

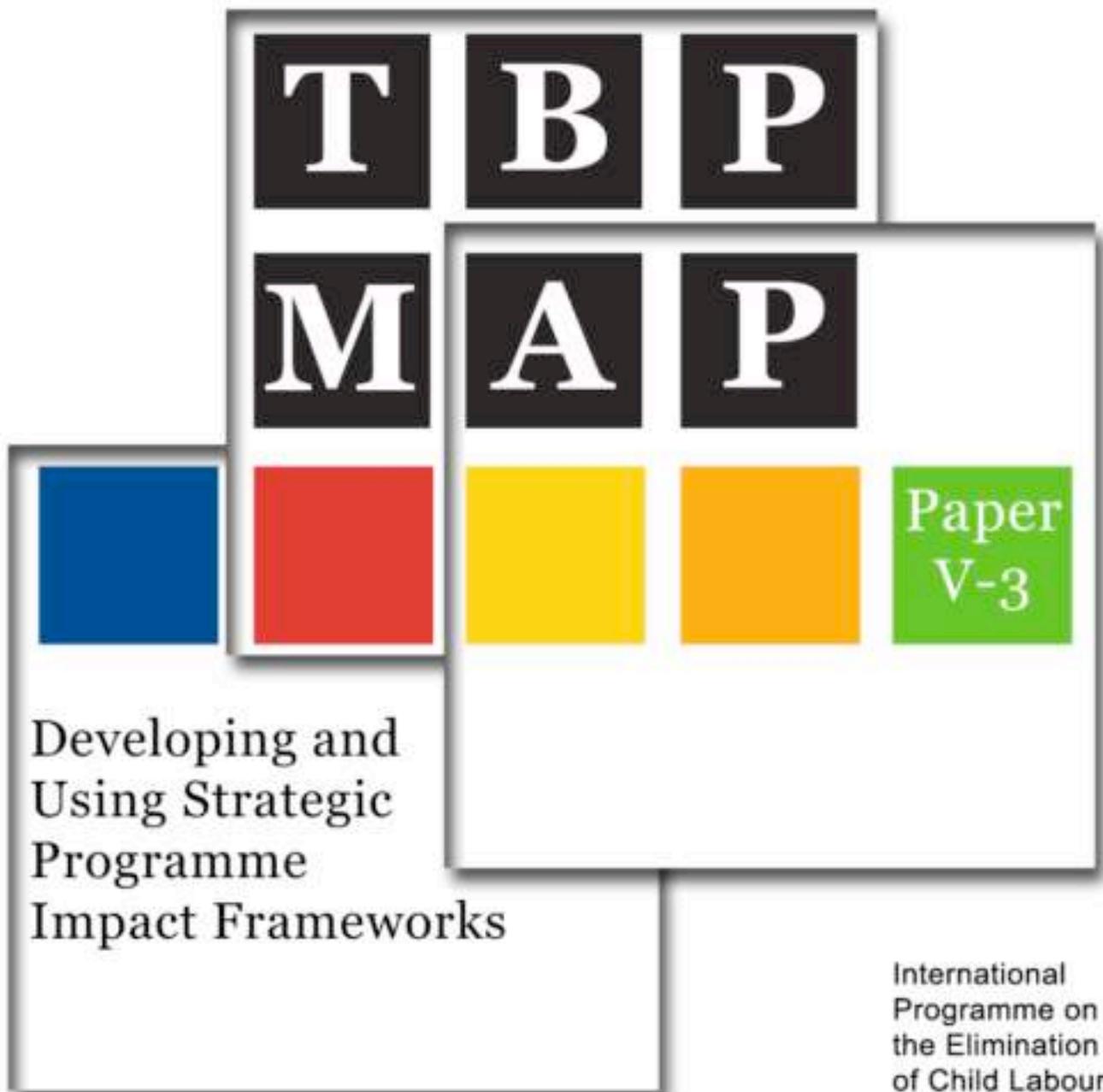
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International  
Labour Office

# Time-Bound Programme

## Manual for Action Planning







*IPEC Guidelines*

**S**TRATEGIC  
**P**ROGRAMME  
**I**MPACT  
**F**RAMWORK

First Version

May 2002

# Strategic Programme Impact Framework

## SPIF

### GUIDELINES

#### Table of Contents

<b>I. INTRODUCTION .....</b>	<b>1</b>
<i>What is SPIF?.....</i>	<i>1</i>
<i>Impact as a starting point .....</i>	<i>2</i>
<i>How does it look like?.....</i>	<i>3</i>
<i>Link to Impact Assessment .....</i>	<i>4</i>
<b>II. DEVELOPING SPIF: PROCESS AND PRODUCTS .....</b>	<b>5</b>
<i>Definition of the unit of analysis .....</i>	<i>6</i>
<i>Problem analysis .....</i>	<i>7</i>
<i>Outcomes analysis .....</i>	<i>7</i>
<i>Selection of the programme strategy .....</i>	<i>10</i>
<b>III. USING SPIF: FUNCTIONS AND POTENTIAL .....</b>	<b>12</b>
<i>Planning and design .....</i>	<i>12</i>
<i>Management and monitoring .....</i>	<i>12</i>
<i>Evaluation and impact assessment .....</i>	<i>13</i>
<b>IV. INTRODUCTION OF SPIF IN IPEC .....</b>	<b>15</b>
<i>Developing the SPIF.....</i>	<i>15</i>
<i>Using the SPIF .....</i>	<i>15</i>
<i>Support to the introduction and use of SPIF.....</i>	<i>16</i>
<b>ANNEX 1. SUGGESTED CHECKLIST: DIMENSIONS OF IMPACT .....</b>	<b>18</b>
<b>ANNEX 2. EXAMPLES .....</b>	<b>19</b>
<b>ANNEX 3. OUTCOME DESCRIPTION FORM.....</b>	<b>21</b>
<b>ANNEX 4. SPIF MATRIXES .....</b>	<b>23</b>
<b>ANNEX 5. GLOSSARY .....</b>	<b>26</b>
<b>ANNEX 6. REFERENCES.....</b>	<b>28</b>

Geneva, May 2002

WORK IN PROGRESS

# I. Introduction

This document introduces a process that will be used for planning, monitoring and evaluation: the Strategic Programme Impact Framework (SPIF).

SPIF is needed in IPEC as a means to strengthen strategic planning at all levels. Several evaluations and review exercises done in the last few years show that the insufficient use of strategic planning is an issue to be solved. With a better strategic planning and analysis, the strategic leverage and multiplier effect of IPEC actions can be more effective and evident. As the issue of child labour becomes an integral part of the development agenda, the opportunities for impact are greater through integration, links and synergies between development interventions at different levels. A tool that establishes this overall strategic picture and uses it as the basis for analysis, planning, review and communication will greatly help IPEC and its partners in bringing about fundamental changes in the child labour situation.

The SPIF approach is building on existing ILO/IPEC work to strengthen design, planning, monitoring and evaluation. There will be IPEC wide coverage and application through a gradual process with consistency in the principles but with variations to fit specific context. Internal and sustainable capacity will be created to make this approach an integral management tool.

The basic concepts underlying this approach will be described in this introduction. Chapter 2 will explain how to develop the SPIF process while chapter 3 will analyse how to use it for different purposes. Finally, chapter 4 will address some specific features of the introduction of SPIF in IPEC. The annexes provide extra tools that can be used for building up the process or to expand the knowledge on SPIF.

## What is SPIF?

SPIF is an approach to identify outcomes and impacts in an area of intervention (a given country, sector or target group) where a programme or project operates. Its intention is to place a project in context and provide the basis for strategic programming and linking of complementary interventions to enhance its effectiveness (Box 1)

SPIF 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 brought about, leading to an expected end-situation that considerably improves the existent reality of a country, a community or a specific group of people.

SPIF can also promote a common understanding among the main stakeholders of a project of the problems causing child labour and the possible solutions and strategies leading to its progressive elimination (and the urgent eradication of the worst forms). The SPIF process can be used by IPEC or other organizations to plan their interventions, taking into consideration the external factors, the sequence of activities and the possibilities to promote synergies and achieve greater impact.

In IPEC, SPIF complements and enriches the [Logical Framework Approach](#) used for project design by bringing to light the context where the interventions will be inserted. It will also be the basis for assessing the impact of the interventions since it will facilitate demonstrating and documenting progress towards change.

In synthesis, SPIF is...

- ... a **strategic planning tool** placing specific projects or programmes in context to design more effective interventions, since it helps managers and decision makers to consider the necessary synergies and linkages to be built with others.
- ... a way of **monitoring** the implementation of the project and its external environment to ensure that the changing reality is taken into consideration at all times.
- ... the first step in the [impact assessment](#) process, since it draws the “road map” towards the desired goal against which IPEC interventions will be evaluated by identifying changes at various levels and their interrelationship.
- ... a **reflection of a shared understanding** on how child labour can be eliminated.
- ... an **instrument to improve the communication** of the programme approach and to facilitate the comprehension of the strategic implications of the intervention.

### Impact as a starting point

The SPIF process is designed to show the theory that allows the passage from a negative situation characterized by the existence of child labour—and worst forms of child labour—to a positive situation where this phenomenon is reduced or eliminated. This can be applied to a specific target group in a determined geographical area or to a whole country. This is considered the area of intervention or “[area of impact](#)”.

#### Box 1. The SPIF approach is...

...**Strategic**, because it identifies interventions that can become policies, programmes or projects for the future or complementary action and because it suggest alternative “paths” that can be taken if contextual factors change.

...**a Programme**, because it suggest linkages between interventions that can be designed and implemented by different partners and with different time frames through different modalities such as projects and policies.

...**Impact**, because it focuses on the fundamental changes and outcomes designed interventions are part of.

...**a Framework**, because it can provide an agreed basis for analysis and review for different partners and stakeholders.

The analysis, then, should start from the **ultimate impact** that IPEC tries to achieve, namely the **progressive elimination of child labour**, prioritising the urgent eradication of its worst forms and considering the special situation of the girl child. This should be understood and applied in the context of ILO’s strategic planning and budgeting broader framework.

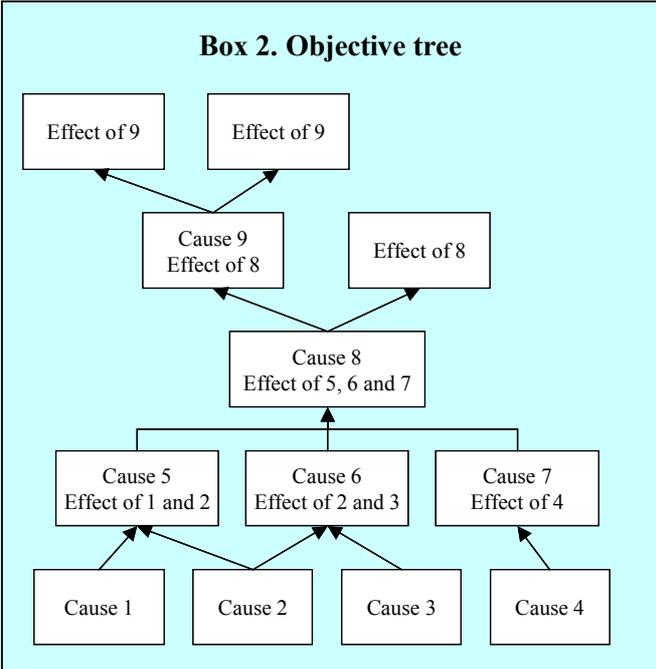
Of course, this kind of impact cannot be achieved immediately. There will be several intermediate stages in the way, situations that will happen as a consequence of a combination of processes and interventions and that will lead to a reduction in the incidence of child labour. These situations can be presented as **outcomes**. For example, an appropriate legislation will have to be in 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 (“if—then” relationship).

Being a multi-causal problem, to achieve a reduction in child labour it is 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.

This approach would also allow articulating the expected consequences of the elimination of child labour in terms of child development, a more qualified labour force and, in the long term, a society with decent work.

**How does it look like?**

The different products of the SPIF process will show the logical linkages between outcomes and the role of a specific intervention in a broader context, including everything that has to happen in order to eliminate child labour. As it will be explained later, the graphical representation of these elements can be a powerful communication tool, although it is important to highlight that there is no a “common” picture that can be used as a model.



SPIF is an expansion of the type of methodology used in advanced Logical Framework approaches such as the **Objective Oriented Project Planning**. One of the possible ways of presenting logic models, used in these approaches and in other participatory methodologies, is through **objective trees**. An objective tree should show all interrelated elements of a specific situation in terms of causes and effects, in such a way that some of them can be at the same time effects of specific causes and causes of further effects, as shown in Box 2. Each level should identify all necessary and sufficient factors to achieve the situation as expressed in the level immediately above.

### **Link to Impact Assessment**

The ongoing work of ILO/IPEC on [impact assessment](#), which included an Informal Experts Meeting done in Geneva in January 2002, suggests that the development of logic models could be a realistic and cost-effective approach towards the establishment of a sound impact assessment system. In the context of a specific intervention, SPIF could set the grounds for the impact assessment by:

1. Identifying the desired impact and outcomes and their characteristics.
2. Selecting indicators and means of verification (source of data and methodology to gather it) for the key outcomes.
3. Designing possible interventions that will produce the outcomes and detecting possible external factors that will affect them.
4. Establishing appropriate systems for monitoring and assessing the implementation at different levels of impact.
5. Evaluating the contribution of different interventions by using “[plausible association](#)” so that if desired impact is observed, external factors behave as predicted and interventions reach the expected outcomes, a statement can be made about the role that particular interventions played.

## II. Developing SPIF: process and products

The SPIF process consists of a number of iterative steps. Since it has been designed as a participatory tool, it is important to highlight that the involvement of the main stakeholders in the fight against child labour in each of these steps is essential (Box 3). The following list suggests a specific order in the process, although this might change due to circumstances surrounding the development of the intervention.

**Box 3. Stakeholders’ participation**

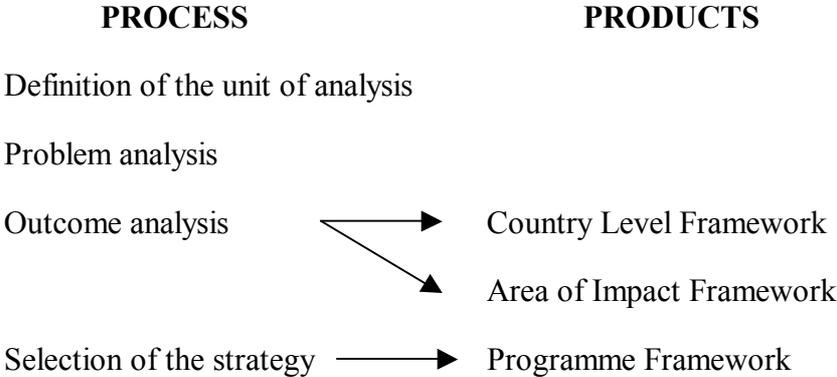
IPEC does not work in an institutional vacuum. On the contrary, it develops activities to strengthen the existing institutional settings to combat child labour more efficiently, starting with the establishment of National Steering Committees. A good analysis of the institutions and groups dealing with child labour-related issues in the country is essential to improve the effectiveness, efficiency and sustainability of IPEC’s efforts. To ensure the usefulness of the process, it is essential to promote the participation of key stakeholders for the development and use of SPIF.

Participation is essential because it allows the development of a better technical product —that is, a better and more well-developed strategy— and promotes a shared understanding and ownership, which results in a number of benefits, all of which increase the potential for achieving the objectives of the intervention.

Project designers will need to identify all relevant stakeholders in each impact area. Key stakeholders are those who could significantly influence or be important for the success of an intervention. A gradual, incremental process will allow a rational involvement in the different steps of SPIF. In other words, the selection of an adequate number of participants in the different planning activities is essential to ensure that the necessary plurality does not lead to paralysis. For example, the first problem and outcome analysis might be done by a reduced group of people, and the results can later be validated with other stakeholders.

Concrete products will be developed at specific points in the process: it is important to highlight that these products are only pictures that reflect the state of the issues at a given moment and that can be modified according to the circumstances.

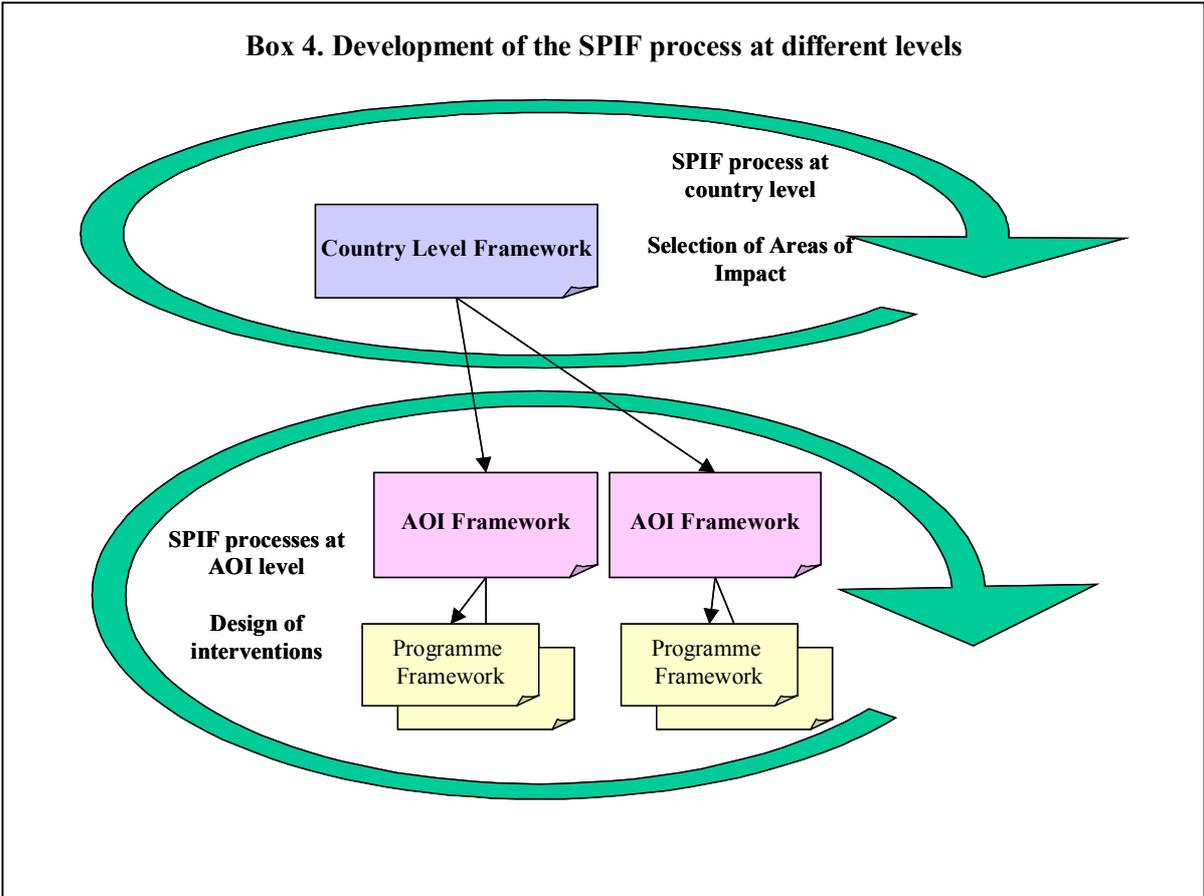
The essential steps of the process and the basic SPIF products are the following:



The first two steps are part of the situation analysis, while the last two are part of the definition of the strategy. Ideally, the whole process will be first developed at the country

level to identify all necessary outcomes leading to the progressive elimination of child labour, or the urgent elimination of the worst forms, in a given country. This “big picture” will allow IPEC (and others) to identify their area or focus of work and will provide a comprehensive framework where specific efforts will be based. The “selection of the strategy” at this level will consist on the identification of possible areas of impact.

The SPIF process should be repeated for each area of impact. In this case, the strategy will be translated into one or several programmes; for each one of them, a Programme Framework will be developed (see Box 4).



The four basic steps and the products to be delivered at specific points are described in the following paragraphs.

**Definition of the unit of analysis**

The preliminary condition is the selection of a country, a geographical area, a sector or a target group to work with —the unit of analysis—, which will be the defined area of impact. As mentioned before, in the ideal situation, there will always be a Country Level Framework, which will serve as a basis for developing SPIFs in more limited areas of impact. In some cases, for national interventions such as Country Programmes or Time Bound Programmes, the area of impact might be equal to the country, and the distinction will become irrelevant.

If IPEC intends to work at the country level to promote the elimination of all forms of child labour, the product of the outcome analysis will be a Country-level Framework. If it has been decided to design a project in a specific area or sector, or with a selected target group, the product will be an [Area of Impact Framework](#).

Most of IPEC interventions develop activities at several levels: some of them are “systemic” in nature, promoting structural changes that affect national institutions, policies, legislation or attitudes towards child labour. Other activities are geared towards the removal and rehabilitation of children in specific communities through direct action. Direct action generally intends to demonstrate that the elimination of child labour is possible and desirable (systemic effect). In this case, in principle, the unit of analysis will be the higher-level entity (the country, and not the community), although the existence of different levels should be taken into consideration during the problem and the outcome analysis.

### **Problem analysis**

Starting with the existence of child labour in the area of impact, it will be necessary to identify the relevant factors —problems— leading to this situation. A problem should be defined as a negative existent situation and not the lack of a solution (e.g. the non enforcement of legislation might be a problem, while the scarcity of labour inspectors should not be considered as such).

Many methods can be used to carry out this exercise, from the construction of a [problem tree](#) to the development of a simple list, or a matrix. Experience has shown that, in meetings with informed stakeholders, listing the problems and trying to group them in terms of cause and effect should be sufficient to lead to the following steps.

While doing the problem analysis, it would be useful to consult the checklist of “[dimension of impacts](#)” that is provided in Annex 1.

### **Outcomes analysis**

This is the key step in the SPIF process, since it determines the range of impact and outcomes at different levels to be achieved in order to effectively contribute to the progressive elimination of child labour and the urgent eradication of its worst forms in the area of impact.

**An outcome is a positive situation that needs to be created in order to solve the problems identified in the previous exercise and, consequently, to move towards the overall goal of child labour elimination.** Outcomes should be linked assuming a means-end (or cause-effect) relation.

It is important to recognise that outcomes can take many forms, including being dynamic in nature such as a process initiated or ongoing. Nevertheless, an outcome should always be presented as an achieved situation and not as an activity. The characteristics of a correctly formulated outcome are presented in Box 5.

The process should start by the identification of all necessary outcomes to solve the problems identified in the previous step. The checklist on dimensions of impact can also be helpful in this step, in order to avoid omissions.

**Box 5. Characteristics of an outcome**

In the SPIF, 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”*

- **Unidimensional**, 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.

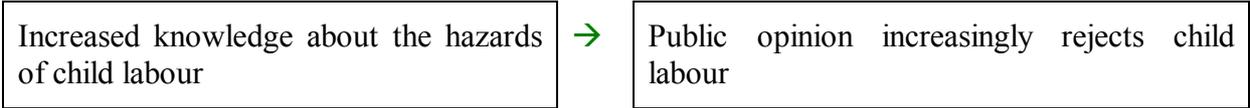
Any outcome can be a correct or incorrect example, depending on the existence of possible indicators and, most importantly, of accessible means of verification for the possible indicators.

- **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.

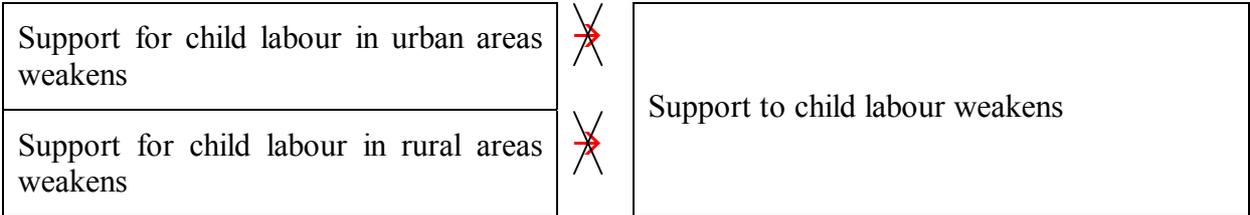
**Correct:** *“The Labour Laws appropriately reflect the minimum age for employment”*

**Incorrect:** *“Appropriate legislation”*

The linkages between outcomes should be causal, not categorical. An example of a causal link would be the following:



An example of a categorical link would be the following:



Links should also be direct, and in general the arrows will be going only in one direction, from cause to effect. In principle, multidirectional links should be avoided. In some cases, it is possible to include links showing that an outcome might not be necessary to cause another outcome, but that it is an important contributor (potential influence). Nevertheless, all links included in the framework should be relevant.

Once the outcomes have been identified, it will be necessary to analyse the status of each of them. In principle, there are three possible 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 in order to ensure that the identified causes will lead to the expected effects.
- **In process.** There are already policies, plans and programmes to produce the outcome, or institutions, organizations or groups working towards it.
- **Currently unaddressed.** According to our knowledge, the outcome has not been achieved and there are no organizations or programmes addressing the situation.

As mentioned before, the product of the outcome analysis is a graphical representation: the [Country Level Framework](#) if we are trying to progressively eliminate all child labour or all its worst forms in a given country, or the [Area of Impact Framework](#) if we are concentrating in a specific geographic area, sector or target group. A possible example of such frameworks is included in Annex 2.

The basic principles applying to any of these frameworks are the following:

- It has to represent the theory of change to achieve the progressive elimination of child labour in the country or in the area of impact.
- Each of the identified outcomes is necessary, and together they are sufficient to bring about the desired change.
- It has to 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 becomes self-evident.

It is important to highlight that in any given Area of Impact Framework, different partners might have a specific responsibility for producing some of the outcomes. In other words, IPEC does not have to be responsible for the production of all the outcomes included in the Area of Impact.

Some key outcomes should be analysed with more detail. All outcomes to be included in the programme strategy should be considered as key, although the programme would not necessarily produce all the important outcomes in the Area of Impact. Those outcomes where IPEC can play a substantial role and those that are essential to prove the theory of change can also be considered as “key”.

The key outcomes should be analysed with more detail. This analysis should include a more precise definition of the main characteristics of the outcome, the expected timing for achieving it, the required type of interventions to do so and IPEC’s possible role, and some comments on information gaps or requirements concerning the outcome. It should also include data coming from the stakeholders’ 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.

These guidelines include an “[Outcome Description Form](#)” that might be used as a model or as an example for carrying out the analysis (Annex 3).

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 project, among other reasons. Project designers and managers should decide the extent and depth of the analysis based on their assessment of the situation.

In particular, the measurement of the key outcomes will not be done with the same rigour for those under the direct control of the programme and those that are only part of the Area of Impact Framework. Even if it is important to track all key outcomes, the required definition of indicators and the systematic gathering of information will be limited to those included in the programme strategy.

### **Selection of the programme strategy**

The programme strategy should be based on the outcome analysis, considering the most efficient use of the available resources. Each intervention will come from a specific area of impact (although each area of impact might hold more than one intervention). In general, the outcome on top of the Area of Impact Framework will become the [development objective](#) of the programme. Some of the identified outcomes, the expected end-situations to be produced with the project, will become its [immediate objectives](#). The outcomes right below them will become [sub-immediate objectives](#), [outputs](#), or [assumptions](#) of the programme, and those above its effects. The graphical representation of the strategy will be the [Programme Framework](#).

This step will take place at the same time as the selection of the key outcomes mentioned in the previous section.

All definitions of the project elements are the same as those currently in use in ILO’s technical cooperation programmes. The only addition is the “sub-immediate objectives”. These are defined exactly as the immediate objectives, but are logically linked to one of them in terms of cause-effect. There should not be too many levels of sub-immediate objectives in the framework; this suggests that the selected immediate objectives might be out of reach for the programme. For any immediate objective in a Programme Framework there might or might not be sub-immediate objectives defined.

The outcomes leading to immediate objectives or sub-immediate objectives which are outside the programme control will become assumptions. Assumptions can be outcomes to be produced by others or externalities outside the control of any organization or agency. If one of the assumptions leading to the immediate objective cannot be achieved without IPEC’s intervention it will be necessary to change the strategy to internalise it.

The Programme Framework represents the section of the area of impact where IPEC will have a role, either as the main implementing programme or as the catalyser of other actors’ efforts towards the common goal of eliminating child labour. The programme framework has to be detailed enough to allow a good planning of the project. If the Area of Impact Framework is not detailed enough, more information can be included.

The strategic implications of the programme will become clear by analysing the place of the immediate objectives in the Area of Impact Framework. The bigger the scope of the

programme, the closer to the ultimate impact the objectives will be, and the more likely the Programme Framework and the Area of Impact Framework will be. The information from the outcomes analysis will be essential to plan an efficient and collaborative use of resources, promoting synergies and joint efforts. It will also be useful to select partners and design the institutional framework of the project.

It is important to highlight, once again, that the SPIF process is iterative, meaning that the analysis in each step might suggest the need to revisit the analysis and findings in an earlier step.

### **III. Using SPIF: functions and potential**

The SPIF should be developed for all project contexts or areas of impact where IPEC is working, independent of the size of the current or planned intervention. It will provide one of the reference points for identifying opportunities and strategic leverage of IPEC supported interventions.

SPIF can potentially be used at different levels: it can be done for the elimination of all forms of child labour in a country or for the reduction of a specific form of child labour in a district. This would provide an opportunity for strengthening the coherence and effectiveness of IPEC interventions in a given country. This would also facilitate the assessment of the contribution of each project to higher-level objectives at a different level.

The SPIF has several functions that are summarized in the following bullet points. In synthesis, SPIF is a tool for: (a) planning and designing interventions while building understanding and ownership; (b) ensuring management and monitoring communicating and reporting both programme's intent and content; and (c) improving evaluation and impact assessment.

#### **Planning and design**

- At the design and planning stage the SPIF can be used for developing intervention strategies and for building understanding, commitment and ownership around them.
- The process will allow placing the intervention strategy in the context of the broader change to which the project contributes, and that is needed to progressively eliminate child labour. It will also inform the design of specific activities by detecting opportunities and analysing possible synergies.
- SPIF will provide a strategic focus to the situation analysis and the needs assessment (including the data collection exercises), and it will be the basis for setting targets by identifying nature and magnitude of the changes required to generate the desired impact.
- SPIF will result in a programme framework from which the design matrix will be developed. The matrixes describe the internal logic of the project, while the SPIF describes the external logic of the project.
- SPIF is a team-focused analytic process that creates a shared understanding, and in many cases, a consensus among stakeholders and partners on the possible strategies to address the child labour issue.
- It contributes also to create a shared understanding among IPEC's field managers, and between the field and Headquarters, on project objectives and approaches.

#### **Management and monitoring**

- During implementation, the common understandings reached at the design phase will be translated in ownership, coordination and a better chance of ultimately achieving the common objectives.

- The frameworks can be used as the main reference point for the overall strategic management of the project to ensure that it is delivering the expected outputs, and leading to the outcomes as stated in the theory of change. They can also be used to identify poorly performing components of the intervention. All this might lead to reorientations of the project strategy, when needed, in order to make a better use of available resources.
- The SPIF will allow coordinated management of different interventions leading to the progressive elimination of child labour.
- As a flexible tool, the revision of the SPIF should be the starting point for any planning and review exercise with stakeholders. A proposed revised SPIF can be the basis for discussions on the changes to be made in the intervention.
- A revised SPIF can serve as documentation of the developments in the situation that the project is trying to change. It can also serve as a document of the implementation process and the overall agreed decisions on changing the strategy. This will help in identifying elements of good practices.
- Once fully developed, the SPIF process could also be used to identify emerging opportunities for new interventions and expansion in targets and reach, which will have to be followed up and researched.
- The SPIF effectively and efficiently conveys information on the evolution of the child labour situation in a given area of impact, and the necessary steps to eliminate it. It also serves as a communication tool about the intervention strategy and performance to counterparts, government, ILO constituents, donors, other international organizations and stakeholders in general.
- It can also support reporting on project progress and performance to senior managers and external stakeholders.

### **Evaluation and impact assessment**

- As an extension of the logical framework and by specifying the outcomes to be reached, the SPIF is the starting point for evaluations. It will provide the reference point for analysing achievements at the programme or project level and the contribution it has made to the overall development objective. SPIF will therefore provide a tool for assessing not only direct achievement of the project but also how it fits into the broader context.
- As described above, a SPIF is also the basis for the impact assessment since it will link the achievement of outcomes directly produced by the intervention with the overall impact in terms of reduction of child labour, suggesting “plausible association.”
- Because the SPIF identifies links and relationships, it can help in determining causality and continued relevance of the intervention.
- The SPIF is also an essential tool in assessing progress towards sustainability. This is particularly important since the overall impact—in terms of a reduction in the incidence of child labour with particular emphasis on the worst forms— 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, etc.) are sustainable themselves.

- Finally, since it draws a common picture of how child labour can be eliminated, the SPIF can be a useful tool for planning and implementing joint evaluations among various donors or organizations involved in the process.

As experience and capacity with the SPIF is build up, it can serve as a service provided to the countries. IPEC could possibly act as a facilitator by providing support to the development of SPIFs for national strategies and programmes. With further development, there could be great potential in the SPIF as a tool for integration and overall strategic management of linked interventions by different development partners required as part of concerted action against child labour.

## IV. Introduction of SPIF in IPEC

The SPIF approach will be introduced gradually in IPEC. In the short term, each project context will have to prepare a short plan for introducing and using the SPIF. This plan will outline how, in the medium term, the AOI and Programme Framework will be developed. In the long run, the intention is for all countries in which IPEC is working to have a Country Level Framework where each AOI and programme will fit.

### Developing the SPIF

Section II above outlined the general process for developing the SPIF process. Below are some guidelines on how the SPIF will be developed in IPEC, considering three different situations: new, approved but not yet started and ongoing interventions.

#### *In new IPEC interventions*

The development of the SPIF will be an integral part of the design process for new IPEC projects. It has to be incorporated into the design work plan that will have to be developed for all project ideas for which initial indication of funding and commitment has been secured and a decision to develop a proposal has been made.

#### *In approved but not yet started IPEC interventions*

An initial SPIF will have to be developed for approved and therefore already designed IPEC projects, which have not yet started and which does not have a SPIF. The initial version of the SPIF will have to be further developed as soon as project management is in place and further consultations can take place as part of the operational planning process of developing work plans and programme monitoring plans. The first planning meeting of the project should be used as the occasion.

#### *In ongoing IPEC interventions*

For ongoing IPEC projects a suitable opportunity for developing and agreeing on a SPIF with stakeholders have to be found. Such opportunities can be the regular planning meetings, review meetings, mid-term evaluations or even final evaluations of ongoing phases. This is particular important if a subsequent phase is under consideration. If a sub-sequent phase is not considered, it could be useful to develop an “ex-post” SPI F that would use real impacts and outcomes observed to the extent possible.

### Using the SPIF

The SPIF approach can be used at the following levels:

- ILO/IPEC as an organisation can use the SPIF approach...
  - To document **models of intervention** by establishing the theories of change that have been shown to work
  - To develop an overall theory of change (or **global strategy**) for all or part of IPEC’s work as an operational programme of the ILO and within ILO

- To specifically develop an overall strategy for the work of ILO/IPEC in a given country
- An individual country can use the SPIF approach to develop an overall theory of change or strategy for the implementation of the country strategy to for instance implement Convention C.182.
- At the programme/project level it is used throughout the project cycle as described in section III above for the basic purpose of analysis, planning and communication. As such, it should be an integral tool in the project cycle in IPEC and used by all involved in the management of the project cycle.

The more specific steps in developing SPIFs within IPEC will be further determined as part of the management process of ongoing refinement of the planning, design, monitoring and evaluation procedures and approaches, including impact assessment. A process of refinement of the SPIF approach will take place as part of quality review and built in learning.

### **Support to the introduction and use of SPIF**

A strategy for support to the introduction and use of SPIF in IPEC is under development. This would consist of both human resources and supporting material such as training manuals, guidelines and tools.

For supporting material, the intention is to include the following elements:

- **Training/Briefing package and Guidelines**
  1. Briefing package for participants (stakeholders) so that they can get a quick 30 minutes or less introduction to the SPIF approach.
  2. Training of users (IPEC staff) in how to develop and use the SPIF approach in specific contexts. This would cover the whole project cycle from developing the SPIF to using it for different analytical, planning and communication purposes.
  3. Training of key IPEC staff as facilitators that would be able to facilitate and support the process of introducing the SPIF approach in other project contexts

For facilitating the process, a corps of trained IPEC staff will be used, supplemented with external facilitators who are experienced in these kinds of processes. All external facilitators and expert working on design, monitoring and evaluation of IPEC projects should be familiar with the SPIF approach through well-developed and self-explanatory guidelines.

The self-explanatory guidelines will be developed for each of the groups of people to be trained.

*Other support tools:*

The following supporting tools are being used or considered at the moment:

1. Matrix on suggested process for introduction of SPIF in different categories of projects by status of implementation (A first work-in-progress version is attached in Annex 4)

2. A checklist of some key questions to ask in determining the best possible process for introducing the SPIF approach in specific projects (see Annex 4 for work-in-progress version)
3. Examples of specific key uses of SPIF in the project cycle and the key questions and issues to consider in using
4. Examples or case studies of specific experiences with introducing and using the SPIF approach
5. “Inventory” of model SPIFs frameworks for use as check lists

Other support that will be needed are good graphics software and support in using this to develop the frameworks at different levels.

The overall technical support to the SPIF approach will come from the Design, Evaluation and Database unit, including the sub-regional Design, Monitoring and Evaluation officers. In addition with each IPEC country set-up and within each project set-up, a focal point for the SPIF process could be identified.

## Annex 1. Suggested checklist: Dimensions of Impact

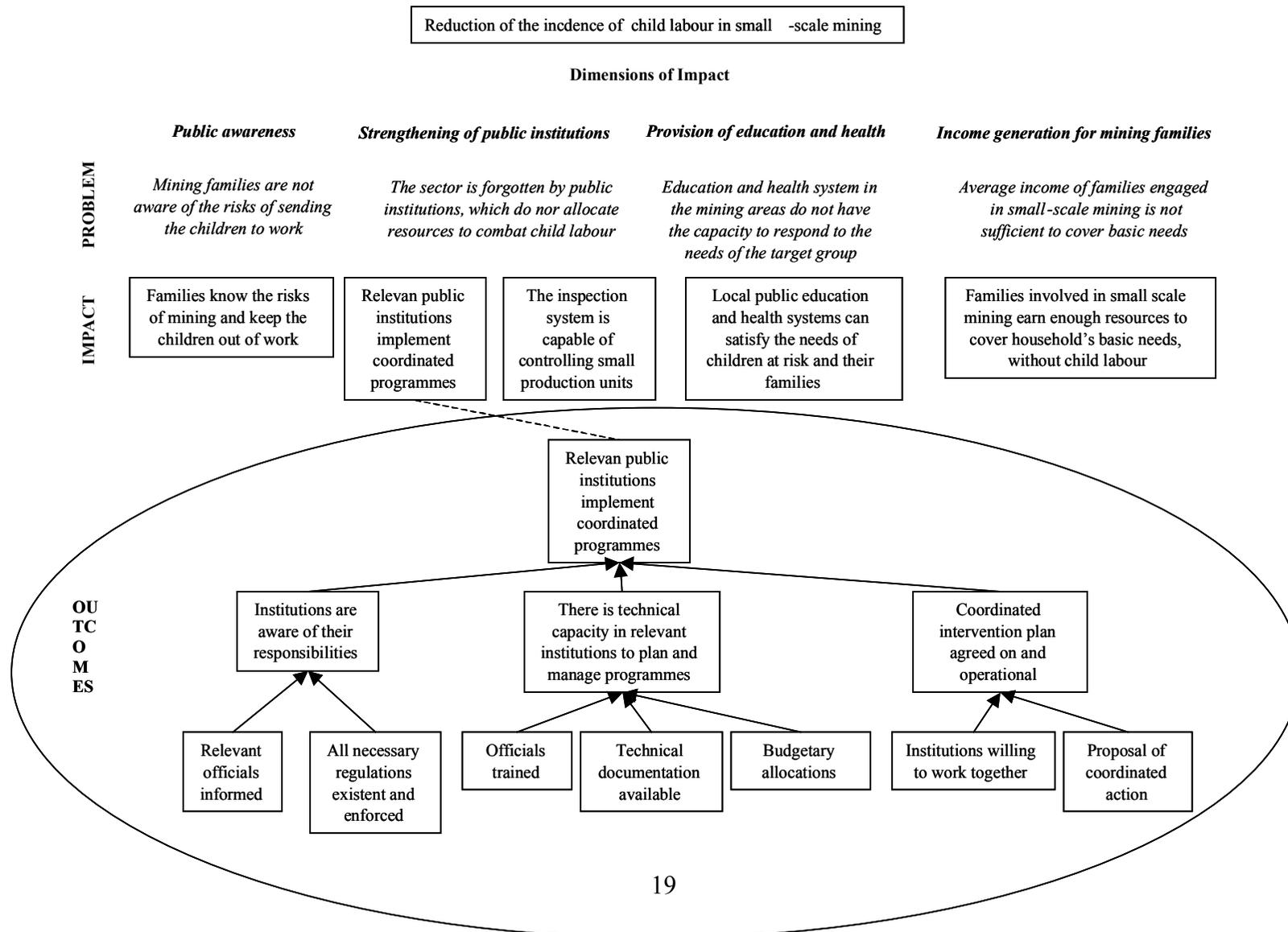
Child labour is a multi-dimensional problem. As a consequence, the outcomes leading to its elimination will also be multi-dimensional. It is important, therefore, to check if during problems and outcomes analysis all the relevant dimensions of the situation are considered. The main dimensions of impact that can be normally found in IPEC's projects and programmes are listed in the following checklist.

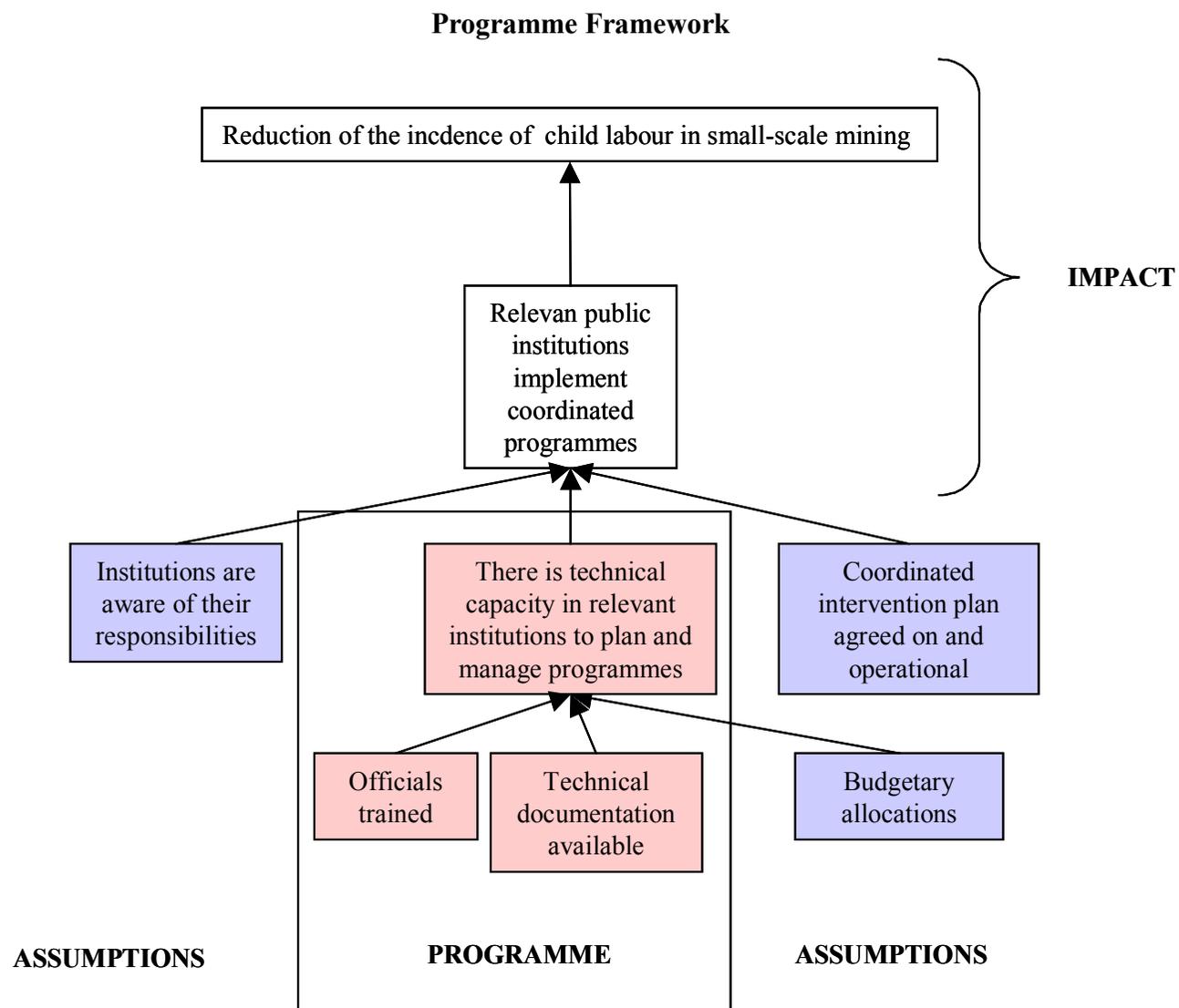
A single project or intervention may work in one or several of these dimensions, either through institutional strengthening and capacity building or through direct action. It is key to identify those areas where a change is needed and those where the situation can be considered as acceptable (relevance). For example, a country might have the appropriate legislation to prevent the sexual exploitation of children, but the institutions in charge of enforce the law might lack the necessary capacity to reach certain provinces or areas.

<b>CHECKLIST – DIMENSIONS OF IMPACT</b>			
<b>DIMENSIONS OF IMPACT</b>	<b>Is it relevant in this situation?</b>	<b>Have problems been identified</b>	<b>Have outcomes been identified</b>
Knowledge base on child labour			
Legislation to combat child labour			
Enforcement of legislation, including inspection			
Child labour-specific policy development			
Child labour sensitive social and economic policies			
Child labour sensitive education policies			
Quality of education			
Education services for child labourers and children at risk (mainstreaming into formal education, provision of non-formal education, skills training, etc.)			
Other social services for child labourers (health, recreation, etc.)			
Community services and infrastructure			
Income generation alternatives for families			
Public knowledge, behaviour and attitudes towards child labour			
Social mobilisation			
Child Labour Monitoring Systems			
Others			

## Annex 2. Examples

### Area of Impact Framework





## Annex 3. Outcome description form

### A. Outcome information

<b><u>Outcome:</u></b>	<b><u>Status:</u></b>
<b><u>Characteristics:</u></b>	
<b><u>Timing:</u></b>	
<b><u>Required Type of Interventions:</u></b>	
<b><u>IPEC Role:</u></b>	
<b><u>Information gaps/requirements:</u></b>	

**B. Stakeholders for this outcome**

	<b>Capacities</b>	<b>Current Interventions</b>	<b>Possible Interventions</b>
<b><u>Main stakeholders involved:</u></b>			

**C. Measurement (Monitoring)**

<b>Indicator</b>	<b>Means of verification</b>	<b>Target</b>

**Details on means of verification**

Methodology
Source of data
Frequency

## Annex 4. SPIF Matrixes

### Overview of Process for Introduction of SPIF

<i>Element</i>		<i>Project Category</i>			
		<i>New Intervention</i>		<i>Approved (not yet started)</i>	<i>Ongoing</i>
		<i>New Country New Project</i>	<i>New Project only (Also next phase)</i>		
WHY (purpose of introducing SPIF)		Identification of IPEC interventions with relevance and highest impact (strategic leverage)		Verification that designed intervention still makes sense to implement and that expected impact is still possible	Review that expected outcomes are materialising and that project continues to be relevant in view of changing circumstances
WHAT	Country	First version based on project perspective	Whenever possible if it does not exist already	Whenever possible if it does not exist already	Whenever possible if it does not exist already
	Area of Impact	Always		Always	Whenever possible
	Programme	Always		Always	Always
HOW	Country level	Broad Stakeholder consultations		If does not exist, then done first as a desk review with informal consultations with key stakeholders	
	Area of Impact	As part of specific stakeholder consultations		As part of planning/review meeting	As part of planning/review meeting or mid-term stakeholder evaluation workshop
	Programme	Project design		As part of operational planning (work plan and project monitoring plan)	As part of review process
WHO	Country level	Broader national level stakeholders		If does not exist, then project management of this and other IPEC projects should design a process to develop a first version of it	
	Area of Impact	Specific, selected stakeholders as part of the broader design team		Specific, selected stakeholders as part of the project planning and review group and/or through stakeholder evaluation workshops	
	Programme	Core design team (consultants, designated facilitator)		Project Team	Review/Evaluation team
WHEN	Country level	As soon as possible during project design	As soon as possible during design or implementation and linked to other projects in the country	At first suitable opportunity for national level consultations for all projects	
	Area of Impact	As soon as possible during project design		One of the first step in the operational planning process (initial planning meeting)	At annual review/planning meeting
	Programme	After AOI framework		First version as soon as management can produce it	

SPIF Guidelines

**SPIF Process: Key Questions to Ask in Introduction of SPIF in Specific Projects**

<b>Type of Situation</b>	<b>Level</b>	<b>Key Question</b>
New Country, New Project	Country level	<ul style="list-style-type: none"> <li>▪ In principle should always be developed. If it cannot be developed as part of initial stakeholder consultation and design process, the implementation plan should include steps to introduce SPIF</li> <li>▪ A starting point can be the outcomes required to implement Convention 182</li> </ul>
	Area of Impact	<ul style="list-style-type: none"> <li>▪ What are the key outcomes that the project should be concerned about?</li> </ul>
	Programme	<ul style="list-style-type: none"> <li>▪ Which of the outcomes given in the AOI will IPEC have a comparative advantage in supporting?</li> </ul>
New Project only	Country level	<ul style="list-style-type: none"> <li>▪ If it exists, revisit it and see if it makes sense to revise. If it does make sense and there are resources and ability to revise it, then revise it. If it makes sense to revise it, but you do not have resources and/or ability, then include the development of the country level SPIF in the design of the project or some other IPEC supported process</li> <li>▪ If it does not exist, then develop it if the resources and/ abilities are there as part of the design process. If they are not then include the development of the country level SPIF in the design of the project or some other IPEC supported process</li> <li>▪ If framework exists, the intended Area of Impact should be reflected. If not the it should be reviewed to see if proposed AOI contributes to country level development objective</li> <li>▪ If framework does not exist, it should ideally be developed as part of stakeholder consultations</li> </ul>
	Area of Impact	<ul style="list-style-type: none"> <li>▪ If no AOI exist, it should be developed</li> <li>▪ Is there already an existing AOI and is the project about different, additional outcomes in that framework (either as next phase or complementary project)?</li> <li>▪ If the project is a next phase, then AOI should either already exist or it should be developed as part of the consultation and design process for the next phase</li> <li>▪ Does the outcomes at the AOI level reflect country level strategy?</li> <li>▪ Identification of key outcomes for different programmes, including IPEC</li> </ul>
	Programme	<ul style="list-style-type: none"> <li>▪ Identification of outcomes to be covered by project is done as part of facilitated stakeholder consultations</li> <li>▪ Programme Framework is developed by project design team</li> </ul>

SPIF Guidelines

**SPIF Process: Key Questions to Ask in Introduction of SPIF in Specific Projects (continued)**

<b>Type of Situation</b>	<b>Level</b>	<b>Key Question</b>
Approved (not yet started)	Country level	<ul style="list-style-type: none"> <li>▪ As soon as possible, ideally as part of the same process as for AOI;</li> <li>▪ Involves joint work with other project contexts (IPEC country wide)</li> </ul>
	Area of Impact	<ul style="list-style-type: none"> <li>▪ Broad based project design team (selected stakeholders, headquarters and sub-regional IPEC staff, consultants)</li> </ul>
	Programme	<ul style="list-style-type: none"> <li>▪ Core design team (consultants, designated facilitator)</li> </ul>
Ongoing	Country level	<ul style="list-style-type: none"> <li>▪ As soon as possible during project implementation and when key stakeholders for this are identified; take into consideration available information</li> <li>▪ Consider other project contexts in the same country (joint IPEC process)</li> </ul>
	Area of Impact	<ul style="list-style-type: none"> <li>▪ When is the best review or planning occasion where SPIF can be introduced?</li> <li>▪ Are there resources available?</li> <li>▪ Initial framework can be done by project management or external consultant as input into review/planning meeting</li> </ul>
	Programme	<ul style="list-style-type: none"> <li>▪ Initial framework can be done by project management as input into review or planning meeting where the SPIF starts</li> </ul>
Completed (for evaluation)	Country level	<ul style="list-style-type: none"> <li>▪ If decided that using SPIF ex-post is relevant then done as part of evaluation or documentation exercise such as good practices</li> <li>▪ Will have to cover all levels together to document impact and establish plausible association</li> </ul>
	Area of Impact	
	Programme	

### Annex 5. Glossary

**Area of Impact.** It is the specific geographical area or target group where the progressive elimination of child labour will take place.

**Area of Impact Framework.** One of the products of the SPIF. It shows all necessary and sufficient outcomes to achieve the progressive elimination of child labour in the selected area of impact.

**Assumption.** An assumption is an event or an outcome that is beyond the control of the project management, and that is essential in the theory of change. It can be either an externality or an outcome to be produced by others.

**Country-level Framework.** One of the products of the SPIF. It shows all necessary and sufficient outcomes to achieve the progressive elimination of child labour in the selected country.

**Development Objective.** The development objective describes essentially the ultimate reason for undertaking the programme / project. A single programme can only make a contribution to towards its achievement. In general, it will correspond to the starting point for developing the Area of Impact Framework.

**Dimensions of Impact.** If child labour is a multi-dimensional problem, producing a sustainable impact on the incidence of child labour will require simultaneous actions in several of these dimensions. Dimensions of impact are, for example, the legislation on child labour, the enforcement of the legislation, the livelihoods of the families or the attitudes towards this issue.

**Immediate Objective.** It describes the situation that is expected to exist at the end of the programme or project. In other words, it shows the change that the programme is expected to bring about. The immediate objective must be stated in terms of ends to be achieved, not as actions to be undertaken. Immediate objectives are very likely to be achieved by the end of the intervention.

**Impact Assessment.** Impact assessment is a form of evaluation that places emphasis on the long term of a effects of a programme, which are not easily attributed to them. In IPEC, the purpose of the impact assessment is to determine to what extent the ultimate objective of the programme —the progressive elimination of CL, with emphasis on the urgent elimination of the WFCL— has been achieved in the area of impact as a result of specific interventions.

**Logical Framework Approach (LFA).** The LFA is a very popular planning methodology widely used by development agencies. It is an results-oriented management tool that can help planners and managers to analyse the existing situation during project preparation; establish a logical hierarchy of objectives; identify risks and external factors; establish how objectives might best be measured; present a summary of the project in a standard format (the logframe matrix); and monitor and review projects during implementation.

**Objective Oriented Project Planning (OOPP).** The OOPP is a project planning methodology based on the Logical Framework Approach developed by ILO-IPEC's Mekong Subregional Programme to Combat Trafficking in Children and Women in South East Asia.

**Objective Tree.** The objective tree is a graphical display of cause-effect relationship among a number of interrelated factors, identifying necessary and sufficient means to achieve specific ends.

**Outcome.** An outcome is a positive situation created as a result of a series of factors, including deliberate interventions.

**Output.** An output is a product of project or programme activities that is essential for the achievement of an immediate objective. Outputs should be described as concretely and precisely as possible and in quantifiable terms. The production of outputs is under full responsibility of the project management.

**Plausible association.** Considering the circumstances in which development interventions are developed, it is practically impossible showing attribution between a project and the developmental effects in a scientific way. The concept of plausible association allows evaluation experts to avoid this problem by identifying the conditions under which it is possible to suggest that a certain situation has been produced by a specific project or programme. The development of a solid theory of change is a way of ensuring that plausible association is possible.

**Problem Tree.** The problem tree is a graphical display of cause-effect relationship among a number of interrelated problems, identifying all the necessary and sufficient causes that produce specific negative consequences. The problem tree could be easily transformed into an objective tree (see above), by transforming the problems into positive statements, or solutions.

**Programme Framework** (or Project Framework). One of the products of the SPIF. It shows all necessary and sufficient elements of the project logic, from outputs to immediate objectives, and it can be translated into a planning matrix.

**Sub-Immediate objective.** It is an objective logically causing an immediate objective, and that cannot be presented as an output. All definitions and requirements for immediate objectives are applicable for sub-immediate objectives.

**Theory of change.** Carol Weiss (1995) has defined a theory of change in a very simple way: a theory of change explains how and why an initiative works. Based on this definition, other authors (such as Fulbright-Anderson *et al*, 1998) have presented the theory of change approach as a systematic and cumulative study of the links between activities, outcomes, and contexts of a project or programme. In this case, it will be considered as the analytical representation of the full chain of causes and effects linking strategic decisions with specific social benefits.

### Annex 6. References

#### Training material linked to these guidelines

- Training slides on SPIF

#### ILO and IPEC material on planning and design

- ILO-IPEC (1994): *Design, management and evaluation of action programmes on child labour. Training package*; Geneva.
- ILO (1995): *Design, monitoring and evaluation of technical cooperation programmes and projects. A training manual*; PROG/EVAL; Geneva.
- IPEC-DED (2001): *How to identify and use indicators*; DED Guidelines 1; zero draft; Geneva.
- IPEC-DED (2002): *Design and preparation of project documents*; DED Guidelines 2; zero draft; Geneva.
- “*Project Planning, project design and logical Frameworks – A Guide to Objective Oriented Project Planning and Logical Framework Analysis (and a tool for the development of project proposals)*”, November 2000, prepared for and with ILO-IPEC Mekong Sub-regional project to combat trafficking in children and women.

#### On logical models and theory of change

- Fulbright-Anderson, Karen, Anne C. Kubisch, and James P. Connell, eds. (1998): *New Approaches to Evaluating Community Initiatives. Volume 2: Theory, Measurement, and Analysis*, Washington, DC: Aspen Institute.
- Roche, Chris (1999): *Impact assessment for development agencies*; Oxfam – Novib; London.
- Weiss, Carol (1995): "Nothing as Practical as Good Theory: Exploring Theory-based Evaluation for Comprehensive Community Initiatives for Children and Families." In *New Approaches to Evaluating Community Initiatives: Concepts, Methods, and Contexts*, ed. James Connell et al. Washington, DC: Aspen Institute.
- W.K. Kellogg Foundation (2000): *Logic Model Development Guide*; Michigan.