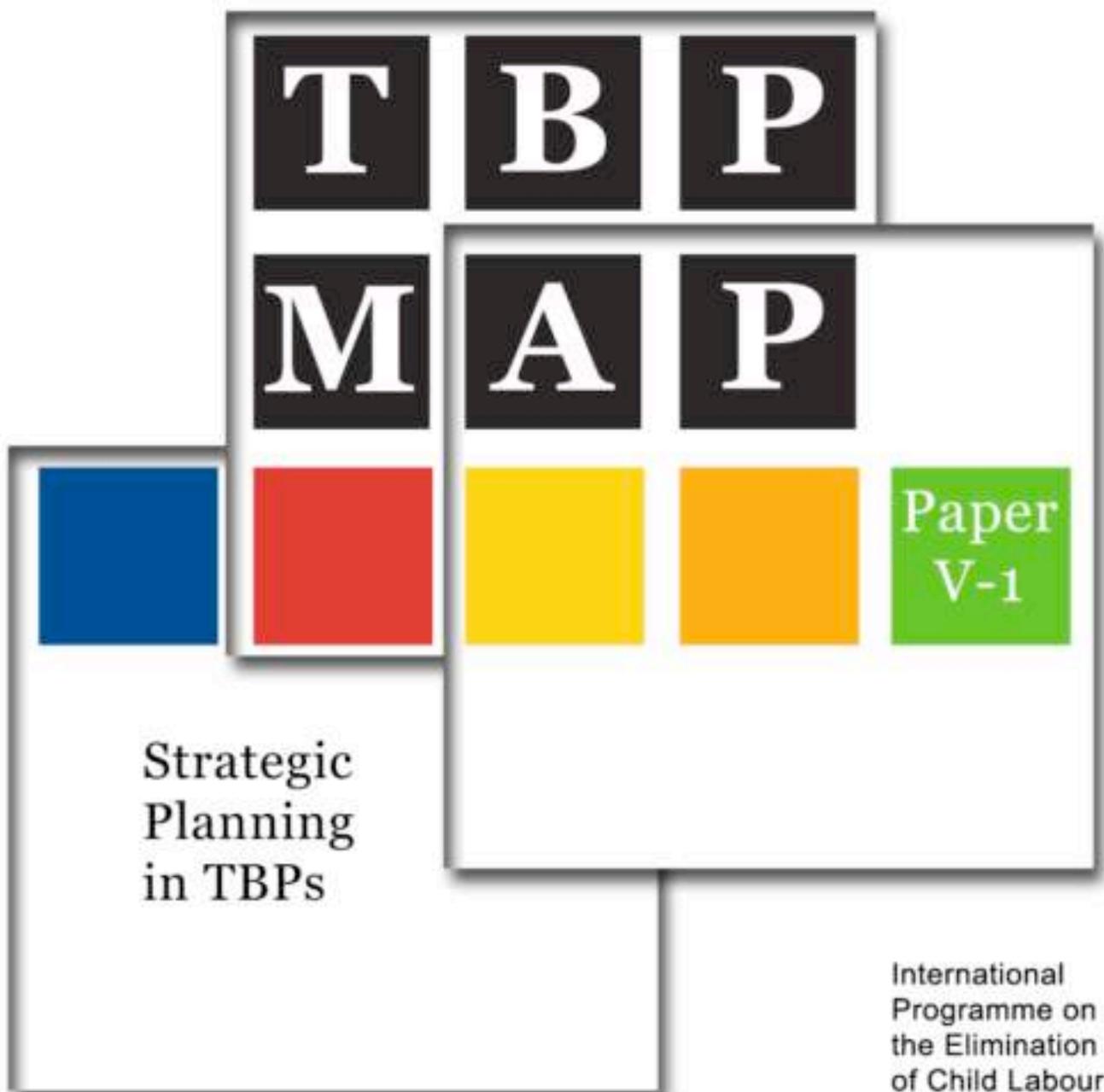




International
Labour Office

Time-Bound Programme

Manual for Action Planning



Strategic planning in TBPs

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1 Introduction

This document intends to provide an overview of a specific approach that could be used in the strategic planning, programming, implementation, monitoring and evaluation process¹ of a Time Bound Programme (TBP) for the elimination of the Worst Forms of Child Labour (WFCL). The approach is based on accumulated experience designing TBPs and on the general literature on planning and implementation of development interventions.² The tools and recommendations provided herein could be used by any organization or group of institutions in charge of planning a TBP in any given country.

The general concept of the TBP is fully developed elsewhere in the TBP MAP. For the purposes of this section, it is sufficient to highlight its following characteristics:

- A TBP is not a “classic” programme, with its own goals, budget and implementation team. Rather, it is an overall national framework co-ordinated to develop and manage a

¹ Unless otherwise indicated, the term “planning and implementation” will also refer to monitoring and evaluation. Further details on implementation are provided elsewhere in the TBP MAP Kit, in particular Guide Book V and its related papers. Annex 1 provides a list of selected further readings,

² The TBP approach can be seen as an application of the “Programme Approach” advocated by the United Nations development system from early 1990 which was part of the process that led towards concepts such as the World Bank Comprehensive Development Framework (CDF) and the United Nations Development Assistance Framework (UNDAF) (see GA resolution 47/199, ACC/1992/27 and ECOSCO resolution 1993/7 and CCSQ(OPS) guidelines for further information). Other multilateral frameworks such as the Development Assistance Committee of the OECD (see DAC: Principles for New Orientations in Technical Cooperation, OECD/GD (91)207, 1991) and bilateral donors (see, for example, the Sector Programme Support approach of Danida, 1996) have advocated this approach.

series of interlinked policy and programme interventions at different policy levels, which could be

CCA	Common Country Assessment
CSEC	Commercial Sexual Exploitation of Children
DME	design, monitoring, and evaluation
ILO	International Labour Organization
SPF	Strategic Programme Framework
SPIF	Strategic Programme Impact Framework
TBP	Time-Bound Programme
UNDAF	United Nations Development Assistance Framework
WFCL	worst forms of child labour

implemented separately by various development partners.³ Each of these interventions is likely to have its own planning procedures and approaches and, while most often will

³ The development partners are the different organizations and agencies, both national and international, implementing policies and programmes influencing the child labour situation in the country (especially the WFCL). They could include, for example, a Scholarships’ Programme of the Ministry of Education directed at poor families, a project financed by a bilateral donor on family planning and a specific child labour project supported by ILO-IPEC.

serve other objectives, will have consequences on the child labour situation in the country, region or sector targeted by the TBP.

- A TBP is normally a phased initiative: each phase leads to the next in terms of expansion and possibilities for replication, both within identified priority target groups and sectors and for other non-priority target groups.
- In management terms, the TBP focuses on managing the identified strategic objectives and targets and on ensuring that the interventions within the programme are progressing and are being implemented in line with the strategic framework as defined in the planning process.

These general characteristics have concrete implications—which will be explained further in the following sections—on the planning and implementation procedures for a TBP.

- First, the TBP must be developed in close consultation with the development partners responsible for the interventions in the overall framework as well as with other

relevant stakeholders (*participatory process*).

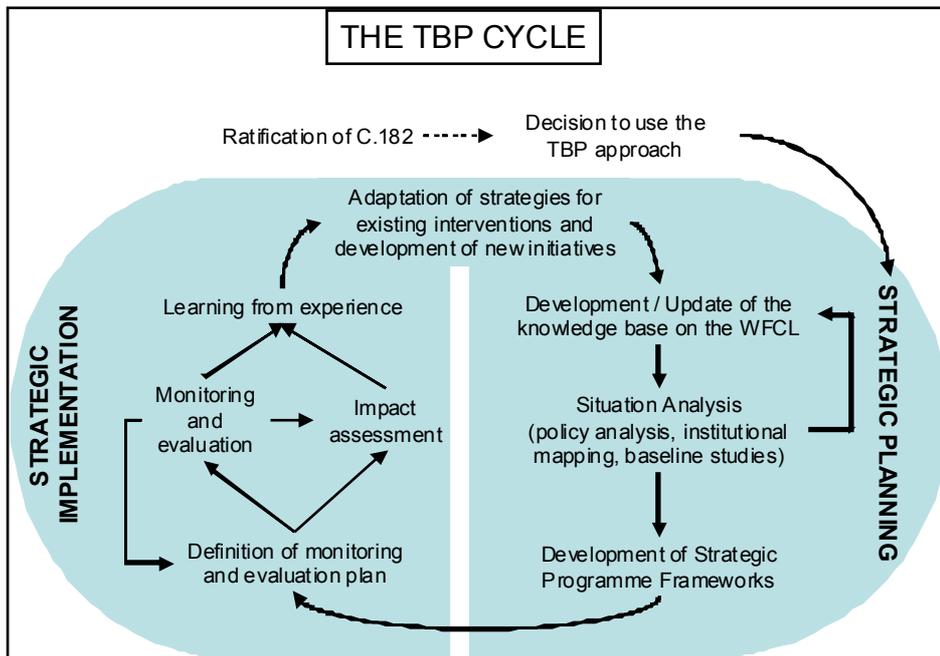
- Second, planning cannot be a one-off (one-time) process. In fact, there should be several, consecutive rounds of planning, each one based on lessons learned from the previous implementation phase, focusing on the desired expansion (and extension) of the TBP.
- Finally, and linked to the above, monitoring, evaluation and impact assessment are key functions of strategic implementation that must also be part of the planning process. Follow up on objectives and targets defined in the policy framework is essential in terms of learning from the experience and providing timely information for re-directing the TBP and programming the existing resources in a cost-effective manner.

The strategic planning process starts when the decision to use the TBP approach has been taken in any given country. This will normally follow the ratification of the ILO Convention on the Worst Forms of Child Labour, 1999 (Nº 182), although this is not a formal pre-requisite.



Strategic planning is the first stage of the TBP cycle, which is followed by implementation and could be

concurrent components of the same strategic process. Section 2 provides some key points on the main activities



diagrammed as shown here. There is a continuous loop in this process. Through consecutive planning and implementation cycles the TBP would broaden its scope, prioritizing other forms of child labour and/or covering other regions of the country. The cycle stops only when the WFCL have been eliminated.

needed in preparation for planning (knowledge base, situation analysis and baseline studies). Section 3 details specific planning tools for the development of Strategic Programme Frameworks. Sections 4 concentrates on some basic issues linked to strategic implementation, monitoring and evaluation and Section 5 provides more details on the role of the monitoring and evaluation functions. Finally, Section 6 gives some hints about institutional requirements and possible arrangements for the strategic planning and implementation of a TBP.

The following sections of the document briefly describe different issues, steps and tools for TBP planning and implementation. As can be seen in the diagram, planning and implementation should be analysed together, as two

2 Preparation for planning

Guide Book II of the TBP MAP and its related papers explain in detail the necessary preparatory activities for the strategic planning of a TBP. The following basic points are important to keep in mind when setting the scene for planning.

- The development of a solid *knowledge base* on the incidence, causes and consequences of the WFCL in the country (including “hard-to-measure” forms) is the foundation of a strong TBP strategic planning process. Laying this foundation requires an intense research effort.

One key principle to be considered when organizing this effort is "optimal ignorance" - information needs should be kept clearly in mind so useless data is not collected. The overall analysis should lead to appreciating the feasibility of eliminating the WFCL and the assessment of external factors, including risk factors, since these are important issues in determining effective strategies. The knowledge base should also include the information needed to scale up the TBP in the foreseeable future, to cover those WFCL not prioritized or other areas of the country not included in the first design.

- The *situation analysis* is based on the knowledge generated through research. It necessarily includes a description of the main causes leading to the existence of the WFCL in the country (problem analysis); a review of existing policies affecting the child labour situation (especially labour, anti-poverty, education and development policies); and a mapping of existing programmes and projects implemented by different development partners (funded nationally or through international cooperation), especially those related directly to child labour. In other words, the situation analysis should describe both the existing problems and responses needed to detect the gaps that the TBP should cover.
- *Baseline studies* are essential to determine with precision the situation that needs to be changed. Studies include the initial reading of specific variables and indicators, which might be linked to the general environment surrounding child labour issues (legislation, policies, socio-cultural perceptions) and especially to the magnitude and characteristics of the prioritized WFCL in selected intervention areas.

The knowledge base, situation analysis and baseline studies are not isolated or consecutive activities, but a series of

inter-linked functions that should be used for programme design and other purposes (such as advocacy, awareness raising and mobilization). When developing and conducting research it is critical to keep in mind the ethical considerations and the gender perspective (highlighting the different needs of boys and girls during the process) outlined previously in the TBP MAP.

Baseline studies are an essential part of the initial situation analysis and establish the basic variables and indicators for the overall change that the TBP is to bring about. As the specific target areas and interventions within the TBP are identified, a further, detailed situation analysis is required for the specific target groups and areas. Further, baseline studies are required to establish the indicators for specifically designed interventions. This will facilitate the monitoring and evaluation of progress and the achievement of these interventions and their contribution to the TBP as a whole.

The situation analysis is not a one-off occurrence, but must be applied intermittently throughout the TBP to analyse situational changes resulting from the gradual implementation of TBP interventions. The initial building of the knowledge base must continue and the knowledge base must be updated with information and knowledge gained through analysis carried out during planning and implementation. While it does not involve repeating the complete data collection process and the series of knowledge base studies, those data that relate to the intended changes in the situation — as the result of the TBP and its interventions — must be updated at appropriate intervals. The planning and implementation process therefore has to include provisions for this.

3 Strategic planning of the TBP

This section provides suggestions on how to carry out a sound planning process — built on a solid knowledge base, a comprehensive but precise situation analysis and detailed baseline studies — through the development of *Strategic Programme Frameworks* (SPFs) in the context of a TBP. The use of this specific approach has already been tested in different TBP contexts with the assistance of ILO-IPEC.⁴

As mentioned before, a TBP is normally a mix of child-labour related, sector-based policies and programmes addressing their own objectives — such as poverty reduction or universal education — and child-labour specific projects with components such as awareness raising, social mobilization and enforcement of legislation, among others. Some policy options and programme interventions have been explored in *Guide Book III* and its related papers in the TBP MAP.

The identification of all relevant interventions is part of the situation analysis. The main purpose of the strategic planning process is to identify the contribution of each one of these policies, programmes and projects to the overall objective of eliminating the WFCL in the country. The use of SPFs can help achieve this goal.

The SPF for the TBP is not a strategic framework on its own. It is linked to other national development planning frameworks such as Poverty Reduction

Strategies. Many of the interventions identified as contributing to the overall objective of the TBP will overlap with interventions in these other frameworks. It is essential that the interventions form an integral part of the framework and can, in some circumstances, be developed as sub-sets of such frameworks provided that the details of the SPF for the TBP are developed by the specific partners for action against the WFCL.

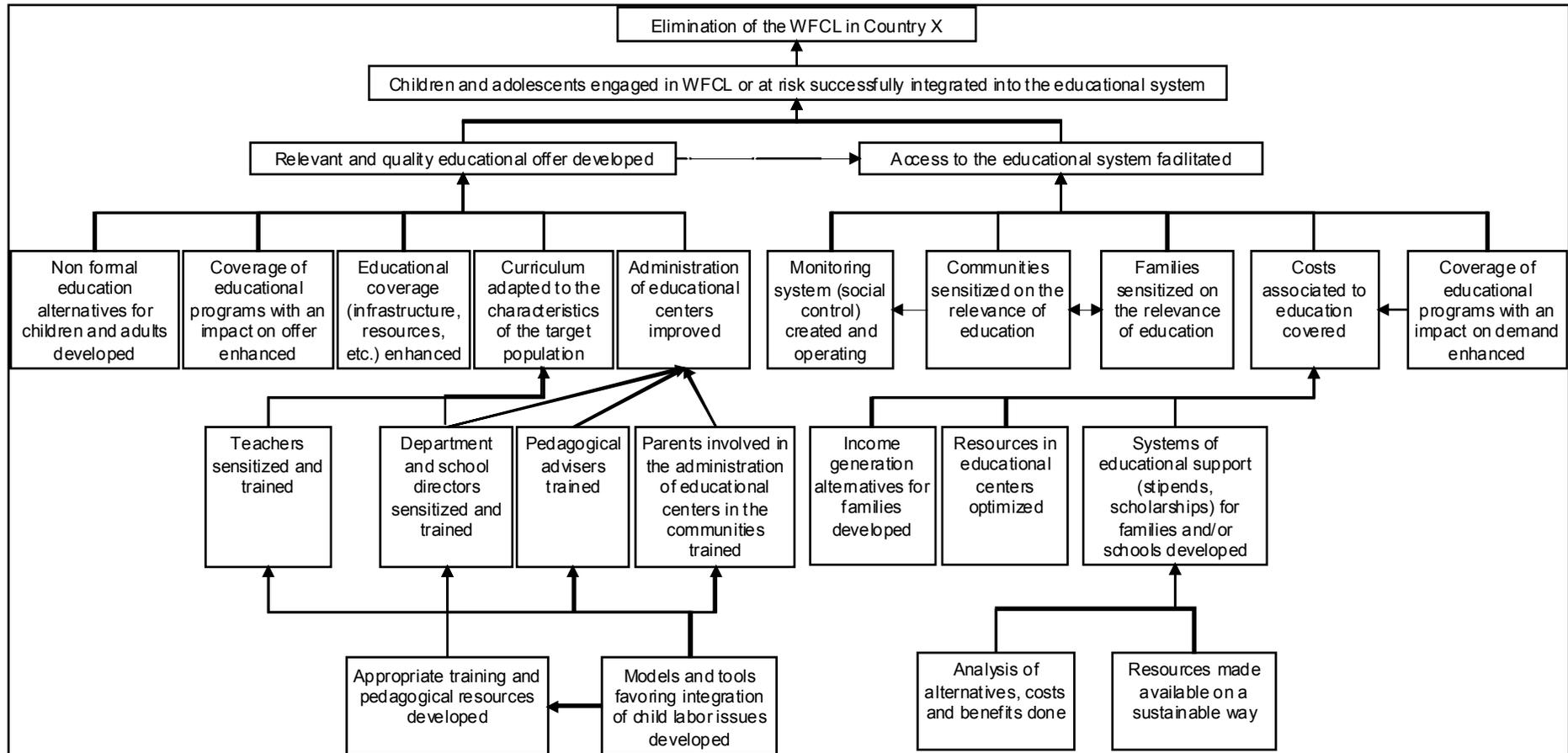
3.1 Development of Strategic Programme Frameworks

A TBP may be planned by developing a Strategic Programme Framework (SPF). ***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 uses a logical model to articulate a “theory of change” essential to efforts to eliminate child labour in the specific 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 graphically as an “outcome tree”. The following diagram, based on a real example developed in the context of a TBP, shows a series of interlinked outcomes related to the improvement of the educational system at the country level. The different boxes in the diagram represent the desired outcomes, while the arrows show the linkages between them.

⁴ IPEC has developed specific guidelines for strategic planning, referred to as the “Strategic Programme Impact Framework” (SPIF). Although specifically designed to be used for IPEC projects, these guidelines can be practical for all those engaged in combating child labour, and for those interested in strategic planning of complex interventions in general. For more information see IPEC-ILO (2002): **Developing and Using Strategic Programme Impact Frameworks**; Design, Evaluation and Documentation Section; Geneva, included as a Paper in the TBP MAP kit.

Outcome Tree for Elimination of the WFCL through Education



Box 1. Characteristics of an outcome

In the SPF, each outcome should be:

- **Stated as an objective** (a positive situation to be created) and not as an activity
Correct: "The Ministry of Labour has sufficient capacity to..."
Incorrect: "Support to the building of capacity in the Ministry of Labour"
- **Uni-dimensional**, reflecting only a situation and not two linked or related situations
Correct: "Farmers adopt new production technologies"
Incorrect: "Farmers adopt new production technologies and the land productivity is increased"

In some cases, it is possible to define multi-dimensional outcomes if the strategy leading to them is the same (e.g. "Increased awareness among government officials, employers and workers" might be an outcome, if the awareness raising strategy is the same for the three groups).

- **Measurable**, meaning that it is possible to identify verifiable indicators for the outcome. Any outcome can be a correct or incorrect example, depending on the existence of possible indicators and, most importantly, of accessible means of verification for the possible indicators.
- **Adequately precise**, meaning that a certain degree of detail is useful because it shows what needs to be achieved, but too many details might damage the necessary clarity of the diagram.
Correct: "The Labour Laws appropriately reflect the minimum age for employment"
Incorrect: "Appropriate legislation"

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 developed; a child labour monitoring system established in a specific area; the public sensitised to the negative consequences of hazardous work for children; a more relevant basic education curriculum for the needs of child workers in place. The main characteristics of an outcome can be seen in Box 1, above.

- **The arrows in the diagram show the cause-effect relationships between the outcomes**, demonstrating how the desired change —the elimination of the WFCL— can be brought about (in the above example, through education).

Links should be direct, and, in general, the arrows go only in one direction, from cause to effect. In principle, multidirectional links should be avoided.

A well-articulated SPF shows the necessary and sufficient situations that need to be created in a country to eliminate the WFCL. The "production" of these situations (or the realisation of the outcomes) is 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 project

stakeholders on the problems causing child labour and the possible solutions and strategies leading to the eradication of the 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 the demonstration and documentation of progress towards the desired change (as will be analysed below).

A SPF can be prepared by following these steps:

- a. Planning level definition;
- b. Stakeholders' analysis;
- c. Framework preparation; and
- d. Detailed outcome analysis and target setting.

a. Definition of the planning level

The first important definition to make is the planning level. Planning can be done:

- At the country level for all WFCL;
- At the local (sub-national) level for all the WFCL;
- At the national level for one or several selected WFCL;
- At the local level for one or several selected WFCL; or
- As a combination of some of the above.

The selection of the level at which SPE planning will take place has implications in terms of the stakeholders to be involved and on the organization of the process itself (time, location, etc.). If the planning level chosen was the last bullet above - a combination of levels - the process might include: a consultation with national-level institutions to develop a SPF for the whole country and all the WFCL, plus specific consultations on specific forms of WFCL or for specific

regions. For example, a SPF for the whole country could be supplemented with one for organizations and groups dealing with commercial sexual exploitation of children (CSEC) and another one with representatives from a region where there is a high incidence of hazardous child labour in agriculture. At the end of the process, there would then be three related SPFs: one that would show the outcomes necessary to eliminate the WFCL, in general, at the national level; one that would represent the strategy to eliminate CSEC and a third related to the elimination of hazardous child labour in agriculture in a specific region.



b. Stakeholders' analysis

The elaboration of a SPF must be a consultative and participatory process. Only with the broad participation of the

main stakeholders in the country can the process develop its full potential. Participation is essential because it allows the development of a better technical product — that is, a better and more well-developed strategy — and promotes shared understanding and ownership, which results in a number of benefits, all of which increase the potential for achieving the objectives of the TBP.

The TBP planners need to identify relevant stakeholders at the chosen planning levels. Key stakeholders are those who could significantly influence or be important to the success of the TBP. A gradual, incremental process would allow their rational involvement in the different steps in the process. In other words, the selection of an adequate number of appropriate participants in the different planning activities is essential to project momentum — to ensure that the necessary plurality does not lead to paralysis. For example, the first “problem and outcome analysis” might be done by a small, representative group of people, whose results could later be shared and validated by other stakeholders.

In principle, those responsible for planning the TBP should try to establish fluent working relationships with representatives of the different organizations and groups at various levels, from policy-related institutions to the technical and implementation-level agencies. The final decision on the stakeholders to be involved in the process should take into consideration the different interventions being developed in the field of child labour in the country. However, in general, it can be said that stakeholders will include, among others, representatives from:⁵

- Ministries of Labour, Education, Development, Planning, Statistics, Family;
- Employers’ and workers’ organizations;
- Civil society agencies and Non-Governmental Organizations;
- Universities, research institutions and researchers; and
- International organizations and bilateral donors.

The stakeholders analysis should include an assessment of the activities done by the different organizations in the field of, or with influence on, child labour. The level of awareness of the institutions and their interest in child labour issues should also be explored.

c. Framework preparation

The consultation process for the preparation of the SPF can take place through strategic planning workshops or seminars. The level (country, local, national) of participation in these seminars may vary, although it should include technical experts and people with a certain level of institutional knowledge and decision-making power. There is no blueprint for organizing the process, since the details depend on the planning level, the prioritized WFCL and the geographical scope of the TBP. In Box 2 there is a real example based on the development of the TBP in Ecuador.

The framework preparation includes at least three steps:

1. Description of the problem;
2. Definition of the outcomes; and
3. Identification of responsibilities for individual outcomes.

The description of the problems is usually done by summarizing the most important information gathered during the situation analysis concerning the issues leading to

⁵ If there is a National Commission for the elimination of child labour or a similar body in the country, most of the stakeholders will be represented there.

the existence of WFCL in the country (or dealing with specific worst forms in a region). At this point in the process, the stakeholders should be quite familiar with the problems. Thus, there is no point in repeating the whole analysis, so a brief presentation and debate should be

sufficient.

The definition of the outcomes (or outcome analysis) allows the group to represent (or visualise) the general strategy. The final product of this step is a diagram similar to the one presented above (an "outcome tree").

Box 2. The TBP planning process in Ecuador

The planning process for the TBP in Ecuador was carried out over a period of five months during the second half of 2002. It included a series of stakeholder workshops at different levels to identify the different strategies needed to address selected WFCL.

Ecuador ratified Convention 182 in the year 2000, committing itself to the elimination of the WFCL in the country. During 2001, through tripartite consultation which also included civil society organizations, Ecuador prioritized the following forms of child labour for immediate action: commercial sexual exploitation of children (CSEC), child labour in construction, banana production, flower production, mining and garbage dumps. With support from IPEC, Ecuador started to develop its knowledge base on the incidence and characteristics of these WFCL in different areas, including the realisation of baseline studies.

During the first half of 2002, several stakeholder workshops were organized. Key players in each of the sectors participated. Some workshops were done at the national level —construction and garbage dumps— while others focused on specific cities or provinces. Six SPFs were produced outlining the strategy for dealing with the concrete problems leading to the existence of these WFCL.

In July 2002 a national strategic planning workshop was held. More than 40 representatives from governmental institutions, workers' and employers' organizations, NGOs and other civil society agencies participated to set the basis for the development of a TBP in the country. After presentation of the results of the sector-based analysis, a national level SPF for all forms of child labour was developed during this workshop.

ILO-IPEC actively supported the planning process and, based on the SPFs, developed a specific intervention to support the TBP of Ecuador to be implemented in the period 2003-2006, funded by the United States Department of Labor.

The analysis should start from the ultimate impact that the TBP tries to achieve, namely the urgent elimination of the WFCL, considering the special situation of the girl child. Of course, this kind of impact cannot be achieved immediately. There will be several intermediate stages in the way, situations that will occur as a consequence of a combination of processes and interventions that will lead to a reduction in the incidence of the WFCL. These situations should be presented as outcomes (see Box 1, above). For example, an appropriate piece of legislation will have to be enforced, or the education system will have to be accessible and appropriate for all children. In any given area of impact, there will be a series of outcomes interlinked in terms of cause and effect by an "if-then" relationship.

Being a multi-causal problem, to achieve a reduction in the WFCL it will be necessary to promote simultaneous changes in several spheres. For example, there will be outcomes dealing with legislation issues; others with the education system or with the provision of income-generation alternatives to the families of child labourers. The areas where outcomes should be identified should be

those where problems have been found.

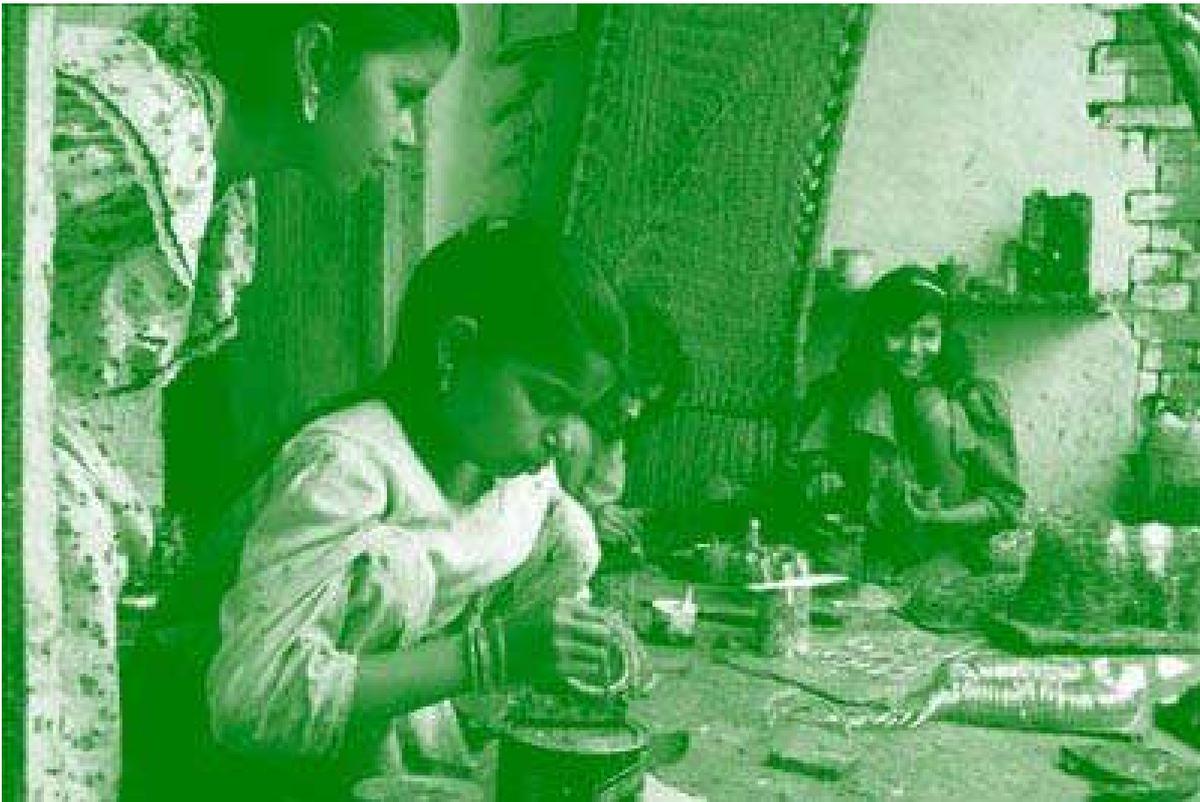
The final product will be a framework that must follow three basic principles. The framework must:

1. Represent the theory of change needed to eliminate the WFCL at the identified planning level.
2. Identify only germane outcomes. Each of the identified outcomes should be necessary and together they must be sufficient to bring about the desired change.
3. Be understood by others who are not part of the process. If different types of outcomes or links are identified, legends should be included so the framework is self-evident.

Box 3 presents some ideas on how to facilitate the process of "outcome identification" in a stakeholders' workshop environment.

Once the outcome tree has been developed, the following step is the definition of institutional responsibilities. It is important to highlight that, in any given SPF, different partners might have specific responsibilities for producing some of the outcomes. In other words, there will not one institution fully responsible for producing all of the outcomes included in the SPF.

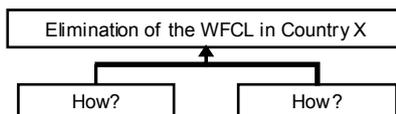
For the different outcomes or groups of outcomes identified, the stakeholders will analyse: who is doing what; the existing



Box 3. How to facilitate the outcomes' identification process

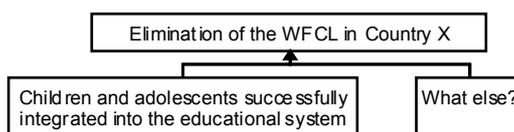
A stakeholder workshop must be conducted by a strong facilitator knowledgeable in the methodology (experience in the Logical Framework Approach is an advantage). The facilitator is in charge of moderating the debates, formulating the outcomes according to the principles highlighted before and building a logical "outcome tree". To do so, the facilitator will ask three basic questions (How? What else? Why or What for?). The use of cards that can be stuck on the wall and moved around is highly recommended.

The starting question should be: "The overall outcome to be achieved is the elimination of the WFCL in the country, how do we get to this situation?"

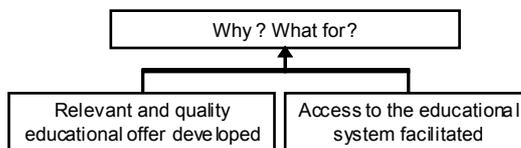


From that point, the facilitator leads the participants to define outcomes at different logical levels.

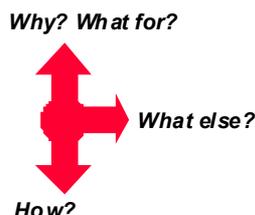
To identify outcomes at the same logical level, leading to an outcome at a higher level, the question s/he asks is "what else?"



- To identify an outcome in a higher level the question should be "why?" Or "what for?"



This "compass" summarises the above.



programmes or policies in place that should lead to one or some of the identified outcomes; who has the responsibility or the mandate to produce a specific result; and which outcomes are outside the scope of work of the existing organizations. In principle, each outcome could be included in one of the following categories:

- **Exists (but must continue to exist).** An outcome might have been produced—the positive situation is happening in the moment of the analysis—but it has to hold to ensure that the identified causes will lead to the expected effects.
- **In process.** There are already policies, plans and programmes to

Box 4. Types of indicators

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

- The number of children involved in the worst forms of child labour: boys and girls, by age, by region

Eventually, it will be possible to use “proxy” indicators, such as:

- The number of children enrolled in the education system, with appropriate breakdowns
- The number of children “unaccounted for” (idle, not recorded as working or in school), boy and girls, by age, by region

For the TBP, there will be other indicators defined, according to those situations that the programme can effectively change.

Since the SPF presents interlinked outcomes at different logical levels, indicators have to be defined for causal factors, e.g. awareness, attitudes, levels of income etc. These indicators 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.

produce the outcome, or institutions, organizations or groups working towards the outcome.

- **Currently unaddressed.** According to existing knowledge, the outcome has not been achieved and there are no organizations or programmes addressing the situation.

d. Detailed outcome analysis and target setting

The outcomes in any given SPF should be analysed in detail. This analysis should include a more precise definition of the main characteristics of the outcome, the expected timing to achieve it, the

required type of interventions necessary to do so and the different possible roles of the implementing partners. In addition, they should include some comments on information and knowledge gaps. The outcome analysis should also include data coming from the previous analysis, such as the main institutions and groups that might work towards achieving the outcome, its capacity, and existing or possible interventions. Finally, the analysis should consider ways to measure the outcome, including the definition of indicators and means of verification, if necessary and possible.

It is important to highlight that 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, among other reasons. TBP designers and managers should decide the extent and depth of the analysis based on their assessment of the situation. In particular, certain outcomes will be measured with varying amounts of rigour. Even if it is important to track all of the outcomes identified, the required definition of indicators and the systematic gathering of information will be limited only to those outcomes considered of key importance according to the TBP strategy. More comments on the

types of indicators are included in Box 4.

The 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:

- The overall outcome being the elimination of (selected) WFCL, the

indicator could be: the number of children engaged in the (selected) worst forms. In this case, the target could be: 50 percent reduction in the number of children engaged in trafficking and 75 percent reduction in the 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.

- If a specific outcome leading to the elimination of (selected) WFCL is “basic education is provided to all children”, and there is an educational programme in the country with the goal of increasing enrolment rates in rural areas, especially for girls, an 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 to 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 years period”.

If possible and relevant, it is useful to set intermediate targets for certain indicators to provide a picture of the expected evolution of the TBP. If the target for reducing worst forms is 50 percent at the end of a 5-year project, intermediate targets could be set for years one, two, three and four. This facilitates monitoring the programme as it evolves and the timely reallocation of resources (if necessary).

The detailed outcome analysis and the target-setting exercise should also be done with the participation of the main stakeholders, although—unlike the definition of the outcomes—it is normally done through bilateral consultation mechanisms and not through workshops or seminars.

3.2 Using the Strategic Programme Frameworks

The planning document that is produced includes the SPFs, the detailed outcome analysis and the targets for the TBP—as well as comments on the knowledge gaps and a plan for future use and development. The document should be widely shared and reviewed by the stakeholders involved for comments and additions. Once the final version has been produced, it becomes the *Strategic Implementation Plan* for the TBP and represents the shared vision of the key stakeholders.

However, the *Strategic Implementation Plan*—the result of this process—should be a living document. Updates are necessary. Every time new interventions are identified or developed they need to be integrated in the TBP. The phased strategy, the eventual expansion of the TBP, the modification of priorities and/or the detection of outcomes previously unnoticed should be taken into consideration and incorporated into the plan. A certain amount of flexibility is essential to ensure that the TBP continuously adapts to reality, looks for strategic opportunities and allows linked interventions to work within the institutional and strategic frameworks for which they were initially developed.

Another area of potential use for the SPF is as a way to mobilize interventions, partners and resources. The SPF outlines the strategy required to eliminate the WFCL and shows which areas of intervention are required. Potentially, it demonstrates how interventions are contributing to the SPF. Although they might not be considered pressing or relevant interventions in dealing with the WFCL, they are making a contribution. Through this, the SPF presents an argument for why interventions and development partners (such as other government components, externally supported development programmes and efforts by local and non-governmental partners) should be considered part of the TBP. As a result, they should be

willing to work within the SPF — at least at the strategic level — to ensure that their interventions contribute to the TBP as well as to their own strategic frameworks. For communication purposes it also useful to designate specific partners for involvement in specific SPF components — for instance, for specific forms of WFCL or for specific regions or target areas within the TBP.

The SPF is the key to strategic monitoring, as will be explained below. It allows various stakeholders to analyse progress in the path leading towards the elimination of the WFCL by regularly measuring the values of selected indicators and verifying the production of the outcomes (and, therefore, the logic of the framework).

Finally, the SPF is also essential for evaluation and impact assessment. It provides reference points for analysing achievements at different levels and for examining the contribution of specific interventions to the overall objective of WFCL elimination. This suggests a “plausible association” between concrete programmes or policies and the elimination of child labour. Because the SPF identifies links and relationships, it can also help to determine causality and the continued relevance of the intervention. In addition, it is an essential tool in assessing progress towards sustainability. This is particularly important since the overall impact can only be sustainable if the underlying processes, capacities and changes at different levels (e.g. policy changes, behavioural changes, capacity for child labour monitoring) are sustainable themselves. Since the SPF draws a common picture of how the WFCL can be eliminated, it can also be used for planning and implementing joint evaluations among the various donors and/or organizations involved.

3.3 Designing specific interventions

The planning process should lead to the identification of intervention areas for

which specific programmes or projects need to be developed. Some of the “currently unaddressed” outcomes — to use the wording introduced before — need to be addressed. The planning process would then be followed by specific design (or formulation) processes that would be adapted to the management requirements of the development partners involved.

In other words, some branches of the “outcome tree” should be translated into specific programme or project objectives to be implemented by specifically determined actors. In this area, IPEC can play a catalytic role by leveraging resources, advocating with possible donors and executing its own initiatives.

The design of specific interventions will most often require further surveys and data collection for individual geographical regions, sectors or areas of intervention. To avoid duplication, optimize resources and multiply impact, it is important to consider the possible synergies among already identified, existing SPF initiatives.

In some cases, outcomes identified as “existing” or “in the process of being produced” can become “assumptions” of a new intervention. Similarly, the objectives of this new intervention could relate to factors affecting the achievement of outcomes that fall under the responsibility of another institution. For this reason, establishing a co-ordinated and integrated work plan and monitoring the activities of different interventions leading to the production of outcomes is an essential planning tool. This work plan should include key milestones at which interventions must be at the same logical level of achievement.

It is important to analyse how the review and possible adjustment of strategies can be organized when sharing monitoring and evaluation information concerning simultaneous interventions. Depending on the extent and coverage of child labour-related interventions in a country,

many of the identified interventions will be in the form of specific projects acting as driving forces for the TBP, or simply covering some of the gaps identified during SPF preparation. In the context of the TBP MAP, these interventions are generally referred to as "*projects that are part of*" a TBP. Annex 2 provides details on their design, monitoring and evaluation. In general, the approach used to design these projects is similar to that used to design many existing interventions within the TBP.

As not all interventions within the strategic framework of the TBP are new or additional—or specifically identified, designed and funded (often by donors) for the TBP — it is worth noting that

many of them will be existing government programmes or other nationally-funded and implemented interventions. While each one of these has its own purpose and framework, many of the TBP outcomes can be achieved by modifying an intervention's strategy so that it contributes to the elimination of child labour without interfering with the original TBP purpose. Examples are: existing educational programmes which can be made more sensitive to the needs of children at risk (of becoming child labourers) through (1) curriculum modifications or (2) choosing initial priority areas for school reform. Creating these synergies and adding value to existing resources is a key element of the TBP's strategic approach.



4 Strategic management of the TBP

The SPFs, including details at the intervention level, serve as a strategic plan for the implementation and strategic management of the TBP. It is useful if such a strategic plan contains the following:

1. **Institutional SPF.** This is a version of the “outcome tree” that attempts to link each outcome with the specific policies, programmes and institutions responsible for the outcome through specific interventions. This assists in demonstrating institutional links and potential involvement in the SPF.
2. **Detailed Outcome Plan.** This plan specifies—for one or more related outcomes—details such as: the outcome targets; its time frame; its specific indicators; its links to other outcomes; the types of interventions that are achieving and will achieve the outcome; common or joint institutional arrangements; shared information sources; criteria for implementation; and other outcome-specific information. This can, in some cases, be presented as a complete *Programme Framework* if the intervention has already been identified and developed. As interventions for specific outcomes are identified and develop, the *Outcome Plan* is updated.
3. **Strategic Implementation Plan.** A Strategic Implementation Plan for the whole TBP specifies key TBP targets; key responsibilities; expected time line for achieving targets and outcomes; links between key interventions; key common or joint institutional arrangements (including arrangements for review of the TBP); management information arrangements; and other relevant aspects for the strategic management

of the whole TBP. This plan focuses on the holistic view of the TBP and can be supplemented by detailed plans as part of the institutional requirements and arrangements as discussed in Section 6 of this paper.

4. **Strategic Monitoring and Evaluation Plan.** The Strategic Monitoring and Evaluation Plan provides further details on the indicators and targets of the TBP and the interventions and the monitoring and evaluation process and system at different levels. As strategic implementation is one of the primary focuses of this paper, it is explained further in the following section.

4.1 Strategic Implementation

The Strategic Implementation Plan is a guide for implementing the overall TBP. As a framework rather than an operational plan, it should, as discussed above, use a flexible approach. The plan should allow individual interventions to follow the specific implementation plan’s set up as part of the programme framework for the intervention, but it should contain elements for managing the strategic links and points where interventions connect. This includes relevant arrangements for common or joint review of the implementation process.

Managing strategic implementation of the TBP involves focusing on the strategic level and using documentation and analysis to ensure that interventions are implemented that contribute to the TBP. It is often not a question of “direct and control” but more of “analyse and persuade”. Each intervention is part of the TBP because of its potential contribution to the problem of WFCL. The strongest argument for this is to demonstrate how an intervention can

multiply impact by not only having its own impact (as defined in its own strategic framework) but by contributing to the impact of the TBP as well. This implies that, as changes result from the implementation and achievement of specific interventions, the TBP and SPF must be reassessed. In particular, the strategic implementation plan needs to be adjusted (within the boundaries of the TBP's overall objectives, of course) to reflect changing circumstances. To explore how what they are doing can accommodate the changes, the implications identified should then be communicated to those involved in the interventions concerned. Such a strategic approach to management requires particular institutional arrangements and capacities for analysis, networking and communication. Some of the issues involved are covered in Section 6.

4.2 Strategic Monitoring and Evaluation

One of the best approaches to the strategic management of the TBP and its interventions is through sound and appropriate monitoring and evaluation. Monitoring and evaluation provide most of the information and data needed to analyse the implementation of the TBP. Indeed, as an approach that does not interfere with the specific implementation and institutional arrangements of each intervention, it can provide strategic points at which an overall view of the TBP can be obtained and discussed.

As part of the implementation process, each TBP should therefore prepare a *Monitoring and Evaluation Plan*, which basically includes:

- Key indicators for identified outcomes and for 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 on the specific monitoring

and evaluation systems of the interventions included in the SPF. This schedule should detail how the monitoring and evaluation system of individual interventions will contribute to the overall monitoring and evaluation of the TBP; and

- A specific schedule for TBP evaluations.

The SPFs should be reviewed with groups of development partners at different levels (from the policy-making level to the technical-implementation level) 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 baseline surveys;
- Map interventions and analyse whether new relevant programmes or projects are being proposed by other development partners;
- Gather information on the interventions that work;
- Provide the basis for suggesting changes in interventions and the links to other interventions; and
- Collect data on the situation in currently, non-targeted areas as part of monitoring the displacement approach and as a basis for the planning of new phases

A specific TBP strategic management task is working with individual interventions, programmes and institutions to make their monitoring and evaluation systems child-labour-sensitive. In this way, child-labour-relevant information from their results (or impact) can be gathered and analysed systematically.

The TBP monitoring and evaluation system will also be the basis of the progress reports for the whole programme, which should be shared on a regular basis with all development partners and key stakeholders. The

collective review of progress reports on strategic implementation can provide the points at which changes in interventions

are discussed and consensus is reached on how the interventions can continue to make the required contribution.

5 Role of monitoring and evaluation in TBP

TBP efforts consist of interventions on a number of different political levels by different partners. These various interventions are linked by a strategy designed to achieve the elimination of (selected) WFCL. Monitoring and evaluation of these efforts occur at both the implementation level (management, operations and results) and at the impact level — incidence of WFCL. At the level of implementation, continuous analysis and management of the links among the various efforts is essential. At the level of impact, monitoring, evaluation — and especially impact assessment — provide the crucial tools to identify and assess the effects of the TBP on the worst forms of child labour.

Monitoring and evaluation of the two levels together makes it possible to:

- Gauge whether the TBP is working;
- Refine and improve programme indicators and targets; and
- Provide a feedback mechanism for design and targeting. For example, if the strategies are working in some places but not in others, or for boys more than for girls, it will be possible to assess the causes and re-design the interventions

Monitoring and evaluation should: (1) ensure that a TBP is a dynamic process capable of fine-tuning its objectives; and (2) identify lessons to be used in consecutive planning phases. These functions, including the assessment of impact, are also powerful tools for accountability.

5.1 Definitions of Monitoring, Evaluation and Impact Assessment

Monitoring refers to the ongoing assessment of progress towards achievement of operational and strategic objectives. This implies ongoing data collection and repeat impact assessment data collection exercises at defined intervals, for instance, mid-term and final reports. Steps (a) and (b) in the analytical process outlined below are the main focus of monitoring, combined with some elements of step (c).

The nature of the monitoring process is related to the data requirements of individual cases, means of verification and possible sources of data and methodologies used. Programme management systems of different interventions will often provide the data for monitoring at the operational level. For monitoring the achievement of operational objectives and impact on children, the TBP will have to establish specific monitoring systems. 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. These tracking systems, however, prove to be a less cost-effective solution when continued after the intervention. Tracer studies and longitudinal surveys are a more appropriate solution.⁶ Box 5

⁶ Tracing studies are one-off measurements of direct effects on children and families from already implemented interventions, while tracking systems involve setting up a mechanism to measure the

Box 5. Tracking and child labour monitoring systems

Both tracer studies and tracking studies look at the impact of an intervention on children. The difference between them is that, while tracer studies are initiated after an intervention has taken place and look *backward*, tracking starts at the beginning of an intervention and looks *forward* by following what happens with the children at different stages thereafter.

In other words, IPEC considers that

- **Tracer studies** take a *retrospective look* at the evolution of the situation of a *sample of children* already provided with or exposed to a specific intervention. It is an inquiry approach at a single point in time that generates data on already achieved impact. It will provide information at the end of the current project to be used for an initial analysis of the overall impact of IPEC within a current strategic programme framework.
- **Tracking studies** are designed to follow a *sample of children* targeted in a series of interventions over a certain period of time (that might be extended after the end of the project or programme if the resources are available) and through repeated inquiry. It is a *forward-looking* inquiry approach at multiple points in time that provides a methodology for assessing impacts as they occur in the future. It will provide information at some point in the future and not necessarily at the end of the current project.

At the intervention level, a tracking study would be able to provide exact information as to the current status of the beneficiary; for example, family situation, which school and grade the child is in and performance at school. Tracking studies often contain information as to the previous and/or current work history of the child and should provide the reasons as to why a child has changed jobs. This allows us to determine what influence and effect, if any, the intervention has had, for example, on the change of job, salary, working conditions, employment and education of the child, family and community. Therefore, ideally, a tracking study would provide both qualitative and quantitative present information on the beneficiary. As a mechanism of measuring the effect of current interventions on children over a period of time, the information must be updated regularly, even though an analysis of it might take place only at regular intervals. This will contribute to (be part of) the M&E efforts of the intervention and will allow for impact assessments to be carried out later on.

Tracking studies at an overall TBP level provide similar information as above but at the level of a strategic national framework taking into consideration its various components and partners. Such tracking studies facilitate the monitoring and analysis of trends and provide data and information at a national level rather than only within one particular sector, one intervention or with regard to one partner agency.

A tracer study, in principle, serves the same purpose as a tracking study but does not require an institutional arrangement in place to provide information on an ongoing basis. It can be done as the need arises and as resources allow. It is also particularly suited for assessing impact on children after the interventions have been completed and the institutional framework is no longer in place. It is also suitable for ad-hoc assessment of the impact of TBPs in the longer run including after the TBP has been completed and as part of verifying that the impact of the TBP has been sustained.

Tracking and Tracer studies share data and information from Child Labour Monitoring (CLM) systems. CLM consists of inspections or monitoring events, repeated periodically, to *identify* child labourers, to *verify* that they are removed from a situation of risk (or that the risk has been removed), and to *follow* them to ensure that they have satisfactory alternatives. The information generated through CLM can be used to document child labour trends in specific sectors or areas. As CLM provides points of contact with children to determine their current situation and to collect information to determine appropriate follow-up action, it collects and provides much of the information required for tracking the identified sample of children. While CLM therefore, as such, is a substantive strategy within the TBP that should continue beyond the TBP in the appropriate form, and tracking and tracer studies are specifically part of the impact assessment process for the TBP and its interventions, they share enough common elements to consider their design and implementation together to make maximum use of resources.

The use of tracking and tracer approaches is, in general, a relatively new field and is particularly so as applied to child labour. ILO/IPEC is developing methodologies for their use. For tracking it will consist of standard core elements that can be included in other tracking approaches and in CLM systems. For tracing it will include a model methodology that can be customised and used ad-hoc by national and local institutions for a given target area. For further information see "Tracking and Tracer Methodologies for measuring longer term direct effects on children and their families of child labour interventions" ILO/IPEC, 2004 (forthcoming).

effect of current and future interventions on children over a period of time.

provides details on tracking and tracer studies.

Monitoring systems of other interventions and institutions, such as those related to the Poverty Reduction Strategies or other national monitoring systems as well as the UN Common Country Assessment (CCA) and Development Assistance Framework (UNDAF) can be used, in particular for contextual indicators (such as the socio-economic situation in the country) that will affect child labour.

Evaluation refers to the assessment of the effects of a specific intervention and the analysis of attribution at a single point in time. During the evaluation, a step back from implementation is taken to provide an overall assessment of the strategy being implemented, including how it addresses the worst forms of child labour situation and any changes to it.

In the context of the TBP, the evaluation may be seen as an **impact assessment** exercise, since it intends to assess the overall contribution of the full array of initiatives and activities on its ultimate goal – the urgent elimination of the worst forms of child labour. Impact assessment then should take into account the full range of diverse activities, rather than results from a specific initiative or more immediate outputs or outcomes (e.g. programmes being put in place, people participating, or even potentially short-term gains, such as withdrawing children from certain work situations).

In many ways, the impact assessment is an “ex post” repetition of the situation analysis and the baseline studies. This clearly illustrates how it should be considered as part of the planning and design or re-design of subsequent generations of the TBP.

Individual evaluations of the interventions included in the TBP are also necessary (and normally are part of the evaluation plan) and should be contemplated in the TBP. Since this involves judging development partner performance, each

TBP needs to develop a clearly agreed-upon monitoring and evaluation system with the participation of all the stakeholders. This monitoring and evaluation system then can be used as the basis for assessment and adjustment. As a general principle, joint evaluations should be promoted as much as possible.

In the rest of this document, we will refer in general to Monitoring and Evaluation for the TBP. More specific details on impact assessment are included in the relevant paper of the TBP MAP kit.⁷

5.2 Steps in Monitoring and Evaluation

Monitoring and evaluating TBPs consist of assessing progress in terms of programme implementation, meeting objectives/outcomes and creating a sustainable impact on children’s lives. This process links the operational and management levels of impact. As a general premise, the evaluation of the TBP can be based on the repetition of the baseline studies and on evaluations of the major interventions included in the SPFs. The evaluation of the TBP then focuses on the links between the different programmes and projects and on identifying the new interventions needed.

The fundamental analytical steps in this process try to assess:

- a. Whether the programme was effectively implemented as designed;
- b. Whether the desired outcomes were realized;
- c. Whether effects other than those predicted took place;
- d. Whether outcomes can be attributed to programme design;
- e. Which lessons were learned; and
- f. Which good practices can be replicated.

⁷ See *A Guide to Assessing the Impact of Time Bound Programmes* (Geneva, ILO, 2003)

a. Assessment of programme implementation

The first step is to make sure that the different interventions included in the SPF are or have been actually implemented as designed. There are many possible reasons why a given programme may not have been implemented correctly, or why adjustments may have been undertaken. Before attributing the impact on an outcome to a particular programme, it is important to make sure that the programme was implemented as designed, or to at least understand what exactly did take place. The measures used to assess the efficiency of a program will, of course, depend on the specific intervention planned. For instance, if the goal was to build schools, the programme implementation success indicator will be the number of schools constructed compared to the planned number, or the number of children enrolled in these schools, taking into account the cost and efficiency of implementation.

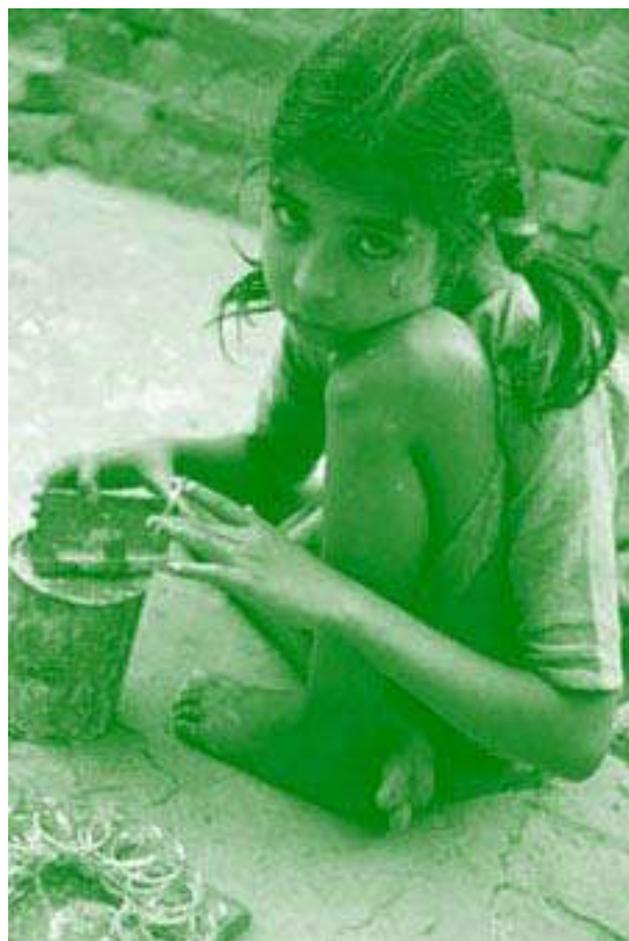
The specific evaluation concerns at this point will be: (1) cost-efficiency; (2) effectiveness or delivery of outputs and achievement of outcomes; and (3) factors affecting programme performance.

The evaluation systems of specific interventions will often be responsible for most of these activities (see, for instance, Annex 2 for further details). The key for assessing overall TBP programme implementation is to identify the most critical information needing to be shared with the overall TBP evaluation process. The *Strategic Implementation Plan* and the *Strategic Monitoring and Evaluation Plan* will provide the basis for this.

b. Assess whether desired outcomes were realized

The previous step considered whether the programme was successfully implemented. This next step focuses on whether the TBP achieved the desired impact on children and whether other,

intermediate outcomes included in the SPF were realized. This assessment is based on identified changes in relevant indicators identified, keeping an eye out for unintended effects that may have occurred. The most fundamental challenge is to determine whether specific interventions produced the desired outcomes or impacts, based upon changes in key indicators.



An essential dimension of this assessment is the direct impact of the different interventions on children and their families. The development of tracking systems for the TBP or the creation of child labour monitoring systems could be strategies for systematically gathering this information (see Box 5).

The evaluation should place particular attention on assessing impact whenever policies and interventions are finely targeted (for example, on specific industries or regions). In these cases, it is possible to examine the child labour indicator changes in those specific areas compared to areas or industries that were **not** targeted. This is important not only to compare situations with and without interventions (the latter can be used as control groups), but also to make sure that the TBP did not simply displace children from one form of labour or region to another.

c. Assess whether outcomes can be attributed to the TBP

As mentioned above, the most fundamental challenge is to determine, based upon key indicators, whether specific interventions produced the observed impact on child labour. This part of the assessment is the most challenging. Much work in the empirical social sciences has focused on the problem of inference in evaluation. For instance, if child labour declined after an intervention, there may have been so many factors that shifted and also affected child labour besides the TBP that one cannot be certain that the intervention was the only cause of change. Moreover, even if certain child-labour indicators did not decline at all (or perhaps even increased slightly), one cannot infer that a programme failed. There might have been an *even more dramatic increase* if there had been no intervention at all. It is, of course, impossible to know what would have happened if there had been no programme at all.

If certain regions or industries were targeted and others were not, it would be possible to try to infer causality by showing that child labour declined relatively more in a given targeted region or industry than in others. However, the possibility of child labour displacement into other industries or regions should be considered. A further problem of

attribution is that often it is not just one programme or policy which produces a specific outcome, but a series of them.

As a general principle, the development of the SPF is the first step in dealing with the problem of attribution. By assessing the changes produced and the correspondence between these changes and the theory outlined in the SPF, an evaluation should be able to show "plausible association" between interventions and impact.

d. Lessons learned, good practices and documentation

The learning process and the identification and documentation of good practices are mentioned in another section of this TBP MAP.⁸ As a reminder, it is worth mentioning the following main issues:

- This process should focus on establishing interventions that are replicable and able to be scaled up as resources allow;
- As much as possible, the identifications and documentation of good practices will be the responsibility of individual interventions, but the TBP management should try to ensure that this process takes place and is widely disseminated among the development partners and key stakeholders.

⁸ See "Guidelines on Good Practices: Identification, Review, Structuring, Dissemination and Application", ILO/IPEC and UCW Project, October 2001

6 Institutional requirements and arrangement for TBP strategic planning, monitoring and evaluation

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 achieving 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-upon strategic plan, have their own operational and management arrangements) it does not call for an institutional arrangement that manages all aspects of the TBP. The TBP is a strategic framework, not a detailed operational framework under one management.

The specific requirements and organizational arrangements needed to plan 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. The involvement of specific institutions dealing with child labour (such as National Steering Committees, Forums or Tripartite Commissions, and Child Labour units or their equivalent within different ministries, if existing) would, of course, ensure the child labour perspective.

In general, it seems convenient to establish a specific support unit or a suitable institutional framework which would be responsible for coordinating the strategic planning and implementation of the TBP (the "*TBP Planning Unit*"). Assigning this responsibility to a concrete

body ensures 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 needs to be increased during TBP implementation. The TBP Planning Unit need not be a separate or new unit but could build on existing planning entities, provided it is placed to focus on child labour issues. If a specific unit is required, its responsibilities could include those for the entire programme cycle. Such a "*TBP Support Unit*" or "*TBP Management Unit*" could consist of qualified, seconded officials and individuals from relevant development partners to ensure the range of required skills and commitment from involved government departments. It would also enable additional capacity and technical support to be provided in a concentrated manner.

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 M&E processes, such as those linked to the Poverty Reduction Strategies and other country-wide monitoring activities. Linking to local-level monitoring and data collection systems, in particular where devolution or decentralisation efforts are in place, can provide an essential local dimension. Statistical offices and other national- and local level analytical infrastructures can also provide essential input.

As the strategic framework for the TBP works at different levels and must be implemented at the local level in specific target areas, the involvement and link to local planning institutions and processes is crucial. In the context of devolution and decentralisation, many aspects of development planning and resource allocation take place at the local level. Integrating the TBP aspects in these local planning processes is important, both for the planning and implementation of the TBP and for mainstreaming child labour issues in those processes. The capacity of the TBP planning framework to engage those local-level processes — either through direct involvement or by influencing the agenda and creating the circumstances conducive to such planning — is essential.

Capacity for planning and implementation is fundamental to the success of a TBP. Due to its strategic nature, some of the resources mobilized for the TBP should be used to ensure such capacity. This is particularly so because of the nature of the TBP with its linked interventions (operating under separate management and organizational structures). Often, the only “management” of the TBP, is through the strategic planning, monitoring and evaluation processes. While such additional capacity might be considered beyond what the national context can sustain, it should be remembered that the TBP in itself is a time-bound intervention. Once it has been implemented and has achieved its objective, it will no longer be required at the same scale. Successful implementation of the TBP will lead to mainstreaming of child labour as an issue in related interventions as well as in the normal national process of planning and implementing social and economic policies and programmes. Monitoring and evaluating this mainstreaming process is therefore also part of strategic planning and implementation.

It should be noted that, as a strategic framework based on both existing and new interventions, the planning and

implementation process itself is often one of the major additional (or TBP-specific) interventions required. Merely having a process that facilitates linking interventions and key strategic modifications to existing interventions makes it potentially more possible to eliminate the WFCL.

An integral part of strategic implementation is working with specific partners to develop the links between their interventions, other interventions in the TBP and within the TBP itself. This network can, if appropriate, involve partner support in designing, monitoring and evaluating interventions. Also, because links between interventions — and therefore between development partners — are essential to the TBP, this support also helps ensure that the process works well because it facilitates cooperation between development partners.

A planning and programming schedule for the entire TBP should be prepared. This schedule should include: (1) the approximate timing of the planning workshops or consultations; (2) the preparation of specific interventions; and (3) the continuation of the planning process throughout TBP implementation.

The preparation of an integrated Monitoring and Evaluation Plan should be one of the essential tasks of the network mentioned above, and should be coordinated by the TBP Planning Unit. The plan should include information on the time estimated to do the major data gathering and evaluation exercises for each of the major interventions in the TBP. Because of the nature of the TBP with its linked interventions (operating under separate management and organizational structures) it should also include the TBP indicators and targets and an explanation of how the indicators of specific interventions would be combined and integrated.

The TBP Planning Unit should maintain (and/or ensure the maintenance of) an

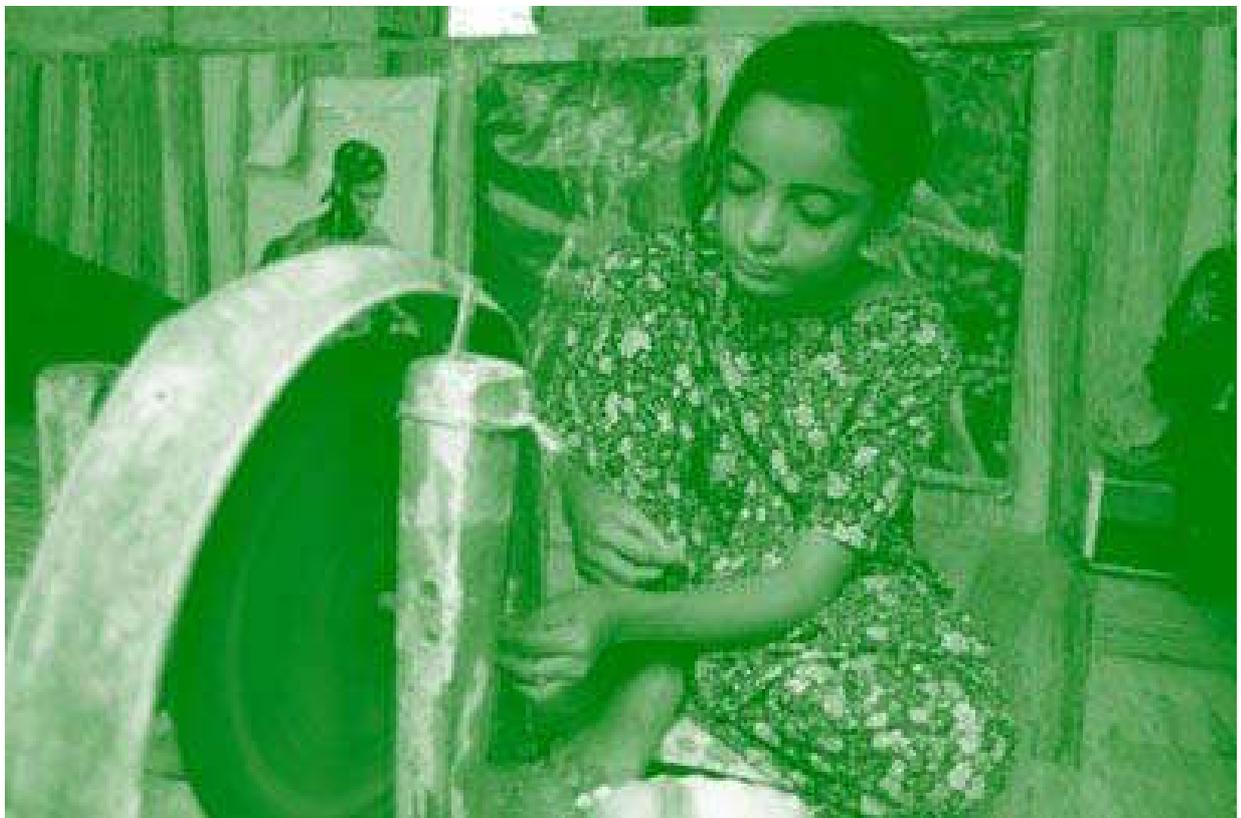
information system (or a database) in which the information gathered from the different interventions (the evolution of indicators and achievement of outcomes) is compiled. This information would serve as the basis for the periodic revision and updating of the SPFs, which would then be circulated to the development partners and other key stakeholders.

The Unit should have the capacity to use the information gathered through monitoring and evaluation to identify required adjustments in the overall TBP and to suggest changes to the partners involved. Findings may be analysed in a consultative, joint-review process — especially when major evaluations or impact assessment exercises are to be carried out.

Part of the capacity being built relates to the reiterative re-examination of situation analysis to ensure that the TBP adjusts to changing circumstances and to socio-economic developments that might change the situation of child labour

(which could, for instance, result in new forms of the WFCL emerging). This entails developing the capacity to monitor the external environment as it relates to the external and contextual factors that have been identified as potentially affecting the TBP. Such factors could be: population dynamics, changes in economic activity, employment, trade. Much of this information is monitored by other national entities. Working out access to this information is a critical part of the TBP planning and implementation process.

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 whether ongoing, established interventions (such as normal policies and government programmes with an impact on child labour) keep functioning to prevent the recurrence of the WFCL.



Annex 1: Further readings

For general information on strategic planning for development and social interventions as well as those specific to child labour interventions (as these exist), refer to:

Planning and management of development and social interventions

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Annex 2: Design, monitoring and evaluation of projects that are part of the TBP

The design, monitoring and evaluation (DME) processes for projects that are part to the TBP do not differ significantly from those generally used in development interventions.⁹ As a general rule, they are planned using the *Logical Framework Approach* (LFA). This is a participatory method commonly used by both national and international 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 to indicators, means of verification and assumptions. 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 specific projects as they relate to the PME process of the TBP as a whole.

Project design

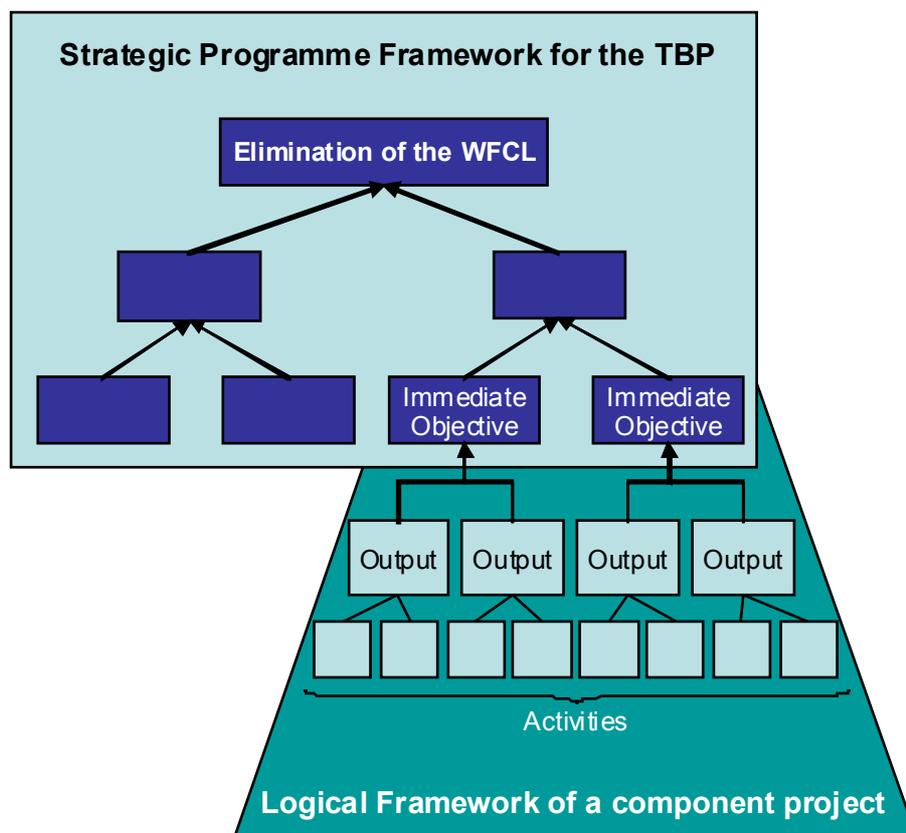
The design of a project as part of a TBP must be linked to the outcomes included in the SPF. As a general principle, these projects should be designed to cover those gaps identified in the SPF, e.g. those outcomes that are not in the process of being produced by any organization or existing programme.

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. Such a 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).

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 must 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", as represented in Figure 4.

⁹ This Section 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 in the Internet site of DED of ILO/IPEC <http://www.ilo.org/childlabour>.

Figure 4: Cascading logical frameworks



Box 4: Steps in project design

1. Situation analysis. The purpose of this step is to describe 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* characterising 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 who can be used to do 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 are complemented and augmented by a deeper analysis of the main stakeholders involved in the situation (especially employers' organizations, trade unions, and government agencies). It is important to consider the institutional capacities, interests and relative power of organizations, groups and other actors involved, to establish the working alliances necessary to implement 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 a given 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 need, in this fourth step, to define the strategy to achieve the immediate objectives, given existing resources and the institutional capabilities in place. This means, among other activities, gathering baseline information, developing the strategy, completing the logical framework (including activities, outputs, indicators) and the institutional setting, taking into consideration the stakeholders' analysis. A budget must be developed. All these elements will be included in a project document.

Project monitoring and evaluation

The projects that are part of a TBP should be monitored continuously as any intervention included in the TBP.

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

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

Depending on the scope and relative importance of the project with respect to the TBP, it is possible that the project monitoring system should include an 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 implementation, the sustainability of 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 the project are similar to those of the TBP as a whole, namely, learning and accountability.