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Manual for Action Planning

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Paper
V-5

Identifying and
Using Indicators
of Achievement
in ILO/IPEC Projects

International
Programme on
the Elimination
of Child Labour



IPEC Guidelines

**IDENTIFYING & USING
INDICATORS OF ACHIEVEMENT**

CONTENTS

INTRODUCTION	1
1. BASIC CONCEPTS	1
1.1. Definition	1
1.2. Types	3
1.3. Indicators and levels of objectives	3
1.4. Indicators and means of verifications	6
1.5. Indicators and targets	9
1.6. A good indicator is SMART	10
2. PRACTICAL APPLICATION	12
2.1. Selection of indicators	12
2.2. Revision of indicators	13
2.3. Indicators as a tool for monitoring	14
2.4. Indicators in evaluation	15
3. INDICATORS COMMONLY USED IN IPEC (EXAMPLES)	16
SELECTED REFERENCES ON INDICATORS	29
ANNEX: Matrix of objectives and indicators	30

INTRODUCTION

In IPEC, programming of technical cooperation projects is oriented by objectives and results. Once a problem is identified, **the first step in the planning process is the definition of the expected end-situation, which the immediate objectives of the project would try to describe.** The following steps consist in the determination of the necessary outputs, activities, inputs and assumptions to reach those objectives.

During the design of the project it is very important to identify the signals that will tell the management—or any external observer—that the objectives are being or have been met. The key question is: what piece of evidence can be used as a proof that the project has achieved its goals? These signals are referred to as indicators of achievement. **The selection of indicators of achievement is an integral part of the definition of the immediate objectives,** and as such a basic programming element of any planned intervention to tackle development problems and, in IPEC's case, the issue of child labour. During and after implementation, indicators are one of the basic tools for monitoring and evaluation.

This document is the first of a series intended to facilitate the task of designing, managing and evaluating projects and programmes in IPEC. In this particular case, **these guidelines try to help IPEC's managers and partners in the process of identifying and using indicators of achievement,** complementing the instructions already included in several ILO official documents and manuals (see the bibliography).

There is a difference in level and scope between the indicators of achievement as referred to in this document and the more general indicators on child labour, as used in national surveys, SIMPOC, rapid assessments or other research instruments.¹ While the latter can be used as a general tool to assess the magnitude of the problem before (through a situation analysis) or after the intervention (ex-post evaluation or impact assessment), the former are employed to document the specific achievements of IPEC's projects and programmes.

These guidelines consist of three sections: the first one includes the definitions of some basic concepts—indicators, means of verification, level of objectives, targets—adding examples to facilitate the understanding; the second one specifies the practical application of these notions during design, monitoring and evaluation; the third section is a table including a revised list of common indicators that can be used in most of IPEC's projects and programmes. A few references of previous work done on indicators in IPEC and a simple matrix are also included.

The following text has been prepared by the DED Team with the active participation of many IPEC colleagues in the field and in Headquarters.² It should be considered as a "living" document that will be enriched by its use and by the accumulated experience of IPEC projects and programmes. Comments, critics and additions are, then, very welcome.

1. BASIC CONCEPTS

1.1. Definition

Indicators are measures that provide verifiable evidence to assess the progress made by a programme or project towards the achievement of its purposes, adding precision to the formulation of the immediate objectives. Project managers must be able to identify what evidence will be used to determine whether the intervention has been successful. In the case of direct support projects, the indicators will reveal the extent to which the intended beneficiaries will be better off as a result of the intervention. In institutional development projects, indicators will usually refer to what the

¹ Further information on general child labour indicators can be found in the references mentioned in the last section of the document.

² The process was coordinated in Geneva by the DED Team, with the assistance of Aurelie Lassauniere (intern).

institution is capable of doing after the activities have been executed. In order to reflect the several aspects of an objective, multiple indicators will usually be needed. In the Box 1 there are four examples of indicators for different types of immediate objectives.

Box 1: Examples of indicators

		IMMEDIATE OBJECTIVE	INDICATORS
 <p>DIRECT SUPPORT</p>	EXAMPLE 1	Children in the community X have a better access to the formal education system.	1.1. Enrolment rates in the community X schools for boys 1.2. Enrolment rates in the community X schools for girls 1.3. Dropout rates in the community X schools for boys 1.4. Dropout rates in the community X schools for girls
	EXAMPLE 2	The incidence of child labour in the community Y decreases significantly.	2.1. Percentage of working children in the total workforce of the community Y 2.2. Percentage of working boys in hazardous employments (on total working boys) 2.3. Percentage of working girls in hazardous employments (on total working girls)
 <p>INSTITUTIONAL DEVELOPMENT</p>	EXAMPLE 3	The Ministry of Labour is able to monitor systematically the number of working children in companies operating in the mining sector.	3.1. Percentage of mining companies inspected by the Ministry of Labour once or more than once per year (on total registered companies) 3.2. Percentage of denunciations processed in the Ministry of Labour 3.3. Number of labour inspectors trained to monitor child labour in the Ministry
	EXAMPLE 4	The NGO X has improved its capacity to manage projects and programmes aimed at the elimination of child labour.	4.1. Number of projects benefiting working or ex-working children with external funding managed by the NGO X 4.2. Number of working or ex-working children reached by projects managed by the NGO X 4.3. Percentage of personnel trained to manage effectively child labour projects in the NGO X

- In the example 1, “better access to the formal education system” is defined through two parameters, enrolment and dropout rates, meaning that the project intends to encourage families to send their children to school and also improve the capacity of the system to retain them. If enrolment rates increase significantly and dropout rates decrease, the logical conclusion would be that the project has been successful in bettering the access of children to school in the community. The division of the indicators according to gender can show whether the intervention creates unwanted gender biases.
- The example 2 shows that the incidence of child labour is calculated considering the percentage of working children in the total workforce of the community. The last two indicators reflect the priority given by the programme to the elimination of the worst forms of child labour. If the first indicator remains unchanged and the other two fall down the strategy would have been effective to attack the worst forms of child labour but not to approach the general problem of child labour as a whole.
- The example 3 defines the ability of the Ministry to monitor workplaces in terms of percentage of companies inspected more than once per year, denunciations processed and number of inspectors trained
- In the example 4 the “capacity” of the NGO is measured through the number of projects externally funded, the total number of children reached and the percentage of personnel trained.

The indicators are, then, the signals that might allow the project management to monitor the implementation of the programme and to justify the perception of success or failure. The definition of good indicators is also a key tool for evaluations, since the analysis of the performance is usually done against the programme's objectives, which in turn are defined more precisely through indicators.

1.2. Types

There are different types of indicators. Of all the possible classifications, in these guidelines we will mention two. The first one concerns the relation of the indicator and the objective: indicators can be either *direct* or *indirect* (or *proxies*). The second one has to do with the type of data needed: from this point of view indicators can be *qualitative* or *quantitative*. A brief definition of the different kinds of indicators is the following:

- ❖ **Direct indicators** have a straight and unequivocal relation with the objective (e.g. percentage of working children on total workforce is a direct indicator of the objective "child labour eliminated.") The use of this kind of measure is advisable, although in many cases obtaining the data can be difficult or too expensive
- ❖ **Indirect indicators (proxies)** have an oblique relation with the objective (e.g. consumption is an indirect indicator of family income.) The use of proxies usually demands a clear explanation about the relation between the indicator and the objective.
- ❖ **Quantitative indicators** reflect data that can be expressed numerically. The use of quantitative indicators is highly recommended because they are relatively easy to measure and facilitate comparisons through time and projects (e.g. number of children withdrawn from work as an indicator of the objective "child labour eliminated").
- ❖ **Qualitative indicators** reflect the kind of information that has to be expressed with sentences or concepts, generally linked with attitudes or with the quality of services provided (e.g. community leaders' perception on the hazard of child labour as an indicator of the objective "Community sensitised on the hazards of child labour.") In many cases it is possible to make an effort to "quantify" qualitative indicators to facilitate comparisons over time and emphasize impact (e.g., percentage of community leaders that have changed their attitudes on the hazards of child labour.)

There are no rules to determine the more appropriate type of indicators for a particular case. **Although, whenever possible, the use of quantitative and direct indicators is advisable, the analysis has to be done case by case based on a series of criteria** such as possible means of verification, cost of gathering the necessary information, etc. **The main issue to consider is, always, that all the selected indicators have to be verifiable.** This means that the information required has to be accessible and that, with this information, two different analysts should be able to arrive to the same conclusion. A simple method to select indicators is presented in section 2.1.

1.3. Indicators and levels of objectives

As already mentioned, **according to ILO methodology for design, monitoring and evaluation of programmes and projects, indicators are only needed at the level of the immediate objectives.** That is why they are known as *indicators of achievement*. Generally, indicators are not used for outputs and activities. These elements have to be designed and formulated in such a way that one can easily monitor and assess whether the activities have been done and the outputs produced as required.

All indicators have to be linked to an immediate objective. At the same time, at least one indicator (and preferably more than one) has to be defined for each immediate objective, providing a way to verify its achievement. **It is important to remember, though, that indicators are not objectives, nor outputs or activities** (see Box 2), so the project management keeps in mind that the aim of the programme is to achieve objectives, not indicators.

Box 2: Indicators, outputs and activities

Confusing indicators with outputs is a very common mistake in project design. An “Improved curriculum for non formal education” could be an indicator for the immediate objective “The education system is better adapted to the needs of the working children”, **only if the project does not intend to produce the curriculum** and lobby for its adoption. In this case, the curriculum is an *output* and cannot be used as an indicator. Comparing the list of outputs with the list of indicators can help project designers not to make this mistake.

Other frequent error is to use activities as indicators, such as “number of training courses delivered” (for the same objective mentioned above). In general, these courses will be activities included in the programme, so using them as indicators does not tell anything about the achievement of the objective. Again, it is useful to compare the indicators with the activities designed to search for matches and avoid this problem.

In the programming framework of IPEC there are different level of interventions, and so there are also different levels of objectives. In general, IPEC as a global programme has an overall objective —the elimination of child labour, giving priority to the worst forms— that serves as the development objective and the basic rationale of all the time bound programmes (TBP) country programmes (CP) and projects.³ Several of these programmes and projects are integrated by smaller, discrete components called “action programmes” (AP). In a strategic planning framework, the relation between a CP and an AP should be such that an output in the CP (or in a project) is equivalent to an immediate objective in an AP.⁴ The left column of the graphic in the following page tries to illustrate these logical relations.

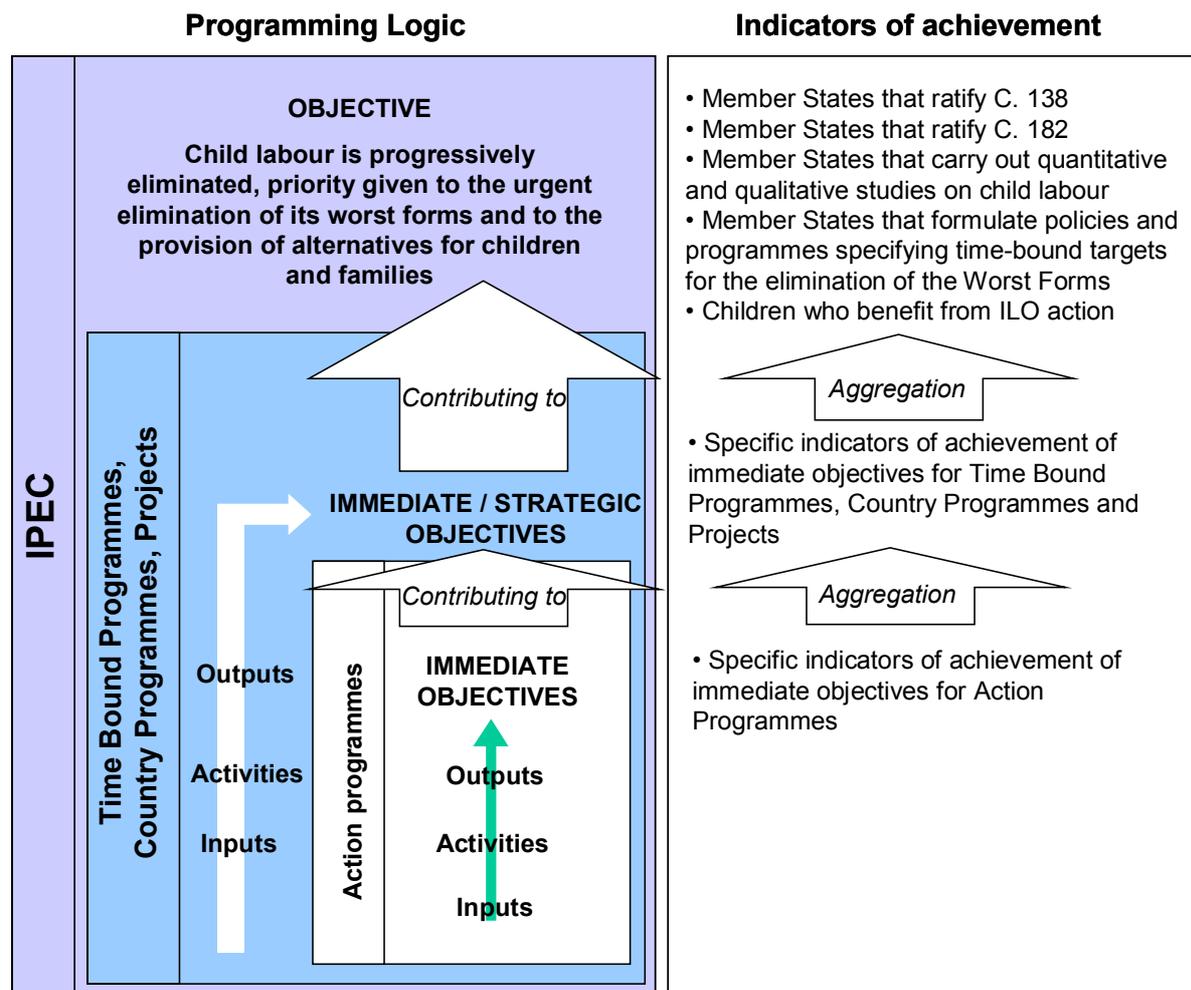
The general indicators for IPEC’s overall objective have been defined as shown in the upper section of the right column of the graphic. The indicators of achievement in the different levels have to be in relation with the immediate objectives of TBP, CP, projects or action programmes.

As a general principle, the indicators at a specific level cannot be used for the interventions located at higher levels. In some cases, though, they can be used as proxies, while in others an effort of aggregation will be needed. For example, the ratification of one of the fundamental conventions can be an indicator of achievement in a country programme and the aggregate number of ratifications is one of the indicator of achievement of IPEC as a whole. The same can be said about the number of children withdrawn from work in country programmes and action programmes.

Indicators of higher objectives can be used as a reference for the programmes or projects in a lower level, or as a tool to determine long-term effects and sustainability. These measures are specially useful for impact assessments and ex-post evaluations. In most cases, however, they will not be included in the project document. Box 4, in the following page, includes an example of different indicators selected according to the level of planning.

³ IPEC as a global programme has a set of goals defined for each biennium that can be consulted in the *Program and Budget* document for the period.

⁴ The fact that some country programmes have not been defined through a project document does not nullify this strategic framework. All CP, with or without project document, should have strategic objectives that have to be linked to IPEC’s goals and that will be reached through the execution of action programmes.



1.4. Indicators and means of verifications

The means of verification are the sources of information for the data needed to give contents to the indicators; and the methodology used to get the value. During the project design it is important to think about possible means of verification, because the accessibility of the data can be the central criterion for including the indicator in the logical framework matrix. The determination of means of verification at an early stage of the project is also essential for a good management of the activities based on results.

Box 3: Means of verification (examples)

Primary	Secondary
➤ Project's monitoring system	➤ Statistical data produced by local or national authorities (e.g. household surveys)
➤ Monitoring system set up as a project activity	➤ Statistical data produced by international organizations
➤ Evaluation questionnaires of training courses	➤ Registration data from the Labour Inspectorate or the monitoring units present in the field
➤ Rapid appraisals organized by project management	➤ Press reviews and press clippings
➤ Surveys organized by project management	➤ Reports from the Implementing Agency
➤ Key informants (at community or household level)	

The means of verification can be primary (e.g. produced by the project's monitoring system) or secondary (e.g. statistics produced by the national or local authorities). The source of data has to be carefully analysed to determine its reliability and the cost of using it. In general, information coming from secondary sources is cheaper and easier to get, but in many cases it will not be linked specifically with the indicator or it will not be trustworthy. For instance, it can be relevant at the national level and irrelevant for the local context, or it will not be available on time. On the other hand, information produced by the project is always relevant and timely, but the setting up of the system to gather it in a systematic way is, in general, difficult and expensive. External observers can also question the objectivity of the data since it has been produced by the project itself. The project's monitoring system has to be transparent and very carefully designed so all indicators are verifiable. Box 3 provides some examples of means of verification.

Each indicator should have its own means of verification assigned during the design phase. It is advisable to present the information in a clear and reader-friendly way by using a simple table with the immediate objectives, the indicators and the means of verification (see suggested format in Annex).

Box 4: Levels of objectives and levels of indicators (example)

Baseline studies carried out in Natland have shown that there is an important incidence of the worst forms of child labour (WFCL) in several occupations, most of them being part of the formal sector of the economy. Causes for this situation are the lack of political capacity in the government to face the problem and a general tendency to accept child labour as an option. This cultural perception is evident between families, children and employers (only 35% of the employers of the country have shown a positive attitude towards the elimination of the WFCL.)

Considering this situation, IPEC's country programme (CP) in Natland intends to significantly reduce the incidence of the worst forms of child labour in the formal sector of the economy by working directly with the employers, the children and their families, and by strengthening the capacity of the government to adapt its policies to Conventions 138 and 182. IPEC's managers decide to implement several action programmes (AP). One of them is aimed at changing the perception of Natlands' employers. The logical link between this action programme and the country programme can be seen in the table. Basically, the AP immediate objective is equivalent to one of the outputs of the country programme.

Country programme	Action programme	Indicators
Development objective ➤ The programme has contributed to the elimination of the worst forms of child labour in Natland		
Immediate objectives 1. By the end of the programme, the number of children working in hazardous occupations in the formal sector of the economy has been reduced by half 2. By the end of the programme, the Government of Natland has adapted social policies and labour legislation to Conventions 138 and 182	Development Objective The project has contributed to the reduction of the children working in hazardous occupations in Natland	Indicators of Achievement of Country Programme (Immediate Objective 1) ➤ Number of children working in hazardous sectors in Natland ➤ Percentage of companies employing children for hazardous occupations on total companies identified in the country
Outputs 1.1. At least 90% of employers in the country are aware of the negative consequences of child labour 1.2. 75% of children working in the formal sector and their families sensitised on the dangers of child labour 1.3. 70% of the companies are regularly monitored by the Inspection Service of the Ministry of Labour ...	Immediate objective 1. By the end of the project, at least 90% of the employers in Natland are aware of the negative consequences of the WFCL	Indicators of achievement of Action Programme ➤ Percentage of employers that have developed a positive attitude towards the elimination of child labour from hazardous occupations thanks to the action programme
Activities 1.1.1. Preparation of awareness raising material targeted to employers 1.1.2. Visits to companies 1.1.3. National seminar on child labour and the responsibility of employers ...	Outputs 1.1. Awareness raising material targeted to employers produced 1.2. All the companies in the country have been visited by project representatives 1.3. A National Seminar on Child Labour and Employers' responsibility has been done	

It is evident that the indicator of achievement of the AP cannot be used for any of the immediate objectives of the country programme. The development of a positive attitude towards the elimination of child labour cannot be considered as a direct signal of reduction in the number of working children. Nevertheless, if the CP managers are not able to get information on the number of children working (direct indicator), it could be used as a proxy —the hypothesis being that sensitised employers stop hiring children. On the other hand, the indicators of achievement of the CP are also indirectly related with the AP's immediate objective, since they are one step further (linked to the development objective). They could be useful for an ex post evaluation of the AP carried out several months after its termination.

The means of verification should ensure consistency in the measurement of the indicator over the time of the project, so that observed changes are not due to methodological differences, but to the development of the project. The data collected through them has to respect the following criteria:

- **Validity.** The data collected has to measure correctly the variable or characteristic encompassed by the indicator. Validity of data can be affected by many factors, the most important of which are measurement errors, unrepresentative sampling, and simple transcription mistakes.
- **Reliability.** Data reliability refers to the stability or consistency of the data collection process. Ensuring that data are reliable requires not only that an indicator be objectively and clearly defined, but also that the data collection process be consistent from period to period. That is, a consistent sampling method and the same or comparable data collection instruments and data collection procedures are used
- **Timeliness.** Timeliness refers to two elements: frequency and currency. Frequency, means that the data collected or used should be available on a frequent enough basis to regularly inform program management decision. Currency means that data should be sufficiently up to date to be useful in decision-making.

If more information is available, it could be useful to develop a more complex table than the one included in the Annex, identifying the frequency of data gathering, the format of the information and the method of storage and the responsible of making sure that the work is done (see Box 5). Assigning responsibility for the data collection to individuals or entities helps to assure that the information will be regularly gathered. Such a table would be included in the project's monitoring plan (and not necessarily in the project document). **The definition of the means of verification is basic in project management and has to be done during design or as one of the first activities of the implementation.**

Box 5: Table of indicators and means of verification				
IMMEDIATE OBJECTIVE 1:				
INDICATOR	MEANS OF VERIFICATION	FREQUENCY	DATA STORAGE AND FORMAT	RESPONSIBILITY
IMMEDIATE OBJECTIVE 2:				
INDICATOR	MEANS OF VERIFICATION	FREQUENCY	DATA STORAGE AND FORMAT	RESPONSIBILITY

1.5. Indicators and targets

It can be difficult at the time of the project formulation and without a detailed baseline to identify the specific targets or values that the indicator should ideally measure at the various stages. **It is therefore useful to consider indicators as neutral signals, while the targets represent the values that should be achieved at each point in time.** As such they are targets for the achievement of the immediate objective and therefore the expected value of the indicator. The final target is the expected end situation at the end of the project, while intermediate targets are the changed situation at different points in time of the implementation of the project. Whenever possible, final targets should be integrated into the immediate objectives' statements.

Targets should ideally be set at the project formulation stage, when the strategy and the definition of the immediate objective suggest the targets. Baseline information for specific indicators are used in the initial situation analysis to identify what has to change (i.e. the value at the beginning of the project) and the strategy identifies the possible targets (particularly final target). If baseline information is not available for specific indicators, one of the first activities of the project should be to establish the baseline for the indicators so that final targets can be revised and intermediate targets set.

Because targets reflects the "capacity" of the project in terms of resources and likelihood of reaching the intended beneficiaries, setting targets in the form of "intermediate" values of the indicator can help managing the resources to produce the required outputs, speeding up certain activities or slowing down others, and maximizing the efficient use of inputs. This is particularly the case for quantitative indicators. By doing this, the targets also become part of the project's monitoring plan.

In the Box 6 there is an example of a table useful for the presentation of indicators and targets.

Box 6: Table of indicators and targets								
IMMEDIATE OBJECTIVE 1:								
INDICATOR	Baseline	TARGET						Notes
		Period 1		Period 2... etc.		End of Project		
		Planned	Achieved	Planned	Achieved	Planned	Achieved	
IMMEDIATE OBJECTIVE 2:								
INDICATOR	Baseline	TARGET						Notes
		Period 1		Period 2 etc.		End of Project		
		Planned	Achieved	Planned	Achieved	Planned	Achieved	

Note: during design, only the planned figures need to be included. This table includes a column with the achieved results for the indicator so it can also be used for monitoring.

It is of particular importance to set targets for beneficiaries. IPEC, as a global programme, has as one of its targets that a certain number of children will benefit from IPEC interventions. Each TBP, CP, project and AP has to identify those beneficiaries, set targets for reaching them and establish indicators to measure achievement in reaching them.⁵ Direct beneficiaries are the children reached through withdrawal, prevention and social protection. The indicators used for these types of intervention provide direct evidence of reaching the target groups. Indirect beneficiaries are the children reached indirectly through capacity building, awareness raising and social mobilisation. Targets for indirect beneficiaries are set by estimating the potential ultimate number of children that will be reached or benefit from the strengthened capacity and awareness programmes that IPEC has supported. Indicators are then identified that provides evidence of reaching the estimated numbers.

⁵ Guidelines on how to identify beneficiaries and set targets for reaching them are under preparation.

1.6. A good indicator is SMART

This section introduces a series of criteria —known as SMART— to determine if an indicator has been properly designed. It is important to underline that **the SMART criteria for indicators only make sense if the immediate objectives themselves are SMART**. As with indicators, it is important to set realistic and relevant immediate objectives agreed on by the main stakeholders that can be achieved by the end of the project.

A good indicator, then, will be...

Specific, meaning that it should reflect the changes that the project intends to bring about, without ambiguity and avoiding measuring variations due to other influences (e.g. external factors.) Often this specificity is achieved using a multiple indicators, so if one of them changes following a different pattern than the others the logical conclusion would be that it is being affected by external factors. Some of the indicators being part of the set can try to monitor the external factors. In this case they can be designated as contextual indicators (see Box 7 for an example.) **It is always useful to clearly specify the target group or the place in the indicators' statement** (e.g., “Drop-out rates among targeted children in the schools existing in the area covered by the project”).

Measurable, making sure that the information required could be collected. It makes little sense to use indicators for which there will not be baseline data or if the corresponding information at the end of the project is impossible to gather.

Agreed on by all relevant stakeholders. The main participants in the project, including donors, partners, organizations and institutions involved and beneficiaries, have to share the interpretation of the different possible measures of the indicator and the criteria for success. This is particularly important for indirect indicators (proxies.)

Relevant to the immediate objective it is linked to, so the effort needed to gather the information is not wasted. The cost and time of getting the information has to be considered as a criterion to choose between equally relevant indicators.

Time-bound so an external observer would know by when the desired change can be expected according to the targets fixed.

There are also other key characteristics of a good indicator. One of them, already mentioned, is that all indicators must be verifiable. Another one is that they must be simple: sometimes two or more than two indicators are included in the same statement (e.g., “drop-out and completion rates of children enrolled in formal and non formal education”); in other cases, the selected indicators need other indicators to become verifiable (e.g., “living conditions of children”, “public perception of child labour” or “health status”.) This could affect the specificity and the ability of the project management to measure the indicator. In this case it is convenient to break up the complex indicators in as many single, feasible pieces as needed.

In some cases, though, this means that the project is trying to use an index. An index is a single measure that combines several indicators. The Human Development Index of UNDP, for instance, includes three different indicators —per capita income, life expectancy and educational attainment— reflecting three of the essential dimensions of development. Composite indexes are very powerful tools, but its construction requires a great deal of technical expertise. As a general principle, the design of single interventions in IPEC does not require the inclusion of indexes.

Box 7: The use of contextual indicators to monitor assumptions and reflect attribution

A project aimed at eliminating child labour in a rural community implements activities of income generation for the families of ex-working children, presupposing that the resources generated are needed to compensate the "lost" money and avoid children to go back to work. The theory of the programme is the following: the project generates income alternatives in the community → Families take advantage of the new opportunities → The revenue of the families reached by the programme increases due to the income generation activities (immediate objective) → Children stay out of work. One possible indicator for the immediate objective would be the "family income"; an increase in this indicator would prove the success of the project. But the family income can vary due to many reasons besides the activities run by the project (existence of other income generation programmes, subsidies for poor rural families, a raise in the price of the crops produced by the farmers, etc.) These are external factors —included in the project design as *assumptions*— that are not under the control of the project management.

To avoid the problem, the project management establishes also a set of contextual indicators for the identified assumptions: "existence of new sources of extra income for poor families in the region" and "local prices of crops." Monitoring the evolution of these variables, it would be easy to attribute change to the project's activities conceding that the immediate objective's indicator evolves and the assumptions' indicators remain unchanged.

Although in general the use of contextual indicators is implicit, it is advisable to include them in the monitoring plan to make sure that an external observer will be able to arrive to the same conclusions than the project management. It is important to note, however, that it is impossible to put all the variables under control, so a sensible interpretation of the data will always be needed.

2. PRACTICAL APPLICATION

2.1. Selection of indicators

Selecting appropriate and useful indicators of achievement is a fairly simple process, but it requires careful thought, refining, collaboration and consensus building. **It is recommended to use a participatory approach in selecting indicators so all the relevant stakeholders can reach an agreement on the scope of the immediate objectives.** Indeed, collaborating closely with partners (those who will collect the data, those who will use the data, and those who have the technical expertise to understand the strengths and limitations of specific measures) to draw on their experience throughout the process will help identifying those indicators that makes the most sense for a given project.

To select indicators, the project designer can follow this four-steps method:

1. *Clarification of the objectives.* Good indicators of achievement start with good objectives statements that people can understand and agree on. Carefully consideration of the desired result is needed. It is important to review the precise wording and intention of the immediate objectives.
2. *Clarification of the type of change implied.* What is expected to change —a situation, a condition, the level of knowledge, an attitude, a behaviour? Different types of indicators (see 1.2) measure each type of change. In many cases it is also necessary to identify the unit of analysis (children families, communities, regions) where the change will take place.
3. *Development of a list of possible indicators.* There are usually many possible indicators to measure the achievement of immediate objectives, but some are more appropriate and useful than others. In selecting indicators, it is important not to settle too quickly on the first that come most conveniently or obviously to mind. A better approach is to start with a list of alternatives, which can then be assessed against a set of selection criteria.

To create the initial list of possible indicators, you can use the following sources:

- Internal brainstorming
- Consultations with experts in the substantive program area
- Experience of other units or projects in similar areas
- The list of possible indicators included in these guidelines

The key to creating a useful initial list of indicators of achievement is to be inclusive. That is, contemplating the desired result in all its aspects and from all perspectives. Sufficient opportunity for a free flow of ideas and creativity should be allowed.

4. *Assessment of each possible indicator on the list against a set of criteria, using the SMART rules and giving preference to direct and quantitative measures.* The cost and opportunity of obtaining the necessary information, including the data needed for the baseline, should be included in the considerations.

The result of this process should be an optimum set that meets the need for appropriate information at a reasonable cost. It is important to be selective, given the costs associated with data collection and analysis. Even if there is no correct quantity of indicators, it seems necessary to limit their number. But at the same time it is crucial to give a composite view of the project, that is to say to be able to assess and to give a complete picture of all parts and all elements of the project and its objectives. In other words, an appropriate balance between the cost involved and the necessity to cover all dimensions of the project has to be met. It is important to try to avoid overlaps where similar indicators aim to measure the same phenomenon.

As mentioned before, the selection of indicators is an integral part of the project design, accompanying the definition of immediate objectives. The following checklist can be useful for the verification of the quality of the project design related to indicators of achievement.

	Yes—No			Yes—No	
▪ There are identified indicators for all the immediate objectives	<input type="checkbox"/>	<input type="checkbox"/>	▪ All the indicators are linked to an immediate objective	<input type="checkbox"/>	<input type="checkbox"/>
▪ All the identified indicators are SMART	<input type="checkbox"/>	<input type="checkbox"/>	▪ All the identified indicators are verifiable	<input type="checkbox"/>	<input type="checkbox"/>
▪ The means of verification have been defined	<input type="checkbox"/>	<input type="checkbox"/>	▪ The indicators are presented as neutral measures	<input type="checkbox"/>	<input type="checkbox"/>
▪ None of the indicators can be considered as an output	<input type="checkbox"/>	<input type="checkbox"/>	▪ None of the indicators can be considered as an activity	<input type="checkbox"/>	<input type="checkbox"/>
▪ The relation between the indicators and the objectives is direct or sufficiently clear	<input type="checkbox"/>	<input type="checkbox"/>	▪ It is possible to get the necessary information for all the indicators at a reasonable cost	<input type="checkbox"/>	<input type="checkbox"/>

If the indicators are not specific enough, or if targets and means of verification cannot be defined due to a lack of relevant information, the section of indicators in the project document should include a paragraph explaining this, such as:

“These are suggested indicators which might need refining once the programme has started and relevant information becomes available. The definition of the targets and / or the means of verification will be done as one of the first activities / during the planning meeting, etc.”

2.2. Revision of indicators

Once included in a project document, the indicators become part of the contract for implementation that is implicit in a project document. Very often, though, the lack of baseline information during the design phase leads to the need of revising the indicators once the data becomes available. **There is certain flexibility concerning possible revisions of the indicators, targets and means of verification, although every proposed change has to be sufficiently explained** (generally accompanying technical progress reports), indicating the consequences on the general implementation and on the possibility of reaching the immediate objectives of the programme. This is valid for all levels of project management —implementing agencies in the case of Action Programmes and IPEC in the case of TBP, CP or projects.

In brief, revision might mean:

- A change in the indicators due to the existence of new information about how the immediate objectives can be measured. It is of the utmost importance to explain what this means in terms of the expected end situation that the project wants to create. It is also essential to analyse if the information required by the new indicators is readily available, including baseline data.
- A change in the targets. Modifying final targets implies an alteration of the immediate objective. Revision of the intermediate will affect the implementation process. In either case it will be needed to justify sufficiently the reasons for the change.
- A change in the means of verification. This might be done because of difficulty in obtaining the data or because new sources of information or refined methodology increases the reliability of the data. It will be very important, once again, to make sure that all the information needed will be available.

2.3. Indicators as a tool for monitoring

During implementation, indicators can be used as a tool for project monitoring.⁶ Project monitoring controls the use of inputs, the implementation of activities and the delivery of outputs. Since the purpose of a project is to reach an expected, improved end-situation, project monitoring should also look at progress towards achievement of the immediate objectives. Monitoring the evolution of the indicators can serve in practice as an early warning system. The identification of intermediate targets, as referred to in point 1.5, can be useful for this purpose.

The indicators become, then, part of the monitoring plan.⁷ A monitoring plan shall include, at least, the following tools:

- A calendar or timetable of activities, including dates of outputs' delivery (work plan for the project)
- A list of important factors, external and internal to the programme, which might affect implementation (assumptions); contextual indicators can be included here
- A table of indicators and means of verification such as the one included in the Annex or in the Box 5
- A table of indicators and targets such as the one included in the Box 6

An analysis of the indicators' evolution is also part of the reporting requirements for the activities financed by IPEC. An example is included in Box 8. In the case of the Action Programme Progress Reports, considerations on indicators are required for the section "Progress towards achievement of objectives". In general terms, the relevant tables including indicators can be presented as annexes in all the Country Programme Progress Reports and in the Annual Project Progress Reports.

Box 8: Table included in progress reports for the US Department of Labor (with example)			
Development Objective			
<i>(Contribution will have been made towards elimination of child labour through building national capacity)</i>			
Immediate Objective 1: <i>By the end of the project, the Government's capacity to address child labour will have been strengthened through the development of a national plan of action and a review of national legislation in line with international standards).</i>	Indicator(s): <i>Government initiates/ supports initiatives within the national plan of action in line with the outputs of this program</i>	Target: 3 major initiatives started by the end of the project	Progress towards achieving target
Immediate Objective 2: <i>Etc.</i>	Indicator(s):	Target:	Progress towards achieving target

⁶ Project (or programme) monitoring refers to the continuous supervision and follow-up of the implementation done as part of the project management. It is important not to confuse this term with "workplace monitoring", "child labour monitoring" or any other activity of verification of existence of children working in specific areas or firms. It is suggested to use this terminology in a consistent manner.

⁷ A document containing guidelines for the preparation of monitoring plans will be released shortly.

2.4. Indicators in evaluation

Evaluation starts with an assessment the achievement of the immediate objectives (degree of success of the project) by looking at the evolution and values of the indicators of achievement. It then proceeds to explain the identified degree of success. Indicators are therefore a fundamental for evaluations.

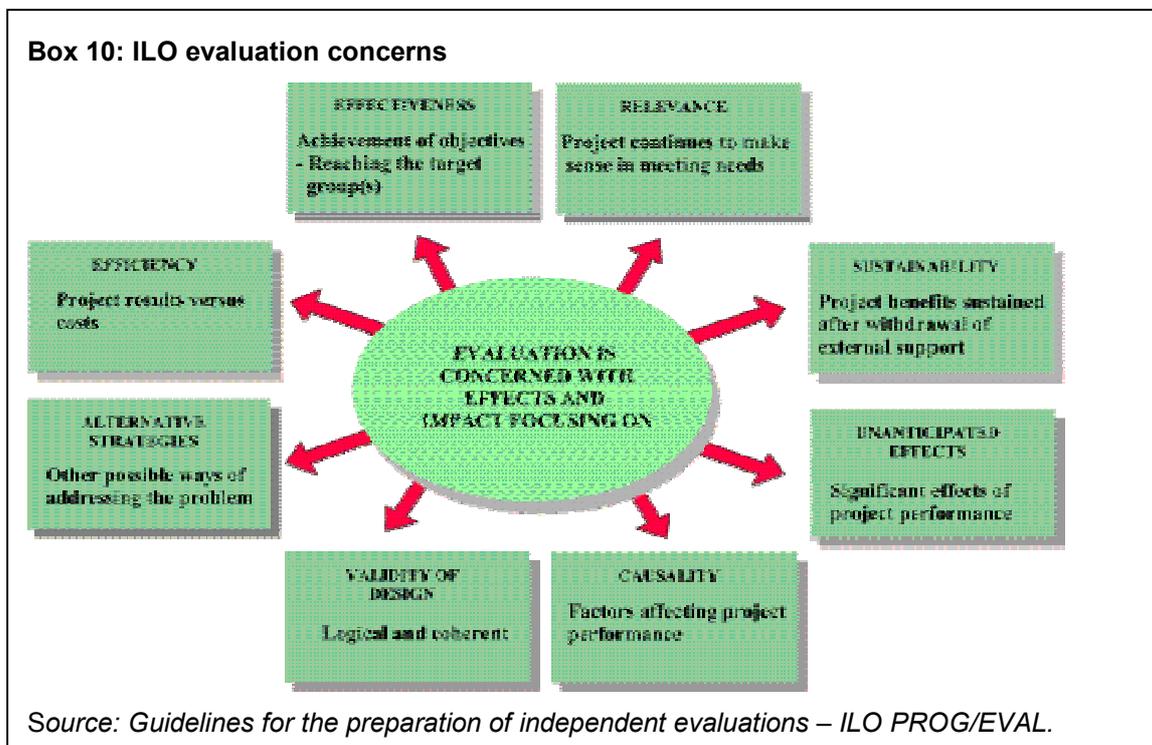
ILO methodology for the evaluation of technical cooperation programmes defines several core evaluation concerns (see Box 10). The utility and quality of the indicators identified at the formulation phase will be assessed while analysing the validity of design. Evaluators will have to determine whether the relationship between indicators and objectives was relevant and specific and if they have been used for the project management.

The indicators will also be a key part in the assessment of the effectiveness, since this element of the design (plus the targets) determines the criteria of success or achievement.

The evaluation team might also need to prepare specific indicators, particularly for ex-post studies or impact assessments. Generally, this process will be done in close collaboration and with the active participation of the programme management. Some of these indicators can be...

- ❖ *Indicators of efficiency*, linking costs or resources consumed with “units” of outputs (e.g., cost of person trained, number of hours per person trained).
- ❖ *Indicators of effectiveness*, linking costs or resources consumed with “units” of objectives (e.g., cost of child withdrawn from work).
- ❖ *Indicators of impact*, linked logically to the development objective of the programme, with data obtained through SIMPOC or rapid assessments (e.g., percentage of children working in Area Z).
- ❖ *Indicators of sustainability*, useful for determining the probability of duration of the benefits produced by the programme (e.g., resources allocated to national programmes to combat child labour).

These are just some examples on how the indicators can be used during an evaluation, being an independent study or a self-evaluation. An efficient project management will be able to provide all the necessary information in time for the evaluation to be conducted properly.



3. INDICATORS COMMONLY USED IN IPEC (EXAMPLES)

The following tables include 73 examples of possible generic indicators for different categories of objectives. Most of them emerge from the experience accumulated by IPEC's programmes and projects in the last years. **These indicators are not to be adopted mechanically for new interventions; in most of the cases, an important effort of adaptation will be required.**

A breakdown of the indicators by gender and age (whenever possible) is very desirable because it can help detecting unwanted biases. **It is also important to make the indicator as specific as possible, adding the time frame (by when), the specific location (where) and / or the target groups (to whom).**

The table also provides possible means of verification. In this case, "project monitoring system" refers to the follow up of the activities done by the project management (in the project documents, it is advisable to describe the means of verification with more detail.) Workplace or community monitoring are referred as to "local or national inspection systems". A "tracking system" is a specific monitoring tool providing a personalized follow up of every child reached by the project. The final column includes some comments on the use and limitations of each of the indicators.

The table is organized according different categories of objectives, as emerged from IPEC interventions, being Action Programmes (AP), Country Programmes (CP), Time Bound Programmes (TBP) or projects. The categories and sub-categories (between brackets) used can change or be further specified in future versions of these guidelines. The ones included in this document are the following:

- Withdrawal of children from work and prevention
- Provision of social protection (*General; Education and training; Health, safety at work nutrition, recreation, counselling; Income generation*)
- Institutional development and capacity building (*General; Strengthening of governmental institutions; Strengthening of social partners and NGO; Strengthening of legislative framework and enforcement; Monitoring and verification systems*)
- Awareness raising and mobilization
- Production and dissemination of child labour information

Most of the indicators included in the table are quantitative. Many of them can be easily transformed into qualitative indicators. This operation is often necessary, especially for objectives dealing with capacity building or awareness raising. It is important, though, to note that even when children are reached in an indirect way, most projects and programmes need to report on the *number* of (indirect) beneficiaries.

The table will be revised and updated on a continuous basis to make sure that the accumulated experience is collected and disseminated inside and outside IPEC. The inclusion of new categories of objectives, such as "networking", "mainstreaming / replication" is foreseen. The review of the rapid assessment methodology and other data collection exercises will also provide inputs for future versions of the table. It is important, then, that everybody using these guidelines takes a proactive attitude and provide DED with information and suggestions stemming from the experience.

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
<p>Withdrawal of children from work and prevention</p> <p><i>In most IPEC interventions, at all levels, one can frequently find immediate objectives related to the withdrawal of children from work (or the prevention), since this is IPEC's most prominent goal. Many of IPEC's donors have to report regularly to the national controlling bodies on the number of children benefiting from their contribution. It is very important, therefore, to use indicators that can be aggregated from one level to the following (e.g., from Action Programmes to Country Programmes, and to IPEC as a whole).</i></p>	<ul style="list-style-type: none"> ➤ Number of working children withdrawn from work (at sector or area) 	<ul style="list-style-type: none"> ➤ Local / National inspection system ➤ Project monitoring system 	<p>Necessary in time bound programmes, country programmes and projects. Useful also for AP with a direct action component.</p>
	<ul style="list-style-type: none"> ➤ Number of working children withdrawn from work (at sector or area) and rehabilitated / provided with social protection services / mainstreamed to regular or non formal education 	<ul style="list-style-type: none"> ➤ Project monitoring system 	<p>Indicator for interventions that not only withdraw children from work but also provide education, health or recreation services to the children.</p> <p>This applies to most IPEC programmes. Note that the indicator can only include children that are withdrawn <i>and</i> offered the services, and not children that only meet one of the conditions.</p>
	<ul style="list-style-type: none"> ➤ Percentage of working children in total working force (of sector or area) 	<ul style="list-style-type: none"> ➤ Local / National inspection system ➤ Project monitoring system 	<p>Can complement the previous indicators in TBP, CP or projects targeting a specific sector or area. This indicator is generally more useful for this "higher level" interventions.</p>
	<ul style="list-style-type: none"> ➤ Number of children working in hazardous conditions (at sector or area) withdrawn from work (and rehabilitated / provided with social services) 	<ul style="list-style-type: none"> ➤ Local / National inspection system ➤ Project monitoring system 	<p>Can be an alternative for the first indicators in TBP, CP or projects targeting the worst forms of child labour in specific sectors or areas. It can also be used in AP with a direct action component.</p>
	<ul style="list-style-type: none"> ➤ Percentage of children working in hazardous conditions in total working force (of sector or area) 	<ul style="list-style-type: none"> ➤ Local / National inspection system ➤ Project monitoring system 	<p>Alternative to the third indicator (see above) in TBP, CP or projects targeting the worst forms of child labour in specific sectors or areas.</p>

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Withdrawal of children from work and prevention (cont.)	➤ Number of children whose working conditions have been improved (number of hours, type of work, etc.).	➤ Local / National inspection system ➤ Project monitoring system	This indicator will be useful for AP or projects trying to improve the working conditions for children, <i>as a transitional measure towards the elimination of child labour</i> . This issue should be sufficiently explained in the strategy section of the project document. The indicator should be as specific as possible, explaining what is understood by <i>improvement of working conditions</i> .
	➤ Number of children at risk (according to baseline study) participating in project activities... ...that have not started working ... prevented from being trafficked	➤ Project monitoring system ➤ Tracking system established by the project	Indicator of prevention. Necessary in most time bound programmes, country programmes and projects. Useful also for action programmes with a direct action component. This indicator can be used for younger siblings of (ex) child workers.
	➤ Number of children at risk (according to baseline study) not participating in project activities that have started working	➤ Project monitoring system (expanded)	This indicator can complement the previous to neutralize external factors. It requires an additional effort of monitoring.
	➤ Percentage of participating families that refrain from... ... sending their children to work ... trafficking their children	➤ Project monitoring system	Another prevention indicator. Useful if some of the activities are targeting families (e.g. through income generation or awareness raising).
	➤ Percentage of non participating families which start sending their children to work	➤ Project monitoring system (expanded)	This indicator can complement the previous to neutralize external factors. It requires also an additional effort of monitoring.
	➤ Percentage of "child labour free" factories (in sector / area)	➤ Local / National inspection system	This indicator reflects the other side of the equation: the demand of child labour. It can be used for different kinds of intervention. It can also be an indicator of increased capacity of inspection / verification systems (see capacity building section, below).

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
<p>Provision of social protection</p> <p>General</p> <p><i>IPEC also helps setting different schemes to guarantee the social protection of children, covering several aspects (education, health, recreation, income, etc.) It is also important to report on the total number of children receiving this kind of support.</i></p>	<ul style="list-style-type: none"> ➤ Number of children targeted / reached by social protection measures 	<ul style="list-style-type: none"> ➤ Project monitoring system 	<p>This indicator would usually be constructed by aggregating the number of children targeted by different social protection measures (in education, health, recreation or other sectors). It is particularly useful if several measures are offered to the same group of children because it avoids double counting.</p>
	<ul style="list-style-type: none"> ➤ Number of street / trafficked children reunited with their families or placed in foster care 	<ul style="list-style-type: none"> ➤ Project monitoring system ➤ Tracking system 	<p>This indicator is specific for programmes (all levels) targeting street or trafficked children.</p>
<p>Provision of social protection</p> <p>Education and training</p>	<ul style="list-style-type: none"> ➤ Number of children enrolled in formal school thanks to the project's activities 	<ul style="list-style-type: none"> ➤ School records ➤ Project monitoring system 	<p>Indicator reflecting the coverage of the project. Very useful for AP or education projects. In general, it will be compared with the target group (in this case it could be rephrased as "percentage of targeted children enrolled in formal school thanks to the project's activities").</p>
	<ul style="list-style-type: none"> ➤ Number of children enrolled in non formal education courses / activities promoted by the project 	<ul style="list-style-type: none"> ➤ NFE courses records and attendance lists ➤ Project monitoring system 	<p>Same as above.</p>
	<ul style="list-style-type: none"> ➤ Number of children receiving complementary education through the project 	<ul style="list-style-type: none"> ➤ Records and attendance lists of training courses ➤ Project monitoring system 	<p>Another indicator reflecting the coverage of the project. Very useful for AP. In general, it will be compared with the target group. In this case, it could be rephrased as the first example of this section.</p>

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Provision of social protection Education and training (cont.)	➤ Literacy rates (in specific community or target group, etc.)	<ul style="list-style-type: none"> ➤ Statistics produced by local / national authorities ➤ Project monitoring system (requires an extra effort of data gathering) 	This measure is useful for higher objectives (the project would aim to improve the quality and timing of learning and not just to send the children to school).
	➤ Number of children targeted by the project able to read and write as well as do basic arithmetic	<ul style="list-style-type: none"> ➤ Tracking system ➤ School / NFE institution registries 	This indicator can be useful as long as good baseline information is available. The target should be 100% of the children.
	➤ Dropout rates (in specific school, community, target group, etc.)	<ul style="list-style-type: none"> ➤ School registers ➤ Local Education Board 	Indicator reflecting the efforts of the project to make school more suitable for working or ex-working children.
	➤ Percentage of targeted children that complete the education cycle	<ul style="list-style-type: none"> ➤ School registers ➤ Tracking system 	This indicator allows assessing the effects of the project on the educational performance of targeted children.
	➤ Percentage of targeted children that, according to their teacher's opinion, have improved their educational performance	<ul style="list-style-type: none"> ➤ Tracking system ➤ Project monitoring system (using teachers opinions) 	This is another indicator for educational performance, relying on teachers' opinions. It could be rephrased to analyse it according to the grades obtained by children.
	➤ Curriculum of formal / non formal education (in specific sector, area, country) is better adapted to the needs of working and ex-working children	<ul style="list-style-type: none"> ➤ Official documents from education authorities including curriculum 	<p>This indicator can be used for CP or education projects' objectives to reflect the existence of a more appropriate educational environment for IPEC's target groups. It can only be used if the new, better curriculum <i>is not</i> a desired output, but rather an effect of a series of efforts to improve the system.</p> <p>In many cases, changing a curriculum takes longer than the duration of the programme. In this case, the indicator is not useful, and a less ambitious measure would need to be developed.</p> <p>This indicator can also reflect objectives of capacity building or awareness raising.</p>

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Provision of social protection <i>Health, safety at work nutrition, recreation, counselling</i>	➤ Number of children receiving health services / medical check ups / dental check ups / nutrition services / counselling, etc. through the project	<ul style="list-style-type: none"> ➤ Local medical services registry ➤ Project monitoring system 	Indicator reflecting the coverage of the assistance. Easy to monitor although in many cases it will reflect the project's effort and not the outcomes (and it should be considered as a proxy).
	➤ Number of children participating in recreational and cultural activities set by the project	<ul style="list-style-type: none"> ➤ Project monitoring system 	Same as above.
	➤ Incidence of [specific illness or group of illnesses] in children targeted by the project	<ul style="list-style-type: none"> ➤ Local medical services registry ➤ Project monitoring system ➤ Tracking system 	The indicator should be specified as much as possible. A detailed baseline is essential.
	➤ Incidence of occupational related illnesses among targeted children	<ul style="list-style-type: none"> ➤ Local medical services registry ➤ Project monitoring system ➤ Tracking system 	A variation of the previous indicator especially useful for child labour. It could be rephrased as "number of children suffering occupational related illnesses."
	➤ Number of labour accidents suffered by children (in sector / area)	<ul style="list-style-type: none"> ➤ Local medical services registry 	Another variation of the previous indicator, referring to labour conditions and safety at work.
Provision of social protection <i>Income generation</i>	➤ Number of families benefiting from micro-credit / income generation activities (individually or through cooperative schemes)	<ul style="list-style-type: none"> ➤ List of clients of financial services provided ➤ Project monitoring system ➤ Tracking system 	Indicator useful at all levels, especially for AP. It should be considered as a proxy because it does not provide information about the effect of the participation on the family income.
	➤ Number of parents / adolescents receiving specific training aimed at improving the family income (specify type of training, if possible)	<ul style="list-style-type: none"> ➤ Training attendance lists 	Training is a frequent strategy for income generation, so this indicator is used often. It is actually a proxy for the objective of improvement of family revenues.

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Provision of social protection <i>Income generation (cont.)</i>	➤ Number of credit / saving groups formed in the community	➤ Project monitoring system	This indicator is useful at all levels, and very especially for AP. It can include a qualitative element if the status of each group (in terms of financial and functional situation and coverage, for example) is assessed.
	➤ Household income of targeted families	➤ Project monitoring system ➤ Tracking system	Higher level than the previous indicators. It is a direct measure of the effects of the programme on the family revenues. It is often very difficult to obtain the information. If the project has a large target group it might be convenient to use random sampling.
	➤ Number of micro-enterprises initiated because of the project	➤ Project monitoring system ➤ Client information of the fund established	This indicator can be more interesting if a qualitative assessment on the micro-enterprises created, dealing with its sustainability, is added.
	➤ Percentage of families taking credit that withdraw all their children from work	➤ Project monitoring system ➤ Tracking system	This indicator links the beneficiaries of the credit schemes with the higher objective of eliminating child labour.
Institutional development and capacity building <i>General</i> <i>Most of IPEC interventions, at all levels, include a component of institutional development or capacity building to guarantee the sustainability of its efforts. Institutions and people are the direct recipients of the resources, indirectly benefiting the children.</i>	➤ Percentage of people trained that are in a position where they are using the new skills	➤ Tracer studies of participants ➤ Survey of institutions	Since capacity is often built through training, it is important to verify whether the people trained remain in a position where they can use the skills acquired through the workshop, course or seminar.
	➤ Frequency of meetings of National Steering Committee	➤ NSC meetings' minutes	This is an indicator that can be enriched adding qualitative considerations about the decisions taken in the meetings, the presence of relevant institutions, etc.
	➤ Number of proposals reviewed and approved by the National Steering Committee	➤ NSC meetings' minutes	Same as above.

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
<p>Institutional development and capacity building</p> <p><i>Strengthening of governmental institutions</i></p> <p><i>In this section and in the following ones, it is very important to remember that because of the capacity building the institutions should be able to perform tasks directly linked to the elimination of child labour. The objectives and the indicators should ideally reflect what the institutions would be able to do after IPEC's intervention. Some of the suggested indicators (for instance, number of people trained) are measures of performance and can only serve as proxies for these objectives.</i></p>	<ul style="list-style-type: none"> ➤ Child labour is included in the political agenda of relevant public institutions (specify) ➤ Number of public initiatives to combat child labour influenced by the project (specify institution) ➤ Percentage of officials trained able to use the skills acquired in a systematic way. ➤ Number of officials receiving training in relevant institutions (specify institutions, if possible) ➤ Number of key officials in relevant institutions having received training on child labour issues (specify) 	<ul style="list-style-type: none"> ➤ Declarations, plans or other official documents of concerned institutions ➤ Official documents ➤ Project monitoring system ➤ Tracer studies of participants ➤ Organization charts and mission statements of specific institutions ➤ Training courses attendance lists ➤ Training courses attendance lists ➤ Project monitoring system 	<p>This indicator can be used in projects or CP (in the case of national or federal institutions) or in AP (for local institutions). The mainstreaming of child labour is, in this case, considered as a consequence of capacity building efforts. The same indicator is included in the section of awareness raising objectives, signalling mainstreaming as an effect of increased awareness.</p> <p>This indicator requires a clear definition of the concept "initiative", but it is useful as a reflection of the capacity to act. It should <i>not</i> include the activities financed or promoted by IPEC as part of the project or AP</p> <p>This is a very good indicator for capacity building, although it might be difficult to measure because it implies a follow up of all the trainees.</p> <p>This is a useful proxy indicator for increased capacity to deal with child labour. It can also be used replacing individuals ("officials") by institutions.</p> <p>This indicator can complement the previous one by providing an idea of the possible influence of the training. It can be transformed into a qualitative indicator including considerations on the influence of the trained persons.</p>
<p>Institutional development and capacity building</p> <p><i>Strengthening of social partners and NGO</i></p>	<ul style="list-style-type: none"> ➤ Child labour is included in plans of action and programmes of relevant social partners (unions, employers associations) or NGO (specify) 	<ul style="list-style-type: none"> ➤ Declarations, plans of action and programmes of relevant social partners 	<p>Same as the first indicator in the preceding section. The indicator can be used if mainstreaming is an effect of capacity building efforts. See section on awareness raising for other possible use.</p>

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Institutional development and capacity building Strengthening of social partners and NGO (cont.)	➤ Number of specific activities on child labour organised by social partners (specify organization)	➤ Annual reports or other documents from social partners	This indicator should <i>not</i> include the activities financed or promoted by IPEC as part of the project or AP. A qualitative analysis of each activity can be necessary to make sure that it is a consequence of the increased capacity promoted by the intervention.
	➤ Number of people receiving training in relevant social partners and NGO (specify institutions and type of training, if possible)	➤ Training courses attendance lists	This is a useful proxy indicator for increased capacity to deal with child labour in IPEC's social partners and implementing agencies. It can also be used replacing individuals ("people") by institutions.
	➤ Percentage of people trained able to use the skills acquired in a systematic way.	➤ Organization charts and mission statements of organizations	This is a very good indicator for capacity building, although it might be difficult to measure because it implies a follow up of all the trainees.
Institutional development and capacity building Strengthening of legislative framework and enforcement	➤ ILO fundamental conventions on child labour ratified	➤ ILO registry of ratifications	This indicator can only be used in TBP or CP done in countries that have not yet ratified Conventions 138 and 182, and if the ratification is not included as an output or objective.
	➤ Necessary instruments leading to ratification produced because of IPEC's support	➤ Project monitoring system	Sometimes ratification is out of IPEC's reach, since it is a responsibility of the national institutions and is then affected by local politics. This indicator, less ambitious, can be more useful than the previous one for cases where IPEC's lobbying capacity is less.
	➤ National / Municipal / Local plans adopted because of IPEC's support	➤ Official documents of national / municipal / local authorities	Can be used when the plans are not outputs of the intervention. The indicator should include a qualitative assessment on the plans.
	➤ Number of new legislative instruments according to ILO Conventions on child labour adopted (and / or amended) at national / local level	➤ National / Local legislative compendia	Indicator to measure the impact on legislation. In many cases it will be important to include a qualitative component to analyse the changes introduced.

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Institutional development and capacity building <i>Monitoring and verification systems</i>	➤ Number of cases identified through investigation brought to jurisdiction and provided with rehabilitation services	➤ Police registries	This indicator can be relevant for projects or programmes intending to strengthen the capacity of public institutions to ensure the enforcement of the relevant norms and laws.
	➤ Number of visits made by social / labour inspectors to monitor incidence of child labour	➤ Local / National inspection system ➤ Project monitoring system	Indicator of the capacity of the labour inspection. It is interesting if there is precise baseline data.
	➤ Percentage of companies / workplaces visited by social / labour inspectors at least twice in a year (of total companies / workplaces in the sector / area)	➤ Local / National inspection system	The indicator can be further specified (e.g. splitting the workplaces according to number of visits received).
	➤ Number of parents / community groups formed to monitor the incidence of child labour	➤ Project monitoring system	This can be a useful indicator reflecting the success of the capacity building in this area. It could be complemented by
	➤ Number of sites / companies / sectors that are qualified by the inspectors as "free of child labour"	➤ Local / National inspection system	This indicator reflects the efforts to withdraw children from work (see the first section of this table), but it can also reflect the increased capacity of the inspection system to perform their job (increased enforcement power).
	➤ Number of manufacturers / exporters participating in the monitoring programme	➤ Local / National inspection system	Indicator for the coverage of the monitoring system. It is useful to compare it with the total number of companies in the area / region.
	➤ Number of child labour inspectors trained at local / national level	➤ Training attendance lists	Proxy for the capacity of the national or local inspection system.

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Awareness raising and mobilisation	➤ Number of families / children / parents reached by awareness raising activities (in specific area)	➤ Project monitoring system with information from campaign	Although this indicator can provide an idea on the coverage of a campaign, it is very difficult to measure. Besides, it should be considered only as a proxy because it does not provide information about the effect of the campaign on the people attitudes.
	➤ Number of families / children / parents participating in awareness raising activities (in specific area)	➤ Project monitoring system with information from campaign	This indicator is another proxy for the effects of awareness raising, easier to measure than the previous one.
Awareness raising and mobilisation (cont.) <i>Campaigning and disseminating the accumulated knowledge about child labour is another important component of many IPEC's interventions. This is another way of indirectly reaching and benefiting IPEC's basic target group: the working children.</i> <i>It is also important to remember that the objective of awareness raising is promoting a change in attitudes. Indicators dealing with people reached by campaigns, then, can only serve as proxies for this objective.</i>	➤ Percentage of parents / families in the community with positive attitude towards the elimination of child labour	➤ Opinion surveys	This indicator is probably the best for the effects of awareness raising campaigns, but it generally requires expensive methodologies for collecting the information. It should only be used when there exists a sound baseline and the possibility of repeating the opinion surveys.
	➤ Number of families (in specific community / area) requesting assistance to withdraw their children from work (and enrol them in school)	➤ Project monitoring system	This indicator reflects the effects of the project on the attitude of families towards child labour.
	➤ Child labour is included in the political agenda of relevant public institutions (specify)	➤ Declarations, plans or other official documents of concerned institutions	This indicator can be used in projects or CP (in the case of national or federal institutions) or in AP (for local institutions). The mainstreaming of child labour is, in this case, considered as a consequence of awareness raising. The same indicator is included in the section of capacity building, but in this case mainstreaming should be as an effect of training or other efforts of institutional strengthening.
	➤ Child labour is included in plans of action and programmes of relevant social partners (unions, employers associations) or NGO (specify)	➤ Declarations, plans of action and programmes of relevant social partners	Same as above. The indicator can be used if mainstreaming is a consequence of awareness raising efforts. See section on capacity building for other possible use.

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Awareness raising and mobilisation (cont.)	➤ Budget committed to child labour elimination in relevant institutions (specify)	➤ Annual budgets of institutions.	In general, the increase of the budget is an effect of awareness raising or social mobilization. In some cases it could be considered as an indicator of the capacity building efforts. In general, this indicator will be used in CP, TBP or specific projects covering a whole sector (education, trafficking, etc.)
	➤ A network of relevant organization (specify) in place	➤ Project monitoring system ➤ Official documents of organizations included in network	The existence of a network might indicate the success of mobilization efforts. This indicator is more useful if it includes a qualitative analysis of the capacity of the network created (in terms of political influence, budget, frequency of meetings, etc.) The indicator can be used in AP (local networks) or in CP, TBP or projects (national, regional networks).
	➤ Number of key institutions participating in the network	➤ Official documents produced by network / by key institutions	Complements the previous indicator showing the institutional coverage of the network
	➤ Organisation of the community around the elimination of child labour	➤ Project monitoring system	Qualitative indicator for the effects of mobilisation on the community organisation.
	➤ Number of joint coordinated / concerted action taken by key public and private organizations at local, provincial, national and sub-regional level	➤ Documents by key organizations (specify)	This indicator should count only those initiatives attributable to IPEC, but not financed or promoted directly by the programme. It could be good to add a qualitative side to the indicator, since the type
	➤ Number of employers that agree to adopt a child labour free policy (in sector / area)	➤ Project monitoring system	Quantitative indicator reflecting the effect of awareness raising on employers.
	➤ Number of employers that agree to adopt a non-hazardous production process (in sector / area)	➤ Project monitoring system	Same as above, but specific for interventions in hazardous sectors.

Categories of objectives	Examples of possible indicators	Possible means of verification	Comments
Awareness raising and mobilisation (cont.)	➤ Number of press articles	➤ Main national / local newspapers and magazines	Indicator very useful for campaigns. It indicates the effect of awareness raising on the written media. The indicator can have a qualitative component including a discourse analysis. It can be good to specify the indicator as much as possible (e.g., only articles published in national newspapers).
	➤ Number of reportages broadcasted in television / radio	➤ Main national / local TV or radio stations	Same as above, but for other kind of mass media. Specification is again very desirable.
Production, dissemination and use of child labour information <i>IPEC also generates updated and reliable information on child labour through different programmes, especially SIMPOC.</i> <i>The key questions to define indicators for this kind of objectives are: What is the information for? How is it going to be used?</i>	➤ Integration of child labour modules into national statistic surveys	➤ Statistics Bureau	This is normally an output, or even an immediate objective, although it can be also an indicator reflecting the availability of the information on child labour in a determined country. This indicator should include a qualitative assessment of the type of integration (frequency of data collection, etc.)
	➤ Number of key public and private institutions (specify, if possible) using child labour information generated by the programme	➤ Official or unofficial documents of key institutions ➤ References in non-IPEC project documents produced by these institutions	Indicator linked to the use of information. It might require an important effort of monitoring.
	➤ Number of requests of information from NGO / governmental organizations / trade unions / employers organizations / journalists / others)	➤ Project monitoring system	Quantitative indicator reflecting the demand of information (from IPEC or IPEC's partners) on child labour. Is it a proxy for the objective "use of child labour information"
	➤ Use of child labour information in international publications and scientific reports	➤ International publications and scientific reports (specify)	This indicator is better than the previous one because it directly reflects the use of the information, but it is much more difficult to monitor since it requires the systematic revision of several sources.

SELECTED REFERENCES ON INDICATORS

Indicators on child labour

- BRAHAM, Mark and Matthew Braham (1999): *Indicators of child labour. A report to the International Programme on the Elimination of Child Labour of the International Labour Organization*, Geneva; mimeo; IPEC-ILO; Geneva.
- HOPKINS, Michael (1999): *A synthesis of methodological practice in seven country studies and first steps toward a methodology to assess the measurement and impacts of IPEC country programmes*; mimeo; IPEC-ILO; Geneva (especially chapter 4: *Toward an improved methodology using a set of indicators for M&E*).
- IPEC-ILO (2001): *Methodological guide for the development of national Time Bound Programmes*; mimeo; Geneva (especially chapters 2, *Situation analysis and indicators*, and 5, *Monitoring and evaluation*).
- JENSEN, Robert (2000): *Development of indicators on child labour. A report to the International Program on the Elimination of Child Labor at the International Labor Organization*; mimeo, IPEC-ILO; Geneva.

Specific references in ILO documents

- ILO: *Guidelines for the integration of gender issues into the design, monitoring and evaluation of ILO programmes and projects* (especially chapter 2: Objectives and indicators). Internet: <http://mirror/public/english/bureau/program/eval/guides/gender/index.htm>
- ILO: *Guidelines for the preparation of Summary Project Outlines for multi-bilateral financing*. Internet: <http://mirror/public/english/bureau/program/eval/guides/sprout/index.htm>
- ILO (1998): *Design, monitoring and evaluation of technical cooperation projects and programmes: a training manual*; International Labour Organization; Third Edition; Geneva.

Specific references in IPEC-ILO formats

- From the *Programme, Monitoring, Evaluation and Operations Manual for IPEC Field Offices* (in preparation): A guide to action programme design; Work plans.
- Country Programme Progress Report
- Annual Project Progress Report
- Project document preparation for US-DOL projects and programmes
- Progress reporting guidelines for US-funded IPEC projects / programs

ANNEX: Matrix of objectives and indicators

DEVELOPMENT OBJECTIVE		
IMMEDIATE OBJECTIVE	INDICATORS	MEANS OF VERIFICATION (If it can be determined at design stage)
I/O 1 (Component)		
I/O 2 (Component)		
I/O 3 (Component)		