Time-Bound Programme

Manual for Action Planning

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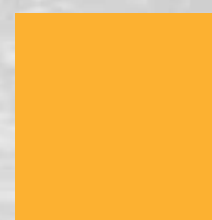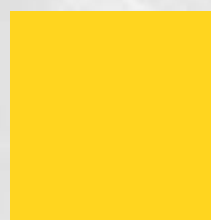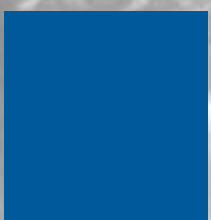
Guide Book
V

Overview of
Strategic Planning,
Monitoring and
Evaluation of
Time-Bound Programmes

International
Labour
Organization

International
Programme on
the Elimination
of Child Labour

TBP MAP

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

International Labour Organization

Guide Book V:
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Contents

Boxes and figures

1   Introduction

This Guide Book discusses briefly the cycle of a typical Time-Bound Programme (TBP), from its inception to the analysis of its impact. A TBP is conceived, evolves and expands and finally, when the goal of eliminating the worst forms of child labour has been achieved, can be discontinued. As a dynamic concept that evolves to make use of opportunities and linking interventions at many levels, a careful planning, monitoring and evaluation (PME) process should be put in place to ensure that the TBP remains focused and can reach its ambitious objective:

■ planning will serve the purposes of establishing a clear and shared picture on the programme's objectives and strategies, including a sound allocation of resources;

■ design will ensure that the different interventions and components of the overall programme are able to achieve specific objectives within the overall TBP;

■ monitoring will allow programme managers to continuously assess whether the TBP is moving towards the desired goals and to take corrective measures as appropriate; and

■ evaluation and impact assessment will ensure that the effects of the TBP are assessed for the purposes of learning and accountability and that the desired impacts are reached, both by individual components and by the TBP as a whole.

Many of the key aspects linked to the programme cycle, as well as the essential features of the TBP development process, have been explored in Guide Book II.[1] This document will build on the principles already discussed by developing these concepts and adding supplementary information. Additional documents included in the electronic versions of this MAP can be consulted for concrete guidelines and examples on PME, including impact assessment.[2]

DME	Design, Monitoring and Evaluation
LFA	Logical Framework Approach
PME	Planning, monitoring and evaluation
SPF	Strategic Programme Framework
TBP	Time-Bound Programme
WFCL	Worst forms of child labour

A TBP should be understood as a developmental intervention. Those readers that are familiar with the different concepts and methodologies linked to the formulation, monitoring and evaluation of development or social projects will find similarities with what is explained in this Guide Book. However, the fact that a TBP is a strategic intervention focused on the elimination of the WFCL adds up to the complexity of the PME systems for the following reasons:

■ the existence of WFCL is a consequence of an interrelated set of political, socio-cultural and economic factors;

[1] See Sections 4.5 on planning, 4.6 on monitoring and evaluation and 6 on TBP development.

[2] See Paper V-1: *Strategic Planning in TBPs* and Paper V-2: *A Guide to Assessing the Impact of Time-Bound Programmes*, both papers are available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipec/themes/timebound/index.htm

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The corollary of this analysis is that the PME system for a TBP should be strategically designed building on existing mechanisms for gathering and analysing information related to social and economic programmes (and adding a child labour dimension to them). At the same time, child labour projects that come under the TBP will often have their own PME system, which will need to be integrated and coordinated in the context of the TBP.

Section 2 of this Guide Book is concerned specifically with the framework or "umbrella". It indicates how strategic planning processes can be organized and it glances through strategic management of the programme, including monitoring and impact assessment.

Section 3 will very briefly introduce concepts and ideas about the PME process for specific child labour interventions under TBPs. Since the literature about project-specific PME is vast, this section will focus on the linkages between TBP components.

Finally, *the last section* includes some general ideas about the organization of the PME system for a TBP, which will need to be adapted to the features and reality of the areas where the programme will be implemented.

- these factors or problems are addressed by specific policies, programmes and projects (e.g., anti-poverty strategies, interventions to improve the coverage and quality of the educational system, stipends programmes, etc.);

- each one of these policies, programmes and projects is normally the responsibility of an agency and has its own management structure, including monitoring and evaluation systems; and

- therefore, the TBP can only be efficient if it is conceived as a framework or "umbrella" linking different interventions addressing the root causes of the WFCL, including projects targeting specifically child labourers or boys and girls at risk of being engaged in the WFCL.

2   Strategic planning and implementation of a TBP

Any TBP, understood as a set of integrated and coordinated policies and programmes to prevent and eliminate a country's WFCL, should be strategically planned and implemented. As mentioned in the introduction and shown in Figure 1, a TBP, as any planned intervention, will follow a cycle linking planning with impact assessment and, through a feedback process, with a new planning phase.

The development of the TBP, as explained in section 6 of the Guide Book II, includes a series of basic processes that may overlap:

1. *Social mobilization* through the active participation of stakeholders, especially ILO constituents and other key development partners (national and international). This includes the development of a management framework, normally led by the Ministry of Labour or by a national inter-ministerial or inter-agency committee in charge of child labour issues; the fostering of networks for creating synergies and coordinating joint efforts against child labour in the country; and a continuous advocacy and awareness raising effort to develop a strong social foundation to eliminate the WFCL.

2. *Research and analysis* for building a solid knowledge base and mapping the extent of the WFCL. This includes information on incidence and nature of child labour; demographic characteristics of working children and their families; and the institutional, policy and programme context within which the TBP will be implemented.

Figure 1: The TBP cycle
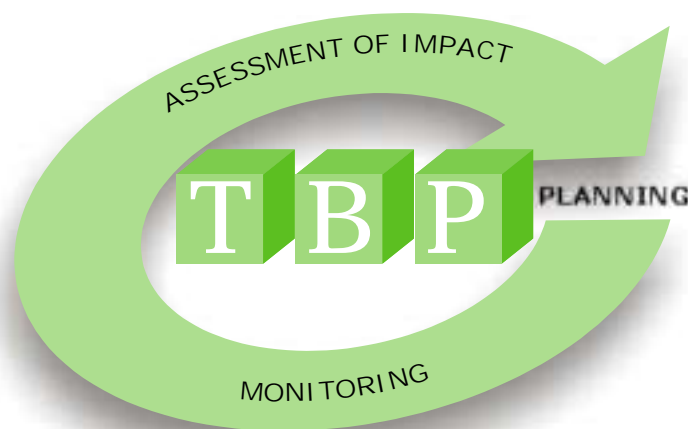
3. *Goal setting and programme formulation,* in order to prioritize the WFCL to be covered by the TBP; selecting key geographic target areas; and consulting to build momentum. Programme formulation consists basically of the development of a strategic framework and the preparation of component projects dealing with specific WFCL.

4. *Resource mobilization,* including governmental and donor support and ensuring that collaborative schemes are put in place.

Points 1 and 2 are part of the preparation of the ground for strategic planning; point 3 corresponds to planning itself; finally, point 4 represents the effective programming of resources. The following section deals specifically with the preparation of programme frameworks as a key strategic planning element in a TBP.

[3] This section is a brief summary of Paper V-1, op. cit.

[4] Available in the TBP MAP Kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipec/themes/timebound/index.htm

2.1 Strategic planning: definition of the programme framework[3]

A sound planning process should be based on a solid knowledge of the starting situation and of the available resources to change it (situation analysis). Guide Book III provides an overview of knowledge base issues in the context of TPBs, including guidelines for data collection and the establishment of baselines.[4] The situation analysis will necessarily include a description of the main problems leading to the existence of WFCL in the country and mapping of existing policies, programmes and projects that intend to — or potentially could — provide a response to these problems, including an analysis of the main stakeholders in the child labour area. Baseline studies should be organized in order to gather specific and precise data on what the TBP intends to change, thus facilitating monitoring and impact assessment.

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Figure 2: Outcomes tree

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

Income of families is sufficient to cover their basic needs (without using child labour)

The educational system is improved in terms of alternatives offered, coverage and quality

Health and rehabilitation alternatives accessible to working children are developed

Child labour-specific protection services are provided by relevant national and grassroots institutions

Legislation against child labour and the use of children in hazardous occupations is enforced

Income generation alternatives are available

Decent work programmes are developed

Safety nets to protect families are established/strengthened

Social, development and anti-poverty programmes target families with child labourers and those prone to child labour

The accessibility of the educational system is improved

The quality and relevance of the educational alternatives offered is enhanced

The capacity to enforce relevant legislation is enhanced (including the development of child labour monitoring systems)

Systems / codes of ethical conduct concerning child labour for employers, workers and other relevant actors are developed

Improvement of livelihoods, education, safety nets, rehabilitation alternatives and protection

Appropriate legislation, plans and activities against child labour are developed and the issue is mainstreamed into relevant development, anti-poverty and social policies

The society is aware of the negative consequences of child labour and the benefits of education

The knowledge base on child labour issues is enhanced

Key actors and organizations are mobilized against child labour

Social partners are fully participating and their expertise used

The capacity of local organizations dealing with this issue is strengthened

The media are mobilized against child labour

Knowledge base, awareness raising, social mobilization, policy and legislation

Once the starting situation has been precisely described and relevant interventions (potentially) addressing child labour issues identified, the planning process in itself begins. Strategic planning should, in a participatory manner, allow for the determination of the contributions that the identified interventions can make towards the ultimate goal of eliminating the WFCL in the country. Relevant strategies for making these policies and programmes "child labour sensitive" should be developed. Additionally, gaps should be identified and, finally, goals and timeframes should be set. Box 1 summarizes this planning process.

Box 1:
The TBP strategic planning process

This process should be led by the responsible agency or committee for the elimination of child labour in the country, which should make sure that all relevant stakeholders have the chance of participating. It should be based on a solid analysis of the situation and the existing responses to the problem. The main steps of the process are:

■ determination of the strategies for achieving the ultimate objective (elimination of the WFCL in the country);

■ identification of the contribution that all relevant stakeholders can make in the context of the strategy;

■ advocacy with relevant institutions to make relevant interventions child labour sensitive and to ensure commitments for collaborating in the strategy;

■ identification of gaps, or elements of the strategy that are currently not being covered by any identified partner or programme; and

■ setting of quantitative and qualitative goals to be achieved in reasonable timeframes, including sequencing of activities as appropriate.

As a principle, the TBP should be designed for all WFCL identified in the country. However, sequencing and goal setting might serve for prioritizing which of the WFCL should be tackled first.

[5] Paper V-1, op. cit., provides further details on the SPF, while Paper V-3: *Developing and Using Strategic Programme Impact Frameworks*, provides a detailed introduction to a specific approach to a strategic planning tool called the Strategic Programme Impact Framework (SPIF) developed and used by IPEC in its support to TBPs.

One possible approach to organizing this participatory planning process is the development and use of a Strategic Programme Framework (SPF)[5]. *A SPF is a combination of the different outcomes in an area of intervention* (a given country, sector or target group) *that leads to an overall objective* (in this case, the elimination of the WFCL). Therefore, a SPF tries to articulate the theory of change — or logic model — underlying the efforts to eliminate child labour in the area of intervention. The theory of change is a sequence of interlinked propositions, assumptions and principles that explain how (positive) social transformations can be produced and how they are linked to an expected end-situation that considerably improves the reality of a country, a community or a specific group of people.

In general, a SPF can be expressed in a graphical way, as an "outcomes tree". Figure 2 shows a hypothetic "outcomes tree". The different boxes in the diagram represent the desired outcomes, while the arrows show the linkages between them.

An outcome is a positive situation created as a result of a series of factors, including planned interventions. Examples of possible outcomes are: a coherent legislation framework in line with international standards on child labour; a child labour monitoring system established in a specific area; public opinion sensitized on the negative consequences of hazardous work for children; a more relevant basic education curriculum for the needs of child workers, etc.

The arrows in the diagram show the cause – effect relationships between the outcomes, demonstrating how the desired change can be brought about.

The SPF should show all the necessary and sufficient situations that need to be created in the country to eliminate the WFCL. The "production" of these situations (or the realization of the outcomes) will be the responsibility of the different development partners involved in the TBP. Once these responsibilities have been identified, the SPF becomes a framework for accountability, highlighting the different institutions, organizations, agencies or groups that are or should be involved in the process.

Developing a SPF has many other advantages: it can promote a common understanding among the main stakeholders of the TBP on the problems causing child labour and the possible solutions and strategies leading to the elimination of its worst forms. The SPF process can also be used to promote synergies and achieve greater impact in a given context. Finally, a SPF is the basis for monitoring and assessing the impact of the different interventions since it facilitates demonstrating and documenting progress towards the desired change.

The outcomes in any given SPF should be analysed and characterized, explaining for example the expected timing for achieving them, the required type of interventions to do so, the roles of implementing partners, and some comments on information and knowledge gaps. It should also include

Box 2:
Types of indicators

For the ultimate outcome to be achieved — the elimination of the WFCL — the typical indicator will be:

■ Number of children involved in the worst forms of child labour: boys and girls, by age, and by region.

Eventually, it will be possible to use indirect indicators, such as:

■ Number of children enrolled in the education system, with appropriate breakdowns; and

■ Number of children "unaccounted for" (idle, not recorded as working or in school), boys and girls, by age, and by region.

Other indicators should be defined for the different outcomes identified in the SPF.

Since the SPF will present interlinked outcomes at different levels, indicators will have to be defined for the causal factors, e.g. awareness, attitudes, levels of income, etc. These indicators will try to measure the existence of the outcome itself or, in other words, the achievements of those particular programmes or institutions that are responsible for producing the outcomes.

data coming from the situation analysis, such as the main institutions and groups that might work towards the achievement of the outcome, its capacities, and their existent or possible interventions. Finally, the analysis should consider the ways of measuring the outcome, including the definition of indicators and means of verification if necessary and possible.

The range of necessary information for each outcome will vary depending on the nature of the situation and the stage or status of the TBP. In particular, the measurement of certain outcomes could be done with different rigour. Even if it is important to track the situation of all the identified outcomes, the required definition of indicators and the systematic gathering of information should be limited to those considered of key importance according to the TBP strategy. More comments on types of indicators are included in Box 2.[6]

TBP planners should then proceed to target setting for each one of the relevant outcomes and indicators. *Targets represent the threshold for success*: the definition of "how much" is expected to be achieved, including if possible time considerations ("by when").

Targets should be set at the overall TBP level, e.g. the expected reduction in the specific WFCL prioritized by the TBP. If the indicator is the number of children engaged in (selected) WFCL, the target could be a 50 percent reduction in the number of children engaged in trafficking and 75 percent reduction in number of children engaged in hazardous agricultural activities at the end of a five-year period.

Targets could also be set for each of the specific outcomes that are to be produced by existing educational or anti-poverty programmes. For example, if a specific outcome identified is "basic education provided to all children", and there is an

educational programme in the country with the goal of increasing enrolment rates in rural areas and for girls, the indicator for the TBP could be "Enrolment rate in areas targeted by the TBP for children engaged in hazardous agricultural activities and at risk of starting work, especially girls", and the target could be "Overall 10 percent increase for targeted population and at least 15 percent increase for girls at the end of a five-year period".

If possible and relevant, it can be useful to set intermediate targets for certain indicators in order to provide a picture of the expected evolution of the TBP. If the target for reduction in WFCL is 50 percent at the end of a five-year project, intermediate targets could be set for years one, two, three and four. This would facilitate the process of monitoring the evolution of the programme and the timely reallocation of resources (if necessary).

The SPF, the detailed outcome analysis and the defined goals and targets should be reflected in a TBP document. This strategic planning document, considered as a flexible tool and not as a blueprint, should be widely shared with all relevant stakeholders and discussed as appropriate. Updates will be necessary every time new interventions are identified or developed to be integrated in the TBP. The phased strategy, the eventual expansion of the TBP, the modification of priorities or the detection of outcomes previously unnoticed should be taken into consideration and incorporated into the planning process. A certain degree of flexibility is essential for ensuring that the TBP is continuously adapting to reality and does not become a straightjacket for the interventions.

[6] For more on indicators see Guide Book II, Section 2.3 and Box 2

2.2 Strategic monitoring: tracking of impact

As part of the implementation process, each TBP should prepare a monitoring and evaluation plan or system, which will also be the basis of the progress reports for the whole programme and should be shared on a regular basis with all development partners and key stakeholders. In addition to the overall TBP monitoring and evaluation plan, each individual component or project within the TBP framework will have appropriate monitoring and evaluation systems. While each of these systems is designed to meet the requirements of the specific intervention in terms of monitoring implementation and achievement of the specific objectives of the intervention, each will also be linked to the overall TBP plan and will provide and receive necessary information to monitor its contribution to the TBP framework.

The monitoring and evaluation plan for the TBP should basically include:

■ key indicators for the identified outcomes and from different interventions, with targets to be achieved at specific points in time;

■ means of verification, sources of information or measurement methodologies for the indicators;

■ a schedule with coordinated information of the specific monitoring and evaluation systems of the interventions included in the SPF; and

■ a specific schedule for the evaluations of the TBP, including joint evaluations and evaluations at different levels as part of an evaluation system for the whole TBP.

The SPF developed as part of the planning process should be regularly reviewed with groups of development partners at different levels (from the policy making level to the technical

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implementation) to assess progress, difficulties and corrective measures.

The information on the indicators gathered during the monitoring and evaluation processes can be used:

- to update the knowledge base and the baselines;

- to map interventions and analyse whether new relevant programmes or projects are being proposed by other development partners;

- to gather information on the interventions that work; and

- to collect data on the situation in currently non-targeted areas as part of monitoring the possible displacement of child labourers and as a basis for planning new phases.

A specific task of the strategic management of the TBP will be to work with individual interventions, programmes or institutions to make their monitoring and evaluation systems child labour-sensitive, so information on their results or impact relevant for child labour could be systematically gathered and analysed.

The monitoring system should include a methodology for tracking the impact of the intervention on children. Since the TBP is national by nature, the "tracking system" should be based on the regular analysis of a sample of children and families that participate in one or several of the programmes included in the TBP. This analysis should verify the evolution of the economic, employment and education status of boys and girls, as well as on attitudes towards and perception of the child labour issue. The analysis could also include groups of "non-participants" (or control groups) to allow for comparisons[7] as well as considering the "displacement" effect of children moving from targeted WFCL or targeted areas to initially non-targeted WFCL or areas. While such tracking systems of children can potentially provide detailed information on the target groups - particularly on the direct provision of benefits and as the basis for further impact assessment exercises, they tend to be a less cost-effective solution when continued after the intervention. Tracer studies as one-off measurement to trace a sample of a targeted population for long term effects and longitudinal surveys are a more appropriate solution.[8]

[7] There are ethical and practical issues that should be considered if the decision to use "control" groups is made. If this is the case, please refer to the vast literature on "quasi-experimental" designs for the evaluation of social interventions.
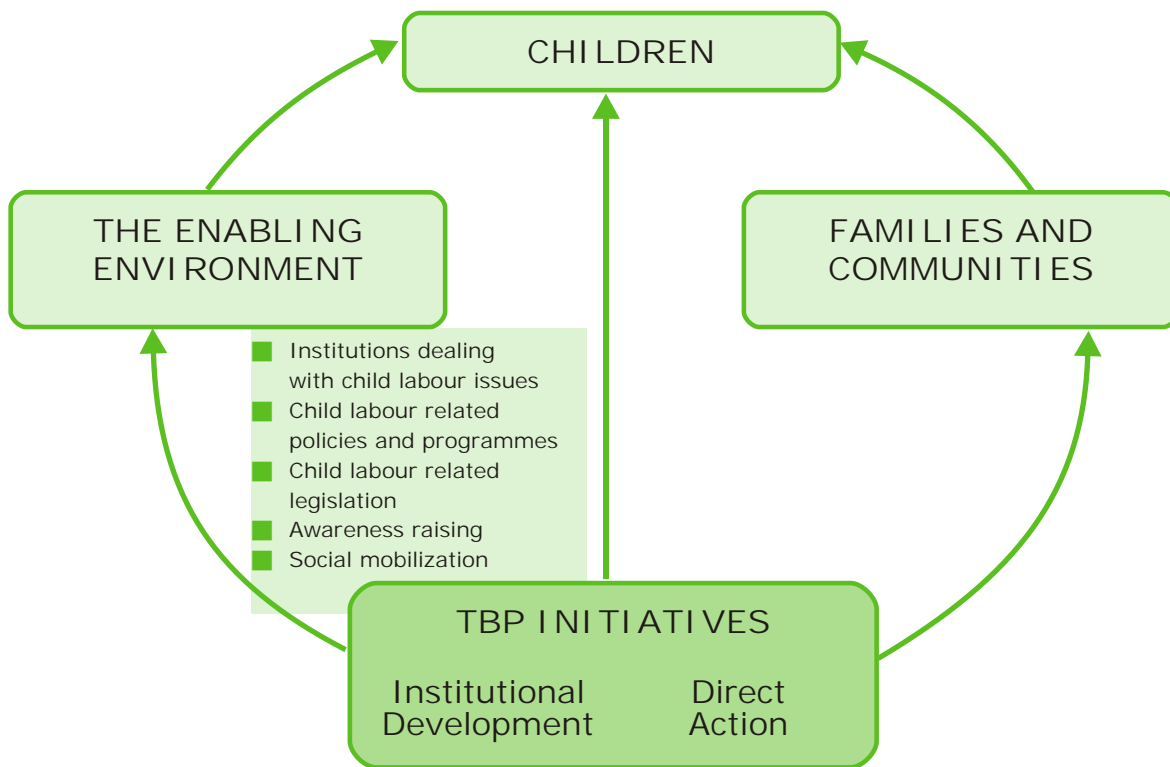
[8] Tracing studies are one-off measurements of direct effects on children and families from already implemented interventions, while tracking systems involve the setting up of a mechanism to measure the effect of current and future interventions on children over a period of time.

Photo ILO

Figure 3: Impact

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                         CHILDREN

  THE ENABLING                         FAMILIES AND
  ENVIRONMENT                          COMMUNITIES

      ■ Institutions dealing
        with child labour issues
      ■ Child labour related
        policies and programmes
      ■ Child labour related
        legislation
      ■ Awareness raising
      ■ Social mobilization

                    TBP INITIATIVES

            Institutional          Direct
            Development            Action
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Monitoring systems of other interventions and institutions, such as those related to the Poverty Reduction Strategies or other national monitoring systems, as well as statistical and other relevant data gathering processes (e.g. National Surveys on child labour) can be used, in particular for contextual indicators such as the socio-economic situation in the country that will affect child labour.

2.3 Strategic evaluation: impact assessment[9]

If a sound strategic monitoring system is created, then the assessment of the TBP impact becomes easier. In the context of the TBP, the concept "impact" should be understood as the effects of a range of different interventions on the lives of children and families and on the general policy, normative, socio-cultural and economic environment of child labourers (the enabling environment), as shown in Figure 3.

While the impact assessment of a TBP focuses on the combined effects of the different interventions within the TBP, the basis is sound evaluations at all levels of the TBP and of the individual components. Evaluations at these levels will focus on the achievement and results of individual components as designed within the SPF of the TBP. They will establish whether the individual interventions have achieved their targets as required by the SPF. In principle all evaluations should be designed to provide the necessary basis for evaluation and impact assessment, either by design or by reviewing the established process of evaluation for the individual components to obtain the necessary information for impact assessment.

As the concept of "impact assessment" of a TBP goes beyond the evaluation of the different programmes included under the TBP framework or "umbrella", it is, in fact, an assessment of the overall contribution of the full

array of interventions on its ultimate goal — the urgent elimination of the WFCL and the progressive elimination of child labour in general.

Impact assessment should take into consideration the "indirect" and long-term initiatives and strategies (e.g. policy development, capacity building, institutional development, coordination), as well as initiatives aimed directly at children and families, recognizing that the effects of many strategic or indirect interventions would not be expected to be manifested immediately. Attribution — that is, being able to relate what has been done with whatever impact has been identified — is essential. There is little point in identifying any changes in rates or patterns of child labour if one cannot determine what is responsible for this — or what could be done in the future to improve the situation.

It is important to consider that the concept of the TBP itself implies that the ultimate impact on the incidence of child labour will be greatest through combined and coordinated effects of various interventions, more than could be accomplished by any one individual activity alone. This implies that the assessment of impact should consider not just what has resulted from a specific intervention but how all the different programmes have worked together. Additionally, creating a supportive environment has the potential to make the difference overall, since it can address the root conditions which lead to the existence of WFCL. A proper and sustainable enabling environment can potentially have the greatest impact in preventing future children from becoming labourers. But because the impact — by intention — on individual children is indirect, attributing changes to indirect interventions is more challenging than with projects working directly with the intended beneficiaries.

Impact assessment is also a long-term endeavour. The effects of some interventions may not be noticeable or measurable in the short run. The larger the scale of an intervention, and the more indirect it is, the more difficult measurement becomes. A paradox is that it is usually easier to quantify and to measure small-scale outputs and outcomes than the more important large-scale impacts. Indeed, the most important impacts may not be directly measurable. In many cases, approximate rather than exact data may be required to explain impact.

Despite these difficulties, information about impact is essential for several reasons, such as to learn what has been done in order to improve implementation, for planning, and for accountability towards the different stakeholders. Box 3 elaborates on these reasons.

There are many possible approaches to impact assessment. Many of them are technically complex and expensive, requiring specific expertise. More information on these techniques can be found in the relevant literature and in the specific document included in the electronic version of the MAP, quoted above. The general steps for organizing and carrying out an impact assessment exercise in the TBP context are as follows (the appendix to this document provides more details):

- Plan for impact through the articulation of the "theory of change" or "logic model" developed by the TBP Strategic Programme Framework.

- Identify key questions and information needs through a participatory process of all stakeholders involved in achieving impact.

Box 3:
Reasons to assess the impact of a TBP

To learn and to generate knowledge	■ There are no simple solutions for combating child labour. An impact assessment can help partners learn about which approaches work best – and in which particular situations – so that they and others can learn from experience. It can also identify knowledge gaps where there is a need for further work and research.
To make changes and improvements	■ Assessing progress, including identifying gaps and additional needs, will assist in being able to improve the TBP as it is implemented. It can assist in setting priorities, for example by indicating when sufficient progress has been made with respect to one type of WFCL, enabling shift of emphasis, to a different sector, or to a different geographical area. ■ This information can also be useful for advocacy, for example in demonstrating to government, donors and others the need for additional forms of assistance and action, where applicable.
Accountability	■ Impact assessment can demonstrate the value of support provided by the government and by external donors, and demonstrate the need for additional assistance where applicable. ■ This can address requirements under Convention No. 182 to report on changes in the child labour situation. ■ It is also important to demonstrate accountability to communities, other participants, and to beneficiaries, to demonstrate that efforts to combat child labour are making a difference and are likely to continue to do so in the future.
Improved planning and development of support for action	■ The very process of planning for impact assessment can assist in thinking through how the various partners expect to be able to achieve their desired goals and what must be done as a result, and thus contribute to the planning of the TBP. ■ The involvement of stakeholders in planning for impact assessment, and in reviewing findings, can help develop buy-in and consensus regarding the need for future action. ■ This process use of impact assessment is little known, but may represent one of its major benefits.

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- Design the impact assessment process by identifying the approach and methodologies to be used at different levels

- Assess the impact of the TBP by considering attribution and the contribution of individual components and factors

- Follow up and use the impact assessment information to identify action and knowledge generated about which type of interventions work

In managing the impact assessment process, it is important to maintain a focus on use. Considerations about how the data will be used should not wait until the end. Periodic progress reports and interim assessments can both make sure that the impact assessment itself is on track, but can also provide for preliminary findings. Frequently one can take action of some form, well in advance of the conclusion of the impact assessment. Furthermore, frequent interim reporting, both of a formal and informal nature, can help provide for a no-surprises approach to impact assessment.

3 Design, monitoring and evaluation of component projects[10]

Depending on the extent and coverage of child labour-related interventions in a country it might be necessary to design specific projects to act as driving forces for the TBP, or simply to cover some of the gaps identified during the preparation of the SPF. In the context of this MAP, these interventions are generally referred to as "component projects" of the TBP.

The design, monitoring and evaluation (DME) processes for such projects do not differ significantly from those generally used in development interventions. As a general rule, they will be planned using the Logical Framework Approach (LFA). This is a participatory method commonly used by most international donor and development agencies to develop and implement projects and programmes. It consists of a series of steps leading from the definition of a problem to be solved to the strategy to provide an agreeable solution. This solution is reflected in a logical framework matrix that links objectives, output, activities and inputs. This section will not discuss the pros and cons of the LFA or provide details on its implementation. It will only analyse the key aspects of the design, monitoring and evaluation of component projects as they relate to the PME process of the TBP as a whole.

that are not in the process of being produced by any organization or existing programme. Gaps might be related, for example, to the level of awareness on child labour issues or to the establishment of WFCL-specific monitoring systems; eventually, gaps would refer to action against specific WFCL, such as commercial sexual exploitation of children or trafficking. A component project will therefore include one or more objectives to cover one or several of the identified gaps (e.g. it might include objectives linked to the enabling environment and others dealing with the direct provision of services to specific target groups).[11]

The steps in project design are similar to those required for the TBP as a whole or for any development project (basic details are provided in Box 4). At this point, it is important to highlight that the objectives of the project will need to be linked to outcomes included in the SPF. The logic model represented in the SPF and the logical framework of the project could therefore be seen as "cascading" – whereby immediate objectives call for project outcomes requiring, in turn, supporting activities – as represented in Figure 4.

3.1 Project design

The design of a component project must be linked to the outcomes included in the SPF. As a general principle, these projects should be designed to cover gaps identified in the SPF, e.g. those outcomes

3.2 Project monitoring and evaluation

The component projects should be monitored continuously as should any other interventions included in the TBP. Monitoring will be related to the use of

[10] Section 3 of this document is largely based on guidelines on design, monitoring and evaluation (DME) of technical cooperation projects produced by the ILO. Specifically, the text draws on specific guidelines on DME for child labour projects developed by IPEC's Design, Evaluation and Documentation Section. Many of these guidelines can be consulted from IPEC's web site: www.ilo.org/public/english/standards/ipec/

[11] For more on the different types of measures and interventions refer to Guide Book IV, especially Sections 2 and 3

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the inputs, execution of activities and delivery of outputs, on the one hand, and to progress towards the achievement of the objectives of the project, on the other.

Monitoring should allow project management to take corrective measures whenever appropriate and to regularly report to the different stakeholders, including TBP managers, on progress made.

Depending on the scope and importance of a component project relative to the TBP as a whole, it is possible that the monitoring system for the project should include the analysis of other outcomes identified in the SPF that are not part of the project strategy.
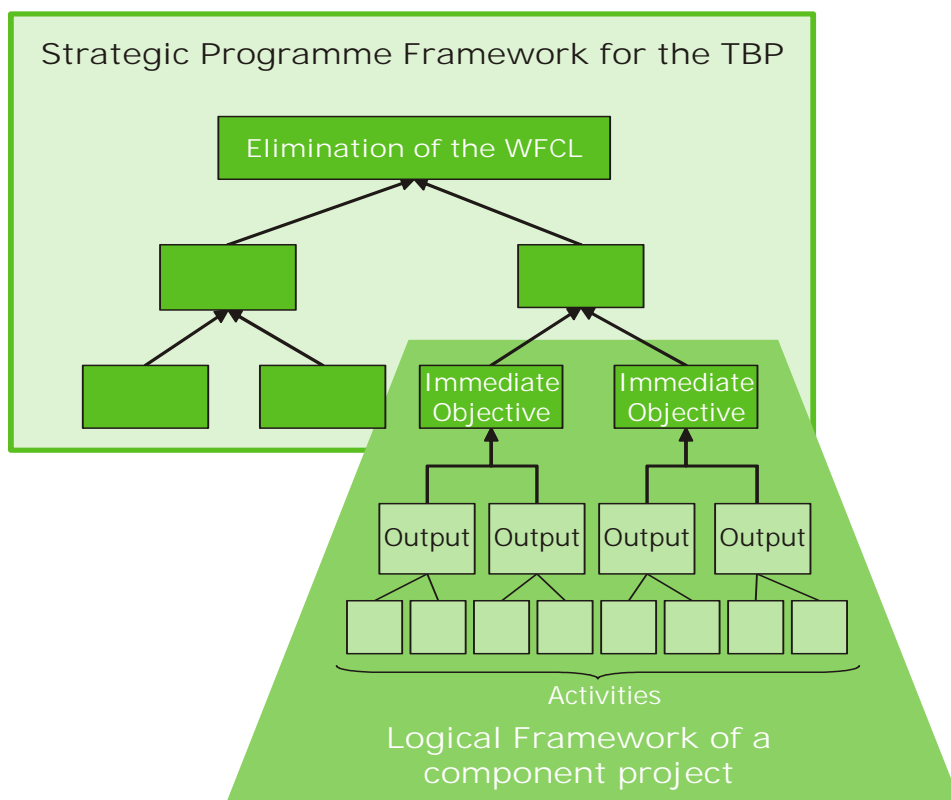
The project should also include an evaluation plan. Evaluation of the project can be done either during implementation or at the end, and should be concerned with:

- the relevance of the project's objectives in relation to the identified needs and to the overall TBP strategy;

- the effectiveness in producing the desired outcomes, the efficiency of the implementation; and

- the sustainability of its results and the unexpected effects that might have been produced.

Project evaluation will be an input for the impact assessment process. As much as possible, project evaluation should include an analysis of the evolution of the SPF.

In general, the objectives of the evaluation of a component project are similar to those of the TBP as a whole, namely learning and accountability.

Figure 4: Cascading logical frameworks

Strategic Programme Framework for the TBP

Elimination of the WFCL

Immediate Objective

Immediate Objective

Output Output Output Output

Activities

Logical Framework of a component project

Box 4:
Steps in project design

1.   Situation analysis

The purpose of this step is describing the situation that needs to be changed. This situation will be linked to an outcome identified as a gap during the development of the SPF. The identification of the main problems characterizing the situation and the links between them — in terms of causes and consequences — is an important exercise. There are many possible sources of information, both secondary and primary that can be used in order to make a situation analysis, including government officials, trade unionists, employers, the police, community leaders, teachers, parents and, especially, the children. General quantitative and qualitative information can be obtained from surveys and qualitative studies and analysis (using for example the rapid assessment methodology).

2.   Stakeholders' analysis

Research about existing responses can be complemented with a deeper analysis of the main stakeholders involved in the situation (especially employers' organizations, trade unions, and government agencies). It is important to consider their institutional capacities, interests and relative power of organizations, groups and other actors involved, in order to establish working alliances for the implementation of the project.

3.   Definition of objectives and alternatives

Once the situation is fully known, detecting the problems that still need to be solved is usually straightforward. There might be several possible objectives for an intervention in the sector or area. According to the available resources, it might be necessary to prioritize some of them and rule out others. Once the best possible alternative has been chosen, the immediate objectives of the project will become evident (they will be the positive situation to be achieved by the end of the intervention in response to the identified problems).

4.   Definition of the strategy and preparation of the project document

Designers would need, in this fourth step, to define the strategy to achieve the immediate objectives considering existing resources and the institutional capabilities in place. This would mean, among other activities, gathering baseline information, developing the strategy, the logical framework (including activities, outputs, indicators, etc.) and the institutional setting, taking into consideration the stakeholders' analysis. A budget will need to be developed. All these elements will be included in a project document.

4 Management of the strategic planning, monitoring and evaluation process in a TBP

The development and use of the SPF is a core tool in the successful implementation of a TBP. It is a strategic process that can mobilize development partners and provide the basis for expanding and managing the TBP towards achievement of its ultimate goal. To be a successful tool, some degree of management and institutional capacity is required. However, as a strategic planning approach that attempts to manage strategic links between individual components, which while working according to an agreed strategic plan, have their own operational and management set-up, it does not call for an institutional set-up that manages all aspects of the TBP. The TBP is a strategic framework, not necessarily a detailed operational framework under one management.

The specific requirements and organizational set-up for planning a TBP will depend on the country's institutional framework for dealing with child labour issues and related issues such as poverty, education and other development policies.

In general, it seems convenient to establish a specific support unit or a suitable institutional framework to be responsible for coordinating the strategic planning and implementation of the TBP (the "TBP Planning Unit"). Assigning this responsibility to a concrete body will ensure that the planning process is accomplished and that monitoring and evaluation are carried out on a regular and continuous basis. This unit should have sufficient human and financial capacity, which would need to be increased in the

course of TBP implementation. This need not be a separate or new unit but could build on existing planning entities, provided that it is placed specifically to focus on child labour issues.

The TBP Planning Unit should be the focal point of a network of people working on planning, programming, monitoring and evaluation of the interventions that are part of the TBP policy framework. This is essential for ensuring timely information exchange and common planning, monitoring and evaluation. As much as possible, this network should be linked to existing national level monitoring and evaluation processes, such as those linked to the Poverty Reduction Strategies and other country wide monitoring activities.

A planning and programming schedule for the whole of the TBP should be prepared. This schedule should include the approximate timing of the planning workshops or consultations, the preparation of specific interventions and the continuation of the planning process during TBP implementation. The preparation of an integrated Monitoring and Evaluation Plan should be one of the essential tasks of the network mentioned above, coordinated by the TBP Planning Unit. This plan should include information on estimated timing for major data gathering and evaluation exercises for each of the major interventions included in the TBP. It should also include the indicators and targets of the TBP and an explanation

of how the indicators of the specific interventions are combined and integrated.

The TBP Planning Unit should maintain or ensure the maintenance of an information system or a database for gathering information from the different interventions (evolution of indicators and achievement of outcomes) so as to periodically revise and update the SPFs, which would then be circulated to the development partners and other key stakeholders in the country. Such "database" should also contain key information on the interventions within the TBP, which would facilitate the identification of links and synergies between the interventions within the TBP and the identification of new and additional interventions.

The Unit should have the capacity to use the information gathered through monitoring and evaluation to identify required adjustments in the overall TBP framework, suggesting changes to the different partners involved or identifying new or additional interventions needed in response to changing circumstances. This can be done through a consultative process for joint review of findings derived from the monitoring and evaluation process, especially when major evaluations or impact assessment exercises are carried out.

While the strategic planning process is most intense during the development and implementation of the TBP, consideration should be made to create a limited capacity (for instance mainstreamed in general monitoring and evaluation offices or in the Ministry of Labour) to continuously assess if ongoing established interventions such as normal policies and government programmes with an impact on child labour, keep functioning in order to prevent WFCL recurring.

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Appendix:
Outline of steps in the impact assessment approach for TBP

1. Plan for impact

The development of the SPF, as described in Section 2.1, could be used as the main planning tool for impact assessment. It is natural at this stage when identifying potential programme approaches and interventions, to indicate how these would be expected to address the problems and causes of child labour that have been identified in the situation analysis. Taking this one step further and asking how one will know if things have worked according to expectations in reducing child labour represents planning for impact assessment. This should be part of the development of the TBP Strategic Programme Framework as explained above. The articulation of the "theory of change" or "logic model" through the SPF will allow for the plausible association of the different achievements of specific interventions with the overall goal of eliminating the WFCL.

2. Identify key questions and information needs

During the planning stage, it will be possible to identify key questions about how the TBP has led to the desired impact. These questions should be understood as hypothesis to be tested. While defining information needs that should be met by the impact assessment exercise, consider that the stakeholders involved might have specific requirements. A participatory approach for defining these questions and information needs might be required at this point.

3. Design the impact assessment process

For designing the impact assessment process, it will be necessary to consider the range of possible methods, both quantitative and qualitative, that will be required for data collection and analysis and the possible sources of information (both secondary and primary) for the identified questions and information needs. When developing the design, it is useful to start by identifying sources of data that are already available, or that can be obtained from existing sources. Indeed, it should be possible for most of the data requirements for impact assessment to be built into the monitoring and evaluation processes of the different components of the TBP. One should start by making as much use as possible of existing data, or data that can be shared with others such as national monitoring systems, including those used in monitoring Poverty Reduction Strategies. It should then be possible to see what gaps remain, for which one will need to develop specific evaluation methods and to get the required information. The impact assessment design should be able to provide information both on the changes in the lives of children, families and communities and on the enabling environment surrounding them. Additionally, it should provide for the identification of unintended and unexpected effects that could be either positive or negative.

4. Assess the impact of the TBP

Carrying out the impact assessment exercise will normally require the work of a team of evaluators and researchers that will collect the data, analyse and interpret it, come to conclusions, describe lessons learned and elaborate recommendations for the future. In a way, this exercise could be done as a repetition of the baseline studies. As the theory-of-change model would suggest, impact can come about through both direct activities and ultimately through the impact of indirect activities as well. The model will suggest where to look for impact. For example, if the primary focus is at selective districts or WFCL, then national-based data may be of lesser importance. But if major reductions during the course of the TBP on overall rates of child labour and its worst forms across the country are expected, then it would be necessary to obtain data to give at least some indication of this. This is particularly important when considering that a TBP usually represents a phased initiative, moving into other specific sectors and areas as resources and other conditions allow. As part of the analysis of the data, it will be necessary to produce a convincing case for explaining what impact has occurred and what factors were responsible for this. The evaluation team should identify (and, as much as possible, test) possible counter explanations. In particular, one should be sure to bear in mind potential objections that sceptics might raise and what evidence will be needed to demonstrate the impact of the TBP interventions. In some cases, this may require the collection of additional information. Especially with respect to indirect activities, it is not essential to prove a conclusive cause-and-effect relationship, which would be impossible in most cases. Especially with complex situations, it is usually a variety of factors that, taken together, are responsible for impact. It is

sufficient to make a convincing case on how the intervention in question has at least made a contribution to the resulting impact – that is to say that it has made a difference. This is sometimes referred to as "contribution analysis." The evaluation team should tell the "performance story" that should discuss the results that have been obtained, in contrast to the initial objectives or targets, and identify the factors that have contributed to this. Most importantly, one should be open about unanswered questions, indicating what has been learned from the impact assessment and how this information will be used to improve what is being done. Finally, whatever analysis approach is used should be sensitive to unintended or unanticipated outcomes.

5. Follow up and use the impact assessment information

The point of any evaluation, including an impact assessment exercise, is resulting action of some form. There is little point in carrying out such a complex and sometimes expensive exercise if it will not be used. To facilitate the use of impact assessment results, it is essential to:

(a) ensure that the link between impact assessment and planning (in terms of timing and participation of stakeholders) is clear and understood for those responsible of designing anti-child labour interventions;

(b) develop other tools for communicating the results besides the formal technical report, such as meetings, seminars, direct communications, graphic presentations, etc.;

(c) promote the use of the findings of the impact assessment throughout the process, not only once the report becomes available. Very frequently, interim findings, however tentative, can suggest areas where immediate action can be appropriate; and

(d) involve the different stakeholders in the impact assessment process to make sure that the exercise is relevant according to their main information needs and to provide for buy-in. This way, the suggestions for action will become their own, rather than something external proposed by somebody else.