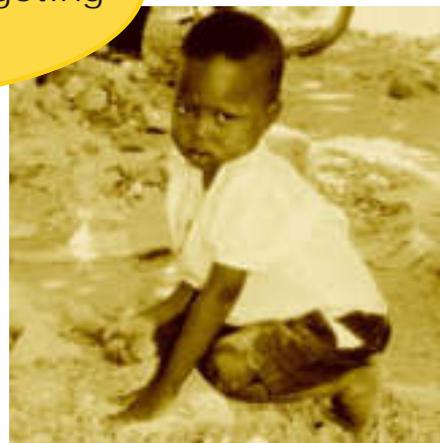


ILO/E. Gianotti

Disaggregated information for targeting programmes



ILO/P. Lissac



ILO/Derrien

etc.) makes it possible to isolate the most critical situations for action.

Knowing where children work is important for targeting withdrawal and rehabilitation efforts, as well as for identifying the demand for child labour. Knowing the origin of the working child will allow us to identify other children at risk based on information such as region, age, gender, caste/ethnicity and socio-economic status. Analysis of data on children currently involved in the WFCL will help to create a reliable profile. Interventions should be targeted not just to withdraw and rehabilitate those currently involved in the WFCL, but also to address its root causes, aiming at its prevention. As with any kind of problem, fundamental causes must be addressed in order to avoid recurrence.⁵

2.5 Implementing, monitoring and evaluating programmes

In determining the modalities for carrying out interventions, it is essential to have information about all organizations (government, non-government, workers' and employers' groupings and community associations) involved in or capable of participating in the programme, including their implementation capacities.⁶ Similarly, constantly updated information is needed for monitoring and evaluating progress in reaching target groups and achieving demonstrable and sustainable impact. This ongoing collection of information makes learning possible and underscores accountability for programme results.

⁵ For more information on policy and programme interventions please refer to *Guide Book IV: Overview of TBP Policy Options and Interventions*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipe/themes/timebound/tbpmmap/index.htm

⁶ To learn more, refer to *Guide Book V: Overview of TBP Design and Implementation*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipe/themes/timebound/index.htm



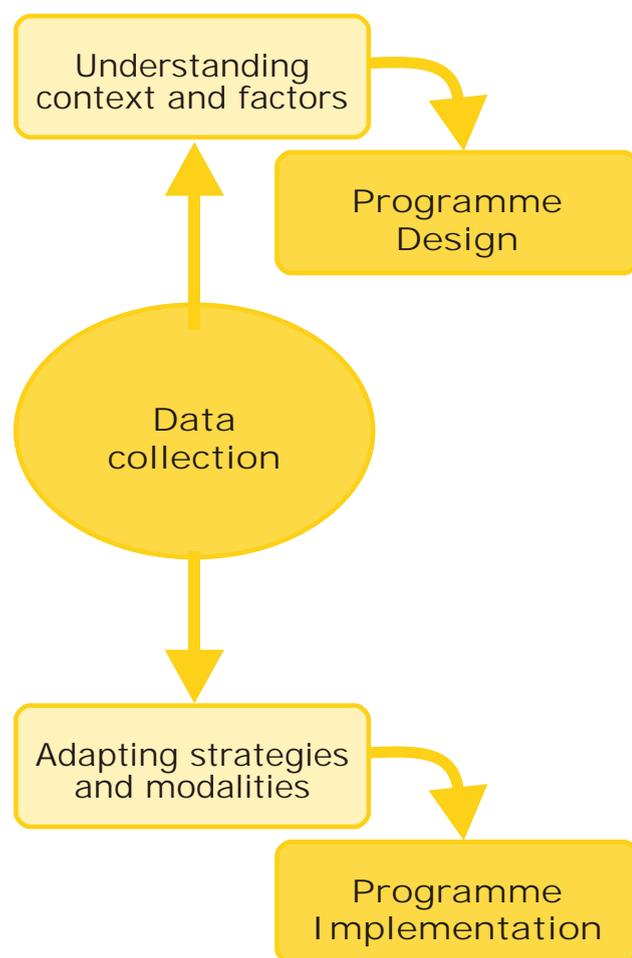


3 Information requirements for TBPs

The information requirements for TBP design and implementation can be quite substantial in view of the multi-sectoral and multi-level interventions that are needed to address the many varying forms, causes and consequences of child labour.

At the programme design stage, for example, a correct assessment of the extent and characteristics of the problem in different sectors and geographical areas is necessary, as is an understanding of the context and the factors responsible for its occurrence. This is essential for, among other things, setting clear goals and specific targets achievable in a defined time-frame. Data are also needed for determining the programme components required for achieving the desired impact on child labour in different contexts, and for developing adequate strategies. These include information on how conditions in the key sectors concerned affect child labour and information on what needs to change. Equally important are data that can help identify the different target groups and beneficiaries of the programme.

At the implementation stage, monitoring and evaluating changes and progress in programme contexts or in underlying factors are important. Collected data remain useful for adapting strategies and implementation modalities and for performing other planning functions. Thus, it is important to consider the kinds of data and analyses required for each phase in the programme. This ensures that the data collected adequately meet programme design needs, both quantitatively and qualitatively.



In addition, gains in efficiency can be made by ensuring that data collection and analysis strategies take the information needs for programme monitoring and impact evaluation into account.

Following the framework for the TBP development exercise (outlined at the start of Section 2), Sections 3.1 to 3.4 describe the broad categories of data and qualitative information that is needed for the analysis of the causes and consequences of child labour.



3.1 Incidence and nature of child labour

A key initial step in the design of a TBP is to determine the extent and nature of the child labour problem and understand its causes and consequences. This involves asking a number of who, what, where, when and why questions. For example:

- Who are the children engaged in child labour and how many are there?
- What kinds of work are they engaged in and what do they earn?
- What conditions do they work under?

- Where do the children come from and in which localities do the different kinds of child labour occur?
- When and how long do the children work?
- What effect does work have on their health, their safety, their morals and their education?
- Why do some households (or some children) engage in the WFCL while others do not?

Box 3 summarises the value of such information for developing a TBP.

Box 3: Types of information and their value for developing a TBP

Knowledge type	Example	Value for developing TBP
Who?	Which children and how many are working? Boys, girls, their ages, caste, ethnicity, etc.	Needed to target policy, to establish priorities and undertake impact evaluations
What?	What kinds of work are they doing? Not just activities, but also working conditions	Help establish priorities, describe the nature of the situation
Where?	In what parts of the country are these forms of child labour taking place? Includes both place of occurrence and source of labour	Important for targeting
When?	Time of day, school year (season), number of hours per day, days per week and months per year	Consequences of child labour (e.g. interference with schooling)
Why?	What are the root causes of the WFCL?	Necessary for the development of strategies



In general, questions related to the incidence of particular forms of child labour are well handled by censuses or household sample surveys. Those related to causes and consequences may require further investigation using more specialized instruments of information gathering, including qualitative approaches. Specialized approaches may also be needed for studying the incidence and nature of certain forms of child labour. This is particularly so in the case of “invisible” and/or illicit forms of exploitation that are extremely difficult to capture in large-scale household samples. These include, for example, the commercial sexual exploitation of children, child domestic labour, drug trafficking, the use of children in armed conflicts and child trafficking. The different forms of surveys and their appropriateness will be discussed in Section 5.

Carrying out these studies is crucial for identifying target groups, prioritizing interventions, setting targets and

establishing information on the initial situation for monitoring and evaluation. Besides counting children in various sectors/forms of child labour, basic demographic data are also required for estimating or projecting the population numbers needed to calculate proportions and percentages. Ideally, data should be available for the estimation of child labour levels and trends, with a possibility of disaggregation by age, sex and geographical area. Analysis of differentials is essential for, among other things, formulating policy responses that are adequate and appropriate for each geographical area.

The information collected on these variables can be presented in five categories as shown on pages 13 and 14.



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The child	
Characteristics	Age, sex, ethnicity, mental and physical health, etc.
Basic learning competencies	Literacy, numeric and life skills
Activities	Previous and present economic and non-economic activities, school, leisure
Attitudes	For example, will they accept help or will they resist efforts to remove them from WFCL?
Migration	Place of origin, number of years living/working in current place, type of preceding place (urban/rural), number of years lived in preceding place
Household characteristics	
Family characteristics	Demographic composition, children living outside the household, activity status of parents/guardians
Socio-economic status	Income, state of indebtedness, land, other assets
Living conditions	Access to health/sanitation, housing type and location
Parents' education	Literacy, level of schooling of mother and father, work status of parents (employed or unemployed, formal/informal sector, self-employed, wages)
Parental perceptions	Values and attitudes towards education, present and future goals for children, awareness of WFCL, attitudes towards WFCL
Migration	Place of origin of household members, number of years lived in the current place, type of preceding place (urban/rural), number of years lived in preceding place
Working conditions	
Workplace characteristics	Sector (formal/informal, etc.), size of establishment, type of employment
Characteristics of work	Type of activity, number of hours worked per week, number of days/weeks and months, time of day
Remuneration	Type of remuneration, amount and frequency, relative wage analysis, use of earnings
Interactions with employer and other workers	Type of recruitment, rewards, sanctions



Hazards faced by children	Unhealthy or morally unsound or illicit conditions, occupational accidents and diseases, ergonomic hazards, harmful substances and sources of exposure, exposure to physical, chemical agent, ergonomic and psychological hazards, use of tools or machinery, use of protective equipment.
Community infrastructure	
Basic physical infrastructure	Water source, roads, availability of electricity and sources of fuel
Health and sanitation	Primary health care facilities, family planning services, general health/sanitation situation, availability of sufficient food and water
Schools	Presence, highest grade offered in community schools, availability of alternative education, distance, access, cost, quality, teacher characteristics, school monitoring, enrolment rates
Local economy	Income distribution, land ownership, capacity of local government, adult labour markets, types of industry/employment, technology, availability of vocational training
External indicators/factors	
Political	Participation, democracy, commitment to programmes, principles of good governance
Legal	Legal framework (criminal, education, labour), enforcement capacity
Demographic	Fertility rate, mortality rate, population growth rate, contraceptive availability/use/attitudes
Socio-economic	Poverty, wealth, income levels, inequality
Economy	Employment rates, quality of adult employment as measured by visible and invisible under-employment, industry, trade
Education	Male/female literacy rates, distribution by level of education, total expenditures
Attitudes	Regarding schooling, gender, awareness of WFCL, attitudes towards WFCL, degree of mobilization against WFCL, community participation on social issues



3.2 Causes and consequences of child labour

Information on the determinants of child labour and related contextual factors is essential to the choice of programme components and strategies for dealing with each of the WFCL. The analysis of causes and consequences⁷ is also important for awareness raising and advocacy efforts, as well as for the identification of indicators of programme impact. Analysis of causes and consequences of child labour, and the context in which it takes place, can be carried out using the results of sample surveys and qualitative studies. Studies of interest include:

- assessment of the extent and nature of poverty and its linkages with the various forms of child labour,
- assessments of the education system and the linkages between educational factors and child labour,
- supply and demand dynamics of child labour,⁸

- review of the national and local labour markets, and

- adult labour supply and demand conditions.

3.3 Policy reviews and analyses of institutional and structural issues

Complementary to the child labour surveys are studies that review the context in which child labour-related policies and interventions function. These include both policy reviews and analyses of institutional frameworks, which help to identify strengths and opportunities upon which the TBP can build. Policy reviews can cover areas such as labour law and practice, along with specific policies relating to women and children, education, occupational safety and health, and other basic human rights. Reviews should look at how existing policies and practices affect TBP target groups, particularly in key areas such as education, vocational training and access to factors of

⁷ A more in-depth description of the causes and consequences of child labour can be found in Guide Book II: *Time-Bound Programmes for Eliminating the Worst Forms of Child Labour – An Introduction*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm

⁸ To learn more about the child labour market refer to Guide Book II, op. cit.

Box 4: Causes and consequences of child labour – Insights from a children's consultation in the United Republic of Tanzania

Information collected from child labourers themselves can enrich our understanding of the causes and consequences of the problem. In the United Republic of Tanzania, besides interviewing children during the Rapid Assessment (RA) exercises, about 120 current and former child labourers were brought together from around the country to discuss their problems and outline recommendations for the National Round Table on the TBP.

The consultation was divided into three sessions. Discussions were held in small groups of 12 children. The outcome demonstrated the keen awareness that child victims of labour exploitation have of the causes of the problem and the kinds of collective efforts that need to be made to end it. A major output of this consultation was a collective statement, read out at the National Round Table by a former child prostitute nominated by the children as their spokesperson.



production. Reports of policy studies should, in general, include recommendations for addressing the gaps and weaknesses identified.

Also important under this category is the review of the TBP strategic framework. This refers to the overall development framework in which the TBP will fit. For example, the overall framework could be analyzed to see how to position the TBP and ensure desirable linkages with ongoing and planned interventions in areas such as education, vocational training, agriculture and income-generation schemes.

Policy studies should also include an assessment of the capacity for policy implementation, looking at institutional and technical capacity issues, including enforcement of legislation, sensitivity to children's issues (e.g., protection of victims and their rights), etc.

3.4 Experience with child labour interventions

An important condition for developing what may be a complex TBP is the existence of adequate in-country experience in addressing child labour issues. This experience is essential for:

- determining what is feasible and what is not,
- identifying approaches that work and can be scaled up and those that do not work, and
- drawing lessons to inform future activities.

A scaling-up strategy is particularly important when resource constraints make it unlikely that TBP interventions will be described to cover the whole country from the beginning. It is indispensable to carry out a review of previous or ongoing child labour programmes in the country, including those of IPEC and other organizations engaged in interventions relevant to child labour.

Box 5: Taking stock of existing research

"I cannot emphasize too strongly how all attempts to build a knowledge base should start with an inventory and analysis of existing research. There is so much duplication going on and too little sharing of information. In Nepal, by sheer luck, we avoided overlapping with other ongoing research projects, but it was a close call and we could easily have wasted both money and time."

"A stock taking of research should take place right at the beginning of building a knowledge base. The requirement for such a stock taking exercise could be easily stipulated in the Terms of Reference for TBP research activities."

Observations by Casper Edmonds, member of the IPEC team that developed the Nepal TBP.



Box 6: Stakeholder analysis

The objective of a stakeholder analysis is to determine:

- who has an interest in work relating to child labour,
- the nature of their interests (e.g. are they current/potential supporters or detractors of child labour elimination interventions?),
- what they are doing, and
- the resources they might be willing to commit, etc.

The analysis should help identify the groups that must be involved at various stages in programme design and implementation, and the extent of their involvement. The resulting information can be used in building a network of partners and helping each to see their roles and to utilize their comparative advantages in the fight against child labour.

Paper III-1: Building the Knowledge Base for the Development of Time-Bound Programmes.

A useful method both for understanding previous experience and for preparing future programmes is to carry out an inventory of government, NGO and donor interventions of interest to the TBP, including mapping of interventions at national and sub-national levels.⁹ The necessary information can be obtained through a combination of document reviews and interviews with key informants from the concerned organizations. Among other uses, such information will facilitate the identification of relevant government, NGO and donor actions to which TBP interventions can be linked. These include food security

programmes, credit schemes, social security and health insurance schemes and education and vocational training projects.

Taking stock of organizations concerned by the child labour problem should be part of a review of past experience with child labour interventions. This is essential for both tapping into and supporting existing networks, as well as for broad-based coalition building and social mobilization. It is also a step towards mobilizing partners for preparatory and programme formulation activities and for the subsequent implementation of the TBP. Finally, a stakeholder analysis concerning child labour should be made. See Box 6.

⁹ For an example of this from Nepal see Paper III-1, op.cit.

Box 7: Implementation modalities

Another set of useful background information relates to programme implementation modalities used by various partners at national and sub-national levels in all programme phases. For example:

- How and to whom have the responsibilities been distributed?
- How useful have particular types of interventions been?
- How appropriate have particular arrangements been for interventions targeted at particular sectoral/age/ethnic/gender groups?

The results of a review of experiences of this type are useful for devising TBP implementation arrangements.



4 Existing data sources

When collecting information for TBPs a worthwhile starting point is to explore that which already exists. Such sources, that is “secondary” sources, include literature reviews, previous research and government publications. These can provide contextual information that helps to understand the reality under study.¹⁰

carried out by international development organizations like the UNDP, UNESCO, UNFPA or from expert meetings and round table discussions involving the government, social partners, research institutions, universities or civil society.¹¹ Box 8 provides two such examples. Other data sources include annual school reports filed with ministries of education, school surveys, school inspection reports, statistical reports by national statistical offices, household surveys, population censuses and studies and project reports prepared for

4.1 Possible sources

Secondary sources come from a wide range of institutions. They might, for example, come from surveys and research

Box 8: Examples of secondary sources that provide data on children

Living Standards Measurement Survey (LSMS)

For more than a decade, the World Bank has been implementing household-based LSMS in a number of developing countries. In most of the countries, the surveys are intended to monitor the social impact of structural adjustment programmes. It, therefore, collects information on issues such as poverty, access to education and health facilities, infrastructure, etc.

Multiple Indicator Cluster Survey (MICS)

In 1990, the World Summit for Children adopted 27 goals for the decade. With these goals in mind, UNICEF developed MICS as a means of assisting countries to fill data gaps on the situation of children. By using MICS, progress towards the Summit goals could be assessed, first at mid-decade to assess progress on a subset of goals, and then more extensively in the year 2000. At end-decade, more than 70 countries had carried out MICS to fill data gaps on children. Data had been obtained on nutrition, health, education and child protection. Many of these surveys have included a small set of questions on children’s work outside the household. A primary aim of these questions was to assess how the amount of work might relate to a child’s development, particularly in terms of education and health status.

¹⁰ Paper III-4: *Baseline Surveys for Time-Bound Programmes: An Introduction*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm

¹¹ Examples of data collected from the different organizations could be: the UNDP *Human Development Report*; UNFPA’s *State of the World’s Population*; periodic assessments of UNESCO’s International Consultative Forum on Education for All.



the Ministry of Education, the Ministry of Labour or the donor community.

4.1.1 *National population censuses*

Most countries conduct national population censuses on a periodic basis, typically every five or ten years. Some data can be obtained from these censuses, especially if questions on economic activity are included – ideally for the population aged 5 and above.

Although few national censuses will provide data on the incidence of child labour as such, information from censuses can serve as useful inputs for planning TBPs and should be seen as an essential component of the knowledge base. For example, population counts are needed for computing rates and proportions relating to different forms of child labour; these population numbers are estimated or projected on the basis of census data. Information on factors such as schooling or access to infrastructure can also be derived from census results.

For mainly financial and organizational reasons, census agencies may be reluctant to include a child labour module in a census questionnaire. However, the inclusion of a few questions on economic activity, status in employment, branch of economic activity and school attendance status may suffice, and this could be done for the whole labour force rather than for children alone. By administering a child labour module to a sample of the population covered by the census, more information can be collected than can normally be expected of a census. Such an approach is also likely to facilitate the rapid processing and analysis of the information collected. The main benefit of including child labour questions in a census is that it facilitates the calculation of child labour levels for small geographical areas.

Box 9: What does “sampling” mean?

Because it is often economically and logistically impracticable to ask questions of each and every member of a population, it is common to find out about a population by surveying a sample of its members. Statistical methods can be used to estimate, to a particular degree of certainty, the characteristics of an entire population based on questions posed to the sample. A population may, for example, be all the inhabitants in a country, or all inhabitants under the age of 18, or all persons under the age of 18 working in industrial undertakings. In each of these cases, the questioning of sample members of the larger population can be an important method for building part of a knowledge base on child labour.

4.1.2 *National sample surveys*

Many countries periodically collect socio-economic and demographic data through sample surveys. These include, for example, labour force surveys, Living Standards Measurement Surveys (Box 8), household budget and expenditure surveys and Demographic and Health Surveys. Although such surveys may not collect specific data on child labour, they can yield useful information. Moreover, there might be scope for piggybacking child labour modules onto upcoming surveys.



5 Methodologies for data collection

Box 10: SIMPOC

IPEC'S Statistical Information and Monitoring Programme on Child Labour (SIMPOC) was launched in January 1998 with the mission of generating comprehensive and reliable quantitative as well as qualitative gender sensitive data on child labour in all its forms. The programme collects, processes, archives and disseminates child labour data and support capacity-building at the national level to ensure sustainability. It aims to establish a global micro-data repository on child labour.

SIMPOC data collection tools include:

- Standardized household surveys – either as stand-alone inquiries or attached as a module to a labour force or other household-based survey, addressing questions to both parents and children.
- Workplace, street children and schools survey – usually as a complement to household-based child labour surveys.
- RAs – used to quickly obtain data, especially for WFCL.
- Baseline surveys – used as a starting point or “baseline” source of information for evaluating the effectiveness of interventions.

Manuals on these and other SIMPOC methodologies are available from the SIMPOC web site: www.ilo.org/public/english/standards/ipecc/simpoc/guides/index.htm

Where secondary sources are inadequate for TBP needs a number of methodologies have proven useful for data collection.

IPEC has used these methods to carry out a variety of studies in an increasing number of sector- and area-specific projects and programmes, including TBPs. They usually involve a combination of two or more data collection approaches:

- community-level inquiries,
- household-based surveys,
- child labour surveys,
- street children inquiries,

- workplace/employer surveys, and
- Rapid Assessments.

The selection of data collection methods depends on their suitability to the different forms of child labour being investigated, as well as the kinds of information being gathered (quantitative data for estimating the incidence of different WFCL, or more qualitative information for understanding the nature, causes and consequences of child labour). The different approaches usually used by SIMPOC are described below.



5.1 Community-level inquiries

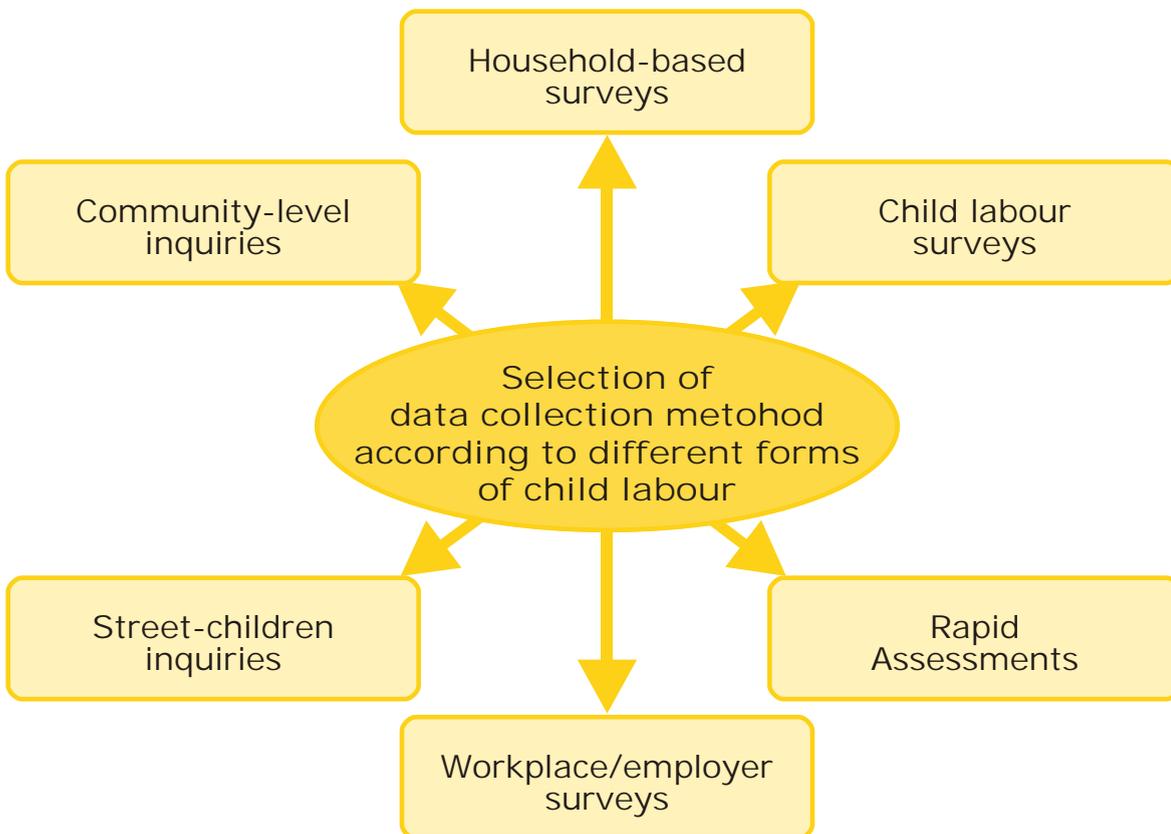
Community surveys can provide some of the information needed for the analysis of the causes and consequences of child labour. For example, information could be gathered on the main economic activities in the area, availability and quality of social infrastructure (such as schools and hospitals), transportation and communication networks, food security issues, etc.¹² Like household surveys, community surveys are essentially quantitative, but the data are collected at the community level, rather than at the household level. A community questionnaire can be appended to a household survey. As an output of the various analyses, it will be useful to build a child labour problem tree¹³ to help identify interventions at the different levels of the cause and effect chain.¹⁴

Where cultural, demographic and socio-economic profiles of communities are needed, community-level methods are mostly used. Information is typically collected through inquiries of elected or appointed leaders, administrators and other community leaders regarding locality particulars. They are useful for identifying the main variables that are directly or indirectly related to the incidence of child labour. Attention is paid to population characteristics – including size, density and socio-economic characteristics at the community level. If a community-level inquiry is to be undertaken, it should be done prior to household- and/or workplace/employer-based surveys. During its implementation a listing of households and/or workplace/employers can be made, including basic information that can later be used for stratifying and selecting households and establishments/employers for further surveys.

¹² See a brief description of community-level enquiries in Section 2.1 in Paper III-1, op. cit.

¹³ As an example, see Paper IV-10: *The Dynamics of Child Labour in Tanzania*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm

¹⁴ The use of such cause-and-effect diagrams for the strategic development and planning of the TBP is further explained in Paper V-1: *Strategic Planning in TBPs* available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm





Box 11: Definitions of "household" and "establishments/workplaces"

It is essential that terms used in surveys have clear definitions. For the purposes of a survey, a household member is typically defined as fulfilling three criteria:

- has lived under a "roof" or within the same compound/homestead 15 days or more out of the past year;
- shared food from a common source while there; and
- shared in or contributed to a common resource pool.

With regard to child labour surveys, establishment/workplace is all kinds of workplaces where WFCL can be found. They can be formal workplaces such as factories, or informal shops, fixed premises, the street, homes, brothels, fishing boats etc. Thus, for analytical purposes, the surveyed unit is considered to be the workplace rather than the establishment, as it is an all-inclusive reference to the workplace of the child.

5.2 Household-based surveys

With a few exceptions (e.g. surveys involving children who live on the street or those engaged in "hidden" forms of child labour), household surveys based on probability sampling provide an efficient approach for estimating the incidence of particular forms of child labour. On a national scale, they are more economical and less time consuming than complete censuses. Also, for practical considerations, more questions can be asked in a survey than in a national census. More importantly, because they are based on scientifically designed samples, they allow for a generalization of the study results to the larger population. Moreover, the household is often the most appropriate unit for identifying children and their families, measuring their socio-economic and demographic characteristics and housing conditions and obtaining information on the circumstances that force children to work. Household surveys also permit

measurement of children's conditions of work where they are engaged in household-based activities.

5.2.1 Child labour surveys

Child labour surveys are household-based national sample surveys whose target respondents are parents or guardians and children living in the same household. The surveys are carried out as stand-alone surveys or as modules attached to other national household-based surveys such as labour force surveys. The statistics and information generated from these surveys cover both economic and non-economic activities (such as household chores) of children, demographic and social characteristics of household members, working hours, nature of tasks and health and safety issues, including injuries at work.

To date, SIMPOC has supported over 30 national child labour surveys. In addition, it now has amassed



considerable experience with the RA methodology, having completed 38 exercises in 19 countries and one border region in 2002.¹⁵

In general, the questionnaires used in SIMPOC's household-based child labour surveys seek to obtain information on the magnitude, character and reasons for child labour. They also help provide information on working conditions and their effects on the health, education and normal development of the working child. Many child labour-related subjects can be incorporated in the survey questionnaires to learn about the different aspects of working children and their families, including demographic and socio-economic characteristics, housing conditions, work-related characteristics of children and their families, factors that lead children to work and perceptions of the parents/guardians on children's work and schooling.

5.2.2 *Street children inquiries*

Children who may live and work on the streets with no fixed place of residence are almost never covered by household-based child labour surveys, since household-based samples usually exclude homeless persons. Most of these children are continuously on the move from one place to another during the daytime and sleep outside buildings during the night. Therefore, it is not easy to survey them through a sampling procedure. In this case, a purposive or convenience approach is applied both to select the areas to be covered in carrying out random interviews of children about their working conditions and of informal sector operators about the children working for them.

5.3 Workplace/employer surveys

Workplace or employer survey questionnaires seek to obtain information on the particulars of the production unit and the characteristics of its workforce, with a special focus on child workers under 18 years of age. Factors covered include children's wages, hours of work, other working conditions and benefits and injuries and illnesses at work compared with those of adult workers. Information is also sought on perceptions regarding the advantages and drawbacks of using child labour, the reasons for using such labour and the methods of recruitment, among others.

Employers/workplaces to be canvassed are selected from lists often available through producers' associations or cooperatives, or drawn up during a community-level inquiry and/or household-based interviews. Alternatively, lists can be based on local enquiries in the area to be investigated. These inquiries are made of key informants, such as trade unions, government agencies, NGOs, community organizations, community leaders, religious groups and charitable associations.

¹⁵ The Rapid Assessment reports are available on the IPEC web site at: www.ilo.org/public/english/standards/ipec/simpoc/ra/index.htm.



5.4 Rapid Assessments

The RA methodology has been developed with the aim of assisting countries in obtaining in-depth information on the more “hidden” or “invisible” WFCL. It is primarily intended to provide relevant information relatively quickly and inexpensively for use in, for example, awareness creation and project formulation. Its output is mainly qualitative and descriptive and usually limited to a small geographic area, hence it is generally not a useful tool if the aim is

to measure the incidence of child labour. Different approaches include:

- the use of structured and semi-structured questionnaires,
- careful and attentive observation, and
- background information derived from a variety of sources, such as survey findings, reports, case studies, key informants or knowledgeable persons.

Box 12: Rapid Assessment of domestic child labour in Nepal

Domestic child labour is among the WFCL selected in the Nepal TBP. A RA on domestic child labour was therefore conducted along with four RAs on related WFCL (bonded labour, trafficking for sexual and labour exploitation, rag-pickers and child porters).

Objectives of the RA

The objectives of the RA are to produce quantitative and, in particular, qualitative data related to domestic child labour:

- to document the nature, extent and incidence of the domestic child labour situation in Nepal, including push and pull factors;
- to characterize the general working conditions of the domestic child labourers, including debt bondage situations;
- to characterize the domestic child labourer (by age, sex, schooling and caste);
- to document their socio-economic, cultural and family backgrounds;
- to examine the root causes of the occupation, including the cultural mechanisms and social dynamics relating to the problem of domestic child labourers;
- to characterize perceptions and experiences from domestic child labourers;
- to identify employers’ and community perceptions of domestic child labour;
- to identify consequences and impacts of domestic child labour; and
- to assist in improving methods to research, reach and eliminate the problems of domestic child labour.



ILO/J. mallard

Like any kind of data collection endeavour, the value of the results depends on the quality and appropriateness of the study design. For example, incorporating a sample survey or a complete census of households in the selected areas can enhance the usefulness of quantitative data from a RA study.¹⁶

5.5 Baseline studies

Under its SIMPOC programme, IPEC has acquired considerable experience in the use of baseline studies to identify target populations and their characteristics and in analyzing the determinants and consequences of child labour in specific socio-economic sectors. One of the main purposes of the baseline survey is to estimate the numbers of children in a given WFCL and generate empirical knowledge about the specific sector of activity.

Baseline studies do not constitute a methodology as such, but rather may involve one or more of the methods described in this section. In the IPEC context, a combination of quantitative (sample survey) and qualitative (participatory) research techniques have been used with the aim of obtaining insightful data on initial conditions. This baseline data is then used at each stage of the programme cycle, namely, design, implementation, monitoring and impact assessment. They facilitate the establishment of targets such that incremental changes can be measured via follow-up studies. Moreover, they facilitate the development of child labour monitoring systems. For these and other reasons, the proper design and execution of baseline studies is essential for effective TBPs.¹⁷

¹⁶ For an example from the Nepal TBP, see Annex 1 of Paper III-1, op. cit.

¹⁷ See Paper III-4, op. cit.



6 Selected issues in the choice of data collection strategies for TBPs

6.1 Obtaining national level data

Even where the TBP is expected to have a strong regional focus, it will be useful to obtain figures on the overall size of the child labour problem at the national level. National level data are needed for a variety of uses, including advocacy and awareness raising, resource mobilization, overall programme design, target setting, monitoring and evaluation. If population and labour force data are not current, it may be possible to make projections based on additional socio-demographic data and assumptions. Where recent data are not available and projections cannot be envisaged, it may be necessary to consider the organization of a national

household-based sample survey. In some countries, child labour modules have been piggybacked on national labour force surveys. Where household-based surveys are scheduled and the results can be released in time for the development of the TBP, the possibility of attaching a child labour module ought to be explored.¹⁸ The same goes for censuses, where the possibility of attaching such a module, though limited, could be envisaged for a sample of the population.

Where neither census nor survey data allowing for the estimation of the numbers and percentages of various categories of child labourers are available and resources do not permit



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the conduct of a national survey, one could concentrate on surveys of the prospective programme localities and, to the extent possible, nearby areas.¹⁹ This approach might be particularly justifiable if plans can be made to subsequently collect baseline data for the country as a whole, for example, through a forthcoming census or sample surveys.

6.2 Complementing national data with micro sample surveys

Even if national level data on the incidence of child labour are available, these will not necessarily allow for the estimation of the necessary indicators for the programme areas. For example, SIMPOC child labour surveys are often representative at only national and regional (or at best, provincial) levels, whilst the selection of programme areas might be made at district or lower levels. Thus, where national estimates are needed and, in addition, the programme is expected to have a significant focus at a level unlikely to be represented in the national survey, it will be better to plan for micro sample surveys in addition to the national one. The overall approach will be somewhat similar to that of combining national child labour surveys with RAs, except that the latter is replaced by small-scale baseline studies incorporating properly designed household sample surveys, in addition to the qualitative enquiries.

Conducting micro household-based sample surveys in the prospective programme areas would allow for the collection of other useful information that may not be otherwise available at the local level. This includes data on hours of work, earnings from child labour, seasonal variations and effect on schooling.



ILO/J. M. Micaud

6.3 A two-stage data collection strategy

The kind of micro household sample survey outlined above could constitute the first of a two-stage data collection strategy for the analysis of child labour. Information gathered at the first stage will also be used in making decisions about which households/ individuals to include in more in-depth enquiries at the second stage. If a surveyed area is relatively large and includes lower-level administrative units, then the sampling design should allow for the estimation of indicators at the lower levels as well. In such cases, this may necessitate a complex sampling design, although limiting the overall area of coverage may minimize the cost. Note that besides geographical coverage and number of disaggregation levels, there are additional factors that could affect cost, such as the length of the questionnaire and detailed mapping if a reliable sampling frame does not already exist.

¹⁹ Baseline data covering localities that will not be covered by direct action programmes will also be needed in order to verify that the child labour problem is not being transferred from programme areas to non-programme ones. Such data are also needed in the analysis of socio-economic and other factors that may determine geographical differences in the incidence and nature of child labour. Moreover, they could be used to constitute control populations, for instance, with a view to assessing the impact of programme interventions. For these and other reasons, the ideal situation will be to have baseline data for all localities in the country.



6.4 Implementation of field surveys

Successful survey data collection requires thoughtful and careful planning. The importance of adequate preparation and attention to logistical requirements of the survey team, the design and pre-testing of data collection instruments (questionnaires and guidelines) and the corresponding training materials cannot be stressed enough. Equally important are timely and tested arrangements for data processing, analysis and report preparation.²⁰

6.5 Ethical considerations when conducting research on children

To address key ethical issues and concerns is common sense for most researchers. Nevertheless, the lessons learned by the ILO from researching WFCL through RAs clearly shows how even the most professional and experienced researchers at times end up in situations where the risk of causing a child harm is unacceptable but seemingly unavoidable.

Children have much less power than adults. Thus, utmost care must be taken to ensure that children are participating of their own free will and that the rights of the child are fully respected in the research process. The children in WFCL, for instance, are not simply victims of unfortunate situations, but are also competent and capable individuals, whose integrity, morals and safety must not be compromised in the name of research.

Participatory methods and languages, and the ideas expressed therein are intended to make research a two-way learning process, with an emphasis on empowering the participants. Reflexive approaches to participatory, child-centred research further recognize the role and influence of a researcher in this process. For instance, by asking, prompting or facilitating, a researcher demonstrates a personal interest in a child's life and thus also draws attention to the issue being researched. An ethical approach suggests researchers should recognize how personal interaction with informants can be influential and should strive for positive rather than negative impacts.

In the end, however, ethical guidelines for research activities often cannot replace contingent ethics, where decisions are made in specific contexts, in the unplanned and creative spaces of social interaction. Such guidelines can nevertheless help prepare researchers to be sensitive to the variety of needs that the children they are studying may have.²¹

²⁰ Suggested approaches and practical guidelines for the successful preparation and implementation of child labour surveys can be found in Paper III-3: *Survey Data Collection for Time-Bound Programmes*, available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm

²¹ Paper III-2: *Ethical Considerations when Conducting Research on Children in the Worst Forms Of Child Labour*, provides a number of recommendations on ethical issues and concerns that arise during the research process and possible ways of counteracting and pre-empting situations of potential harm to the child. Available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipecc/themes/timebound/index.htm



7 Cost implications

7.1 Good data — expensive but indispensable

As already noted, the adoption of a data-based approach is essential for improving programme design and enhancing the relevance and effectiveness of interventions. Indeed, extensive and good quality data is indispensable for each stage of programme development, implementation, monitoring and evaluation. Programme managers and others involved in the design and implementation of TBPs must have an adequate knowledge base to develop and implement programmes that will have the desired impact. Policy makers responsible for allocating resources, whether domestic or donor provided, require good data on which to base their decisions and must moreover verify that funds have been well spent through appropriate monitoring and evaluation. Advocates of action against

child labour cannot make a convincing case unless they have hard facts on its extent, nature, causes and consequences, as well as empirical evidence about the feasibility of eliminating the problem.

Building an adequate knowledge base to meet these and related programme needs is, for most countries, quite an expensive endeavour. It is also likely to take time. These investments do, however, yield substantial dividends. Furthermore, failure to make investments in knowledge building or cutting corners in doing so is unlikely to bring any real benefits.

On the contrary, inadequate attention to information needs will most likely prove counter-productive in the final analysis, as a programme designed and implemented on the basis of scanty or unreliable information will probably be ineffective.





7.2 Minimizing costs by careful planning

A comprehensive view of the data requirements for a TBP is needed in order to ensure that data gaps are filled in a timely and cost-efficient manner and that available information is used effectively. Recognising that the process of building the knowledge base is inevitably expensive and time-consuming, the costs of trade-offs need to be assessed carefully.

Many costs can be minimized through careful planning, however. For instance, gains in efficiency can be made by ensuring that data collection and analysis strategies take the different information needs of the programme into account from the start whenever possible. For example, situation analyses ought to be designed as baseline studies whenever possible. A mainstreaming of child labour concerns in overall and sectoral development programmes can help improve the amount and quality of information available from other national data collection exercises at minimum extra cost. Furthermore, where specific child labour surveys need to be conducted, considerable scope might exist for efficiency gains to be made through piggybacking child labour modules onto other socio-economic or demographic surveys.

This discussion of cost-effectiveness cannot be complete without mention of the need to maximize the use of available data. On the one hand, new studies must not be planned without first carrying out an inventory of available data to assess the real gaps that need to be filled. On the other hand, maximum value must be added to any new data collected by making them easily accessible to programme partners, researchers and indeed everyone desirous of making use of them.

Besides policy facilitating the access to data, such a maximization of data utilization requires the timely processing and analysis of any information collected. Delays in processing and releasing data only contribute to reducing the value of the data collection exercise, as well as the possibilities for obtaining funding for further information gathering exercises.