



International
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THEMATIC REVIEW REPORT ON FORMAL AND NON-FORMAL EDUCATION TO COMBAT CHILD LABOUR

**International
Programme on
the Elimination
of Child Labour
(IPEC)**

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Abbreviations

ADB	Asian Development Bank
APEC	Asia-Pacific Economic Co-operation
ASEAN	Association of South East Asian Nations
ASPBAE	Asian-South Pacific Bureau of Adult Education
ATC	Apprenticeship training centres (in Turkey)
BGMEA	Bangladesh Garment Manufacturers & Exporters Association
BMM	Bandhua Mukti Morcha, India
BRAC	Bangladesh Rural Advancement Committee,
CB	Chhinnamukul Bangladesh, Bangladesh
CLC	Community learning centre (in Cambodia)
CCLWC	Community child labour watch committee (in Cambodia)
CTA	Chief technical advisor
DAM	Dhaka Ahsania Mission (Bangladesh)
DFT	Development Foundation of Turkey
EFA	Education for All
ETF	Education task force
FAWE	Forum for African Women Educationalists
FTI	Fast track initiatives
GCE	Global Campaign for Education
HIV/AIDS	Human immuno-deficiency Virus/Acquired immune deficiency syndrome
IASP	Integrated area-specific approach
ISPI	Italian Social Partners Initiatives
MAWTS	Mirpur Agricultural Workshop and Training School (Bangladesh)
MEKSA	Foundation of Vocational Training and Small Industries (Turkey)
MIDAS	Micro-Industries Development Assistance and Services (Bangladesh)
MIT	Micro Institute of Technology (Bangladesh)
MOEYS	Ministry of Education, Youth and Sports (Cambodia)
MONE	Ministry of Education (Turkey)
MOSALVY	Ministry of Social Affairs, Labour, Vocational Training and Youth Rehabilitation (Cambodia)
MOU	Memorandum of understanding
MPC	Multi purpose centre (in Bangladesh and the Philippines)
MVF	M. Venkatarangaiya Foundation (India)
MVT	Monitoring, verification and tracking
NFE	Non-formal education
NFED	Department of Non-Formal Education (Cambodia)
NGO	Non-government organizations
NORAD	Norwegian Agency for Development Cooperation
NPM	National Programme Manager
NSC	National Steering Committee
OSHWR	Occupational safety, health, and workers' rights
PDEYS	Provincial Department of Education, Youth and Sports (Cambodia)
PTAs	Parent-teacher associations
RIC	Resource integration centre
SCLWC	School child labour warning committee (in Cambodia)
SIBL	Social Investment Bank Limited (Bangladesh)
STDs	Sexually transmitted diseases
TEC	Transitional education centre (in India)
TMMS	Thengamara Mohila Sabuj Sangha (Bangladesh)

UCEP	Underprivileged Children's Education Program (Bangladesh)
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDP	United Nations Development Fund
UNESCO	United Nations Education, Sciences and Culture Organization
UNGEI	UN Girls' Education Initiative
UNICEF	United Nations Children's Emergency Fund
USDOL	United States Department of Labour
VTC	Vocational training centre
WB	World Bank
WFCL	Worst forms of child labour

Glossary of terms¹

Compulsory education

Compulsory education refers to the age range during which children and young people are legally obliged to attend school. This varies from one country to another.

Formal education

Formal education refers to the graded classroom elementary and secondary experiences provided by both government and private sectors, with a specific curriculum prescribed by the Department of Education, and the tertiary experience under the Commission on Higher Education².

Gender equality

Gender equality means equal rights, equal access, and equal opportunities for members of different sexes to all kinds of resources at all levels of society. It means no discrimination is made on the basis of sex.

In-service training

Any vocational training acquired during employment. Its purpose is to increase specific knowledge, attitude, and/or or skill on specific issues related to the current employment.

Life skills

Life skills cover a broad range of skills and attitudes that are fundamental to realizing own potentials (such as decision-making skill, problem-solving skill, self-expression, healthy self-concept and self-image, promotion of self-esteem, etc.) and living in harmonious relations with other people (such as listening skill, communications skill, negotiation skill, team work, conflict management skill, etc.). These skills can greatly enhance children's development in a variety of ways, enable the children to better cope with themselves as well as their environments, and help to prepare the children for their future life.

Non-formal education

Non-formal education refers to the non-graded (but can be accredited) learning experiences provided by both private and public sectors, with specific learning areas and designed for specific learning needs and learners, e.g. literacy for non-readers. This also includes other forms of learning experiences and training programs such as leadership, peer counselling, health education, arts and culture camps etc.³

Primary education

Primary education (sometimes called 'elementary education') refers to educational programmes which are designed to give students a sound basic education in reading, writing, mathematics, and an elementary understanding of general subjects such as natural science, history, geography, hygiene,

¹ Development of this glossary has been based on and/or adapted from the ILO Thesaurus, IPEC Desk review of IPEC action programmes with an important component in education; and UNESCO: *Gender and Education for All: The Leap to Equality*. EFA Global monitoring Report 2003. (Paris, 2003).

² ILO/ERDA: *Managing an education initiative*, p.8. (Geneva, 2002).

³ Ibid, p.8.

art, music, and physical education. These subjects aim at developing students' ability to obtain and use information they need about their home, community, country, etc.

Quality of life education

Quality of life education refers to a wide range of basic skills, knowledge and information that enable children to look forward to a better future such as education on child rights and human rights education, occupational health safety, health education, sexuality education, gender sensitivity training, HIV/AIDS prevention, environment protection, water sanitation, child labour, civic education for good citizenship, and human relationships, etc.

Secondary education

Secondary education includes two levels: lower secondary education and upper secondary education. It is designed to continue the basic programmes of the primary level. Teaching at the lower secondary education level is typically more subject-focused than primary education, and requires more specialized teachers for each subject area. Upper secondary education is the final stage of secondary education. Instruction at this level is usually organized more along subject lines than at the lower secondary education level, and teachers need to have higher and more subject-specific qualifications.

Skills training

Skills training (sometimes used interchangeably with 'vocational training') refers to educational programmes which provide skills to prepare children for gainful employment. The programmes can be conducted either by the formal education system, non-formal education agencies, or private businesses. The skills provided are usually practical skills that can lead to income generation either through wage labour or by self-employment. The programme may or may not be formally structured, and may or may not lead to certification upon completion of the course.

Technical and vocational education

Technical and vocational education is designed mainly to prepare students for direct entry into a particular occupation or trade. Successful completion of such programmes normally leads to a labour-market relevant vocational qualification recognized by the competent authorities in the country in which it is obtained such as the ministries of education, ministries of Labour, employers' associations, etc.

Transitional non-formal education

Transitional non-formal education (or transitional NFE) refers to educational programmes which are provided to children withdrawn from child labour, and to younger children, to prepare them, intellectually as well as mentally and emotionally, for mainstreaming into the formal school system. The programmes are usually designed to be flexible, where different types of literacy or different grade levels of non-formal education containing different contents and requiring different lengths of time are provided to the target children based more on their existing literacy skills than on their age or their developmental stage. Transitional NFE is intended to ease the transition between the world of work and the world of education for the children, and is believed to promote school retention as well as better school performance among the ex-working children.

Executive summary

Background and context

Education of good quality will ultimately be one of the most effective instruments for eliminating child labour. While it is widely recognized and accepted that it is poverty that pushes children to be engaged in child labour, it is mainly education that will pull them out. Accessible, good quality schools can keep children out of unacceptable forms of work. Furthermore, child labour prevents children from attending and benefiting from school. In this sense, the twin global goals of the effective abolition of child labour and the realization of Education for All (EFA) by 2015, as part of the wider Millennium Development Goals, are intimately connected.

The essence of these inter-linkages between the twin goals of EFA and the abolition of child labour leads to the logic underlying the thrust of international instruments, including the Minimum Age Convention No. 138 (1973) on the need for compulsory education up until children reach the official working age.

Essentially, all IPEC field projects include some education-related components. The aim of these interventions is to prevent children being drawn into child labour or to help withdraw children from child labour. Depending on the specific context these interventions might involve basic literacy, formal and non-formal education, skill formation and apprenticeship. Furthermore, these projects contribute to developing the capacity of education systems in efforts to improve access, quality, relevance and delivery. IPEC has over 15 years experience working on child labour issues using education and skills training programmes.

Moving forward, the real challenge is finding ways to meet the educational needs of the hard-to-reach working children. This means addressing the barriers to access, including cost, quality and relevance of education. For some children who have never been to school or have been out of school for a long time, some type of transitional formal or non-formal education will be necessary. Non-formal education can have an important role to play in meeting the needs of marginalized children. For some it will be a self-contained experience, whilst for others it will form a stepping-stone to the formal education system. In this way, non-formal education complements, and does not compete with the formal education system. What must be avoided is turning non-formal education into a second-class education for poor and marginalized children, or a parallel system competing against the formal education system.

Over the years, IPEC has acquired considerable knowledge and expertise regarding educational interventions to tackle child labour at each key stage of the life cycle. The emphasis should be on ensuring that all children from the earliest years develop the habit of going to school, that schools actively seek children and promote a child-friendly ethos that ensures that all children both stay in and benefit from formal education up to the minimum age for work. Here special attention needs to be given to the needs of girls, particularly to ensure their progress from the primary school stage into secondary education.

Aims and methodology of the review

As the scale of work on education has increased, IPEC recognized the need to review its work in this field. The review was undertaken in 2003. In the period since then, IPEC has continued to promote good practices and strengthen its work in this area, not least through developing partnerships with other major global actors on child labour and education, such as UNESCO, UNICEF, UNDP and the World Bank.

The aims of the review were to:

- synthesize the experience of IPEC supported formal/non-formal education programmes
- identify various strategies and intervention models;
- document specific achievements and lessons learned;
- propose new initiatives based upon current experiences;
- identify replicable good practices and to be used in future programmes; and
- highlight issues for future research.

The review is a synthesis of reports on formal and non-formal education conducted in nine countries: Bangladesh, Cambodia, Colombia, India, Kenya, the Philippines, Peru, Senegal, and Turkey.

The review was based on a common framework developed in March 2003 by consultants involved in the national reviews. The actual review and data collection took place during the second half of 2003.

The report synthesizes findings from the country visits with findings and information from other relevant IPEC studies and reports in order to provide a broader picture of emerging patterns and issues for discussion relating to formal and non-formal education initiatives in IPEC programmes.

A total of 69 action programmes in these countries were visited and reviewed by eight different consultants. The action programmes reviewed in the nine countries were a mixture of ongoing programmes and programmes that had been already been completed. For example, in the case of Bangladesh, all action programmes reviewed were still ongoing, whilst in India only one out of six action programmes was still ongoing.

The study had certain limitations. First, the limited time available for collecting information in each country restricted the consultants' ability to obtain the fullest appreciation of national situations and programme issues. Second, the level of detail provided by country reports was not consistent, with some reports providing more and others providing fewer details. This made comparison rather difficult because some details were missing from some country reports. Third, whereas most country reports tried to include both macro and micro levels, (including interviews with a considerable number of children, parents, teachers, other stakeholders, and field staff) some country reports focused on the macro national level, and took into account only national resources and perspectives.

This report is divided into six parts: 1) introduction and overview, 2) findings and emerging patterns, 3) issues for discussion, 4) knowledge assets of good practices and what can be replicated, 5) lessons learned on the provision of formal and non-formal education and what works, and 6) recommendations.

Overview of findings and emerging patterns

The models of educational provision for working children being supported by the reviewed programmes consisted of: mainstreaming directly into formal education, functional literacy, enhancement programmes, functional literacy plus enhancement programmes, functional literacy or non-formal education plus skills training, literacy or transitional non-formal education to prepare for mainstreaming, combining either formal education or non-formal education with work, and combining formal education with non-formal education. There was also some pre-school education for young siblings.

A wide range of support activities were also provided including school-related support (such as counselling, additional tutoring, meals, books and other school materials, transportation, and

uniforms), as well as, support activities to promote quality of life (such as health care and health education, life skills, recreation, child rights education, etc.). The extent and duration of these services varied significantly between countries.

In all the countries reviewed, the action programmes were delivered by a range of providers, including Government agencies, civil society groups, and in some cases teachers' trade unions. Among the implementing agencies in the various countries, there were different concepts and views about education regarding what should be provided to whom and in what ways, resulting in the provision of various types of education to the target children.

Action programmes included a range of target groups, and generally efforts were made to provide additional support to parents, families and/or communities, in order to promote their involvement in the programmes, mostly through awareness-raising and income-generating activities. However, the support services varied from one action programme to another in the same country as well as across countries. Additionally, all action programmes included activities to promote sustainability through diverse strategies.

While efforts were made to reach girls in most countries, the review considered that other marginalized children who were also at risk for becoming child workers were not adequately targeted. Barriers preventing children from formal education included: poverty, and community attitudes and values, in particular those that were gender-based.

Regarding formal education, it was found that there were school, materials, and teacher shortages. Curriculum and materials were standardized around the dominant language and culture making them largely irrelevant to children in minority social and cultural contexts: precisely the contexts from which many working children are likely to come from. The quality of teaching and instruction tended to be rather low, and classes were not child-friendly.

Some non-formal education had certain strengths, including flexibility, accessibility, relevance to the children's lives and the community's contexts. However, there were also problems and concerns, particularly regarding inconsistent quality, lack of assessment and of certification, that often mark it as second-class education.

There was a wide range of practices on monitoring, follow-up, and evaluation in the nine countries reviewed. Systematic assessment of what the children learned and mastered was lacking in many countries and almost non-existent in a few others such as in Senegal, Colombia and Peru.

There were a number of good examples of action programmes in several countries utilizing an integrated strategy and implementing a comprehensive package of activities in order to deal with the child labour problem both in the short-term and the long-term.

Recommendations

The key recommendations that emerged from this comprehensive review were as follows:

Policy recommendations for IPEC-HQ

IPEC-HQ should:

- advocate as well as support governments to improve both the quantity and quality of formal and non-formal education;

- support the enhancement of the quality of Non formal education and advocate for certification of Non formal education as equivalent to the formal education at the primary and secondary education levels;
- pay more attention to the provision of secondary education;
- develop partnership to promote girls' education and gender equality in education;
- pay more attention to education for young siblings in terms of quality as well as coverage;
- develop policies and guidelines for all country programmes to promote and include HIV/AIDS components;
- pay more attention to children who are vulnerable to HIV/AIDS and to child labour, particularly migrant children, street children, children of drug users, and children of sex workers;
- be more pro-active regarding prevention of child labour, especially through policy advocacy and policy development, and adopt a more integrated approach to providing education and skills training;
- collaborate closely with other UN agencies and other organizations and networks in order to advocate and facilitate the development of appropriate practices and enabling policies and legislation; and
- focus on promoting and consolidating the development of global agenda on child labour and decrease efforts on direct interventions by supporting others to work at this level.

Recommendations for IPEC country offices

At the field level IPEC should:

- collaborate more with other UN agencies and Ministries of Education to make school more accessible, child-friendly and relevant;
- strengthen capacity building for both the pre-service and in-service training of teachers;
- promote secondary education for children who have completed primary education but are still too young to enter the workforce;
- enhance efforts to reach and enrol girls and other marginalized children;
- pay more attention to the roles of religious leaders and religious schools;
- work more closely with the various ministries, international agencies, and key national NGOs to design/develop curricula, instructional materials and methods, teacher training, monitoring, and certification programmes;
- promote education for young siblings as a compulsory part of any education package for targeted children;
- pay more attention to prevention, policy advocacy and development, and capacity building;
- adopt a rights-based and empowerment approach, rather than a welfare-based approach;
- seek out and forge partnerships with different types of stakeholders and strategic partners at local as well as national levels;
- mainstream the issue of child labour and the importance of education into existing mechanisms and structures, (such as government initiatives, poverty alleviation strategies, EFA, other UN agencies' programmes, etc.);
- pay more attention to quality control of action programmes including formulating and enforcing clear guidelines, providing technical support, and developing systematic follow-up, assessment and evaluation systems;

- consider extending implementation time for action programmes to facilitate quality work to be done; and
- develop a practical system for knowledge management and knowledge sharing among IPEC staff, implementing agencies and partners.

Recommendations for IPEC partners

IPEC partners should:

- give serious attention to the adequacy and quality of support activities that should be included in all action programmes;
- include life skills in all education programmes, formal as well as non-formal;
- provide HIV/AIDS education, especially for children aged 12 and over;
- ensure that children and youth mobilization and empowerment are an objective of all programmes;
- explore income-generating activities in schools as an innovative model that could be encouraged, with the requisite planning, management, and assessment mechanisms put in place;
- provide literacy and/or adult education to parents as appropriate;
- adopt a rights-based and empowerment approach, rather than a welfare-based approach;
- pay more attention to macro issues e.g. poverty and other national development and/or reform programmes and their linkages to education;
- ensure that all action programmes develop or adopt a system for measurement and evaluation that includes both quantitative and qualitative dimensions;
- consider the replication of alternative educational models (distance learning, non-formal education, apprentice training, etc.) where appropriate; and
- ensure that lessons learned are documented and publicized. These lessons learned should be utilized in future programme design and implementation.

Future action programme design

In the period since this review was undertaken, IPEC has developed new guidelines for field staff and implementing agencies on the design of action programmes. The latest Technical Design Guidelines are contained in IPEC's Education Resource Kit.

Part 1: Introduction and overview

1.1 Introduction

Background and context

IPEC has over 15 years experience working on child labour issues and using education and skills training programmes as interventions to tackle child labour. A desk review conducted in 2001 recommended an independent thematic evaluation on specific areas of IPEC's work such as formal and non-formal education and skills training. In accordance with that recommendation, and in order to create better and more comprehensive policy and operational guidelines for integrating formal and non-formal education into its programmes, IPEC undertook this review in 2003. The specific purposes of this thematic review were to:

- synthesize IPEC's formal/non-formal education programmes;
- identify various strategies and intervention models;
- document specific achievements and lessons learned;
- propose new initiatives based upon current experiences;
- identify replicable good practices to be used in future programmes and;
- highlight issues for future research.

This report should be viewed in the broader context of IPEC's emphasis on education as a key intervention to prevent and eliminate child labour. Child labour and the achievement of Education for All (EFA) as part of the Millennium Development Goals (MDGs) are intimately connected. Education is a key preventive measure ensuring that children do not enter child labour. Conversely, achieving universal education requires reaching out to the millions of children who are forced to work

This focus on the connection between education and child labour includes using transitional non-formal education where appropriate. Today, IPEC is also placing greater emphasis on improving the formal education system as part of the worldwide movement to achieve EFA and the MDGs. In particular, this means accelerating the timetable for universal basic education with a special attention to at-risk groups such as girls.

Over the years IPEC has acquired considerable knowledge and expertise regarding educational interventions against child labour. On the basis of this experience, it has been possible to form key insights and principles to guide good practice in this field. For example, educational interventions to combat child labour have to be matched to the age of the child and their level of development. The emphasis should be on ensuring that all children from the earliest years (through early childhood education) develop the habit of going to school, and that schools actively seek children and ensure a child-friendly ethos, so that all children both stay in and benefit from formal education up to the minimum age for work.

At the same time, the provision of non-formal or transitional education may be necessary to ensure that former child workers can catch up with their peers who began formal schooling at the appropriate age. However, experience has shown that simply providing basic literacy and numeric skills through non-formal education does not guarantee that children will be permanently withdrawn from work, which is why, wherever possible, mainstreaming such children into the formal education system is vital. Non-formal education can have an important role to play in meeting the needs of marginalized children that are under-served by the formal education system, but it should be complementary to the formal school system and not competitive with it.

Effective partnerships are part of the key to success. If the child labour concern is to be mainstreamed into national education plans then a broad alliance has to be forged to challenge and support governments to properly respond to the right of all children to a quality basic education and to be protected from economic exploitation. This means forging partnerships within government; partnerships between the public sector and civil society; and partnerships between external agencies, such as those belonging to the UN system.

1.1.2 The report

This report is a synthesis of eight country thematic reports on formal and non-formal education conducted in nine countries: Bangladesh, Cambodia, Colombia, India, Kenya, the Philippines, Peru, Senegal, and Turkey. The report attempts to synthesize findings from the country visits with findings and information from other relevant studies and reports in order to provide a broader picture of emerging patterns and issues for discussion relating to formal and non-formal education in IPEC programmes.

Altogether, a total of 69 action programmes in the selected countries were visited and reviewed by eight different consultants. Forty-four of these action programmes involved providing or facilitating formal and/or non-formal education. Table 1 in Annex 5 shows the number of action programmes reviewed in each country and the number of reviewed action programmes with education provision. The list of the action programmes reviewed is included in Annex 1.

It should also be noted that overall the action programmes reviewed in the nine countries were a mixture of ongoing programmes and completed action programmes. For example, in the case of Bangladesh, all action programmes reviewed were still ongoing. In the case of India, by contrast, only one out of six action programmes was still ongoing. Of the remaining five action programmes reviewed, some were described as being “long over”.

1.2 Methodology

This thematic review on formal and non-formal education employed two distinct but complementary data collection methodologies: documentary analysis and field data collection. With suggestions and assistance from IPEC-HQ, the consultant studied and analysed a number of varied and relevant documents including: global policy and strategy-related papers and documents; campaign and awareness-raising documents; project proposals and evaluation reports of action programmes and countries not included in the field visits; desk reviews; good practices; and various guidelines. Field data collection was conducted in selected countries in order to obtain primary data. Documentary analysis provided a broad framework for reviewing and comparing data emerging from specific action programmes during the actual field visits, and for benchmarking of IPEC interventions.

1.2.1 Selection of countries for review

Selection of countries for review was made by IPEC-HQ based on a number of factors including recommendations from the desk review, and the need for geographical coverage. The selection was discussed and slightly adjusted in consultation with the team leader and lead consultants in March 2003.

1.2.2 Design and development of questionnaires for data collection

The questionnaires for data collection were designed, developed, and finalized by the team leader and lead consultants in consultation with IPEC-HQ during March-April 2003 and formed the main part of the terms of reference. (Note: the questionnaires are attached as Annex 4). The questionnaires were also sent, along with other information and guidelines on the thematic review initiative, to IPEC country offices to assist them in selecting appropriate action programmes for review and making arrangements for interviews and visits to relevant project activities.

1.2.3 Selection of action programmes and interviewees

At country level action programmes were selected for review by the IPEC National Programme Manager (NPM) and/or Chief Technical Adviser (CTA). The team leader also provided orientation and clarification on the guidelines to the country-level IPEC staff responsible for the initiative. Inputs from the consultants to the process of selecting action programmes for review and developing the schedule of visit differed from one country to another. Generally, at the field level, the action programmes, in consultation with the IPEC country office, selected activities for the consultants to visit, and the stakeholders and beneficiaries for the consultants to meet and interview. Inputs from the consultants to the process of selecting project activities for review and developing the schedule of local visits also differed from one action programme to another.

1.2.4 Data collection at country level

The review of action programmes in all the countries was based on a common framework and questionnaires guiding data collection developed jointly by the lead consultants. Documentary review and analysis of various project documents and other relevant documents was made by consultants prior to field visits to project activities and interviews with various stakeholders as arranged by IPEC country offices. Actual field data collection was conducted during the second half of 2003, and consisted of field visits to selected project activities such as implementing agencies' offices, school and training facilities, different types of classes in action, relevant community meetings, and support services in action. Meetings were held and interviews were conducted with relevant stakeholders including IPEC country staff and project staff, teachers and students, parents, and other key partners from various government agencies, local government, NGO, teachers' associations, employers' organizations, trade unions, community leaders, and so on. Country reports were finalized during the second half of 2003 and the beginning of 2004.

1.2.5 Thematic report preparation and finalization

In the preparation of the thematic report, findings from these country reports were supplemented by information from other key IPEC documents and findings from other IPEC evaluation studies as relevant and as recommended by IPEC-HQ. The first draft of the thematic report was distributed for feedback from IPEC-HQ staff, country staff, and consultants conducting the country visits and reports. Comments and suggestions received from IPEC-HQ, consultants preparing country reports, and IPEC country offices were taken into consideration in the revision and finalization of this report. Consultation with key IPEC-HQ staff took place at regular intervals throughout the review process.

1.2.6 Limitations of the study

The limited time available for collecting information in each country prevented the consultants from appreciating all there was to be analysed and presented. Therefore, some good action programmes, activities, and lessons learned from each country may have been left out.

The level of detail and analysis provided by the country reports were quite diverse, with some reports providing more and others providing fewer details and analysis. This makes comparison and identifying emerging patterns rather difficult. In some instances country reports do not provide a clear view of the educational scene, for example, how formal and non-formal education programmes differed. As this report relies mostly on the country reports, its quality and comprehensiveness depends, inevitably, on the quality and comprehensiveness of these reports.

The country reports also differed with regard to number and types of stakeholders included in field data collection. Whereas most country reports tried to include both macro and micro levels, and include interviews with a considerable number of children, parents, teachers, other stakeholders, and field staff of action programmes, some country reports focused on the national (macro) level and took into account only national resources and perspectives. The Colombia/Peru report, for example, provided details of various national dimensions, (as a result of interviews conducted with key persons such as national coordinators and heads of action programmes), but there were no meetings/interviews with beneficiaries and other stakeholders at local levels.

There were some barriers in collecting data in countries where the consultants were not native to the country (i.e. in Bangladesh, Cambodia, and Senegal) and could not communicate in the local language, hence the consultants had to rely on the translation provided by the IPEC staff who accompanied them during field visits to action programmes and communities. Although there were no questions raised about accuracy and reliability of the information obtained in this way, it is still important to understand the context in which interviews and discussion took place. Similar constraints applied where consultants could not read project-related documents or instructional materials in local languages.

1.3 Structure of the report

This report is organized into six parts, as follows:

Part 1: Introduction and overview provides the introduction, methodology of the study, structure of the report, and brief overview of formal and non-formal education in the relevant countries.

Part 2: Findings and emerging patterns includes findings from the country reports on the nine countries supplemented by findings and information from other relevant studies, categorized into such topics as: key IPEC policies and strategies, policy and implementation environments, existing models of formal and non-formal education, accessibility, relevance, quality, support services, and strategies to promote sustainability.

Part 3: Issues for discussion, are based on findings and patterns emerging from the country reports, and include discussion on a number of issues such as: the FE/NFE debate; problems and potentials in NFE: second chance, second choice, or second class education; making schools child-friendly, relevant, and child-centred; problems and challenges in formal education; mainstreaming; mobilizing teachers, schools, teachers' unions/associations; gender in education; empowering mothers; addressing vulnerabilities and preventing future child labour; children as part of the solution; the need for more advocacy; sustainability issues; relationships between education and skills training and the elimination of child labour; and conclusion.

Part 4: Knowledge assets of good practices provides a summary of good practices found in the action programmes reviewed in the participating countries plus the knowledge assets acquired from these good practices.

Part 5: Lessons learned are based on the findings of the study.

Part 6: Recommendations are made for IPEC-HQ, for IPEC country offices, and for partners and action programmes.

1.4 Brief overview of main findings on formal and non-formal education in the nine countries

1.4.1 Providers of formal and non-formal education

In all the countries reviewed, education services were provided by a range of providers, including government agencies (especially those under the Ministry of Education), and non-government organizations.

1.4.2 Types of education services provided to target children

There were different types of education services provided in IPEC programmes to the target children, including those who were still working as well as those who have been removed from hazardous and/or exploitative work. The different types of education services consisted of: mainstreaming directly into formal education (practiced only in Kenya); functional literacy (practiced only in Bangladesh and the Philippines); enhancement programme (practiced only in the Philippines); functional literacy plus enhancement or enrichment programme; functional literacy or non-formal education plus skills training; literacy or transitional non-formal education to prepare for mainstreaming (all countries); combining either formal education or non-formal education with work; combining formal with non-formal education (only India) and; pre-school education for young siblings. Cambodia and Bangladesh had the most varied types of education services. Table 3 in Annex 5 provides a summary of types of education services provided in these countries.

1.4.3 Support activities for students

A number of support activities/services were provided for the children in addition to educational services, including support activities both related to and unrelated to education. They covered a wide range of activities and services, from counselling and additional tutoring to character building, youth clubs, and processing legal documents.

1.4.4 Target groups

As well as focusing on children and families as beneficiaries, action programmes also worked with various target groups for awareness-raising, capacity building, advocacy, and/or partnership/alliance building. Such target groups ranged from the children's parents, to the media and trade unions; but some action programmes included more target groups than others. All countries worked with parents and community leaders/community organizations. Most countries, with the exception of Colombia/Peru, worked with teachers, schools, and/or teachers' associations. Three countries i.e. India, Kenya and Turkey also worked with the media. Bangladesh, India, Senegal and Turkey also included activities specifically benefiting young siblings. India was the only country reviewed which worked with all nine target groups, with Bangladesh working with eight. By contrast, Colombia/Peru worked with only two target groups.

1.4.5 Support for involvement of parents, family, and community

Efforts were generally made by action programmes to provide additional support to parents, families and/or communities in order to promote their involvement in the programmes, although the support varied from one action programme to another in the same country as well as across countries. Awareness-raising was the only support provided in all countries, but income compensation was only provided in India and Turkey. Table 6 in Annex 5 provides a summary of support services provided to parents, families and/or communities in the action programmes.

1.4.6 Activities to promote sustainability

All action programmes included activities to promote sustainability. Four activities were conducted by all countries to promote sustainability: public awareness raising; involving family and the community; capacity building for local partners; and capacity building for implementing agencies. Senegal had the fewest such activities, at six out of 11. The country that had all 11 activities was Cambodia, while Bangladesh, the Philippines, and Turkey had ten. Table 7 in Annex 5 provides a summary of activities conducted to promote sustainability.

Part 2: Findings and emerging patterns

In this part, findings from the country reports on the nine countries are presented and supplemented by findings and information from other relevant studies, categorized into topics, namely: key IPEC policies and strategies, policy and implementation environments, existing models of formal and non-formal education, accessibility, relevance, quality, support services, and strategies to promote sustainability.

2.1 Key IPEC policies and strategies

Based on the document *Combating child labour through education*⁴ and discussion with key IPEC HQ staff, key IPEC policies and strategies may be summarized as follows:

- Ensuring children's access to free and compulsory education up to the minimum age for entering into employment, as defined by ILO Convention No.138, is a key and effective element in the prevention of child labour. IPEC therefore works with member countries and the education sector to improve the access to and quality of education for former child labourers and children at risk at both the policy and the implementation levels.
- Non-formal education should be promoted as a transitional tool and process to re-integration into formal education where children have far greater opportunities for further education and subsequent employment.
- Skills training should be provided to prepare children who are above the legal minimum age of employment, and who have already acquired basic education or adequate functional literacy and numeracy skills, for entry into gainful and skilled employment. This should include education on occupational health safety and labour rights.
- While the ILO's ultimate goal is the elimination of all forms of child labour, as defined by ILO Convention No.138, immediate attention must be given to action against the worst forms of child labour as defined in ILO Convention No.182. ILO Convention No.182, which defines the age of the child as 18, emphasizes the important role that education and skills training must play in the rehabilitation of children released from the worst forms of child labour.
- In-country ownership needs to be built from the beginning through working with a broad alliance of partners in each country ranging from government agencies, workers' and employers' organizations including teachers' unions, and non-government organizations to the business sector, communities, parents and children, as well as through drawing on and co-ordinating the varied expertise of key actors in relevant fields;
- A comprehensive programme to combat child labour should include policy advocacy and policy/legislation development, removal and rehabilitation of child labourers, awareness raising/social mobilization on the importance of protecting the rights of the child and the consequences of child labour, institutional capacity building for partners and stakeholders, as well as economic empowerment of families and communities. Linked efforts have to be made both at the local level in terms of area-based programmes and at the national level.

IPEC is gradually reducing its role in the direct execution of individual programmes while increasing its focus on larger, integrated and highly focused projects at the national and sub-regional levels. There is now greater focus on policy and technical assistance for ILO member states in formulating their own policies and programmes related to the implementation of ILO Convention No. 182 on the worst forms of child labour and Convention No. 138 on the minimum age for admission to

⁴ IPEC: *Combating child labour through education*. (Geneva, ILO, 2003).

employment. More than three-quarters of ILO member states have ratified Convention No. 182 and universal ratification is in reach. To ensure effective implementation and monitoring of ILO child labour Conventions, upstream policy-related work and traditional downstream interventions are being combined in an integrated approach sensitive to the capacity of the participating member states. IPEC support to member states currently comprises:

- formulation, promotion, enforcement and monitoring of relevant national legal frameworks;
- collection and analysis of data on the worst forms of child labour and the development of credible and comprehensive child labour monitoring and reporting; and
- development and implementation of comprehensive time-bound policy and programme frameworks to address child labour issues, with focus on the worst forms of child labour.

To accommodate this shift in strategy, IPEC began restructuring its operations in 2001. Four specialized units divided among four thematic areas were created to better provide technical support through the development of new products and product packages: vulnerable groups, hazardous work, education, and economic development. IPEC's research unit and its statistical unit (SIMPOC) were merged and the Programme Design and Evaluation Unit was expanded.⁵

In recent years the ILO's focus has been on working with the education sector to integrate the concerns of working children in educational policies and programmes which is critical to prevention and sustainability. It has also placed more focus on providing technical and policy advice to governments and social partners. Two important initiatives undertaken by IPEC since the 2000-01 biennium reflect the focus on comprehensive, integrated actions. These are the development of Time-Bound Programmes (TBPs) for the elimination of the worst forms of child labour and the Networking Initiative, which covers development policy (DPNet) and hazardous child labour (HCLNet).⁶ ILO's 2004-2005 Programme and Budget emphasizes the need to mainstream child labour into national programmes dealing with poverty reduction as well as into education programmes and development frameworks such as Education for All.⁷

In April 2003, the ILO-IPEC conducted a key event, the Strategic Planning and Operations Management Workshop, in Turin which resulted in the Strategic Programme Impact Framework (SPIF) which identified three lines of action: prevention of child labour, withdrawal of children engaged in worst forms of child labour as defined in Convention No.182 and children below the minimum age as defined in Convention No. 138, and protection of children above the minimum legal age who are engaged in hazardous child labour. Due attention is placed on livelihood improvement, education, safety nets, rehabilitation alternatives and protection, as well as on the need for knowledge base, awareness-raising, social mobilization, and policy and legislative development. Based on the Theory of Change on what a country could do to eliminate child labour, IPEC's roles are identified as both facilitation and demonstration, at global and national levels.⁸

At country levels, IPEC country offices follow these policies and strategies with some adaptations in translating the policies and strategies into programme implementation, based on the country contexts and existing country policy environments. Several examples of country policies, focuses, and strategies are presented below to illustrate the adaptations made and the focused areas.

In Cambodia, IPEC-Cambodia adheres to the following strategies on child labour: increasing school enrolment and maintaining attendance of children at risk; using non-formal education (NFE) as

⁵ IPEC: *IPEC's strategy to eliminate child labour*. Fact Sheet. (Geneva, ILO, 2003).

⁶ Ibid.

⁷ Interview with Urmilar Sarkar, former staff of IPEC Education Unit, 24 March 2004.

⁸ Annex 3 to the workshop proceedings for the Strategic Planning and Operations Management Workshop, Turin, 1-4 April 2003.

transitional means to mainstream working children; promoting alternative livelihood for older children through skills training and credit scheme; livelihood promotion for parents; promoting school/community empowerment, promoting local ownership through school- and community-based monitoring, policies and mechanisms development and empowerment; and capacity-building for partner agencies, staff and government agencies. In Bangladesh, IPEC-Bangladesh's intervention strategies include withdrawal from the worst forms of child labour (WFCL), education, skills training, awareness raising and social mobilization, micro credit scheme, health services, and local institutions building. As the majority of children have dropped out of school for many years, however, transitional non-formal education programme (NFE) need to be provided so that these children, who are older than the average school children in the regular classrooms, could catch up with school work in the NFE track. When they become mainstreamed in the regular primary schools, they could be placed in a higher grade and could study with older primary schoolchildren. IPEC also emphasizes the importance of prevention of child labour among the young siblings of working children, and makes efforts to provide some kind of preparatory education for the younger siblings and ensure that they will be able to enrol in school when they enter school age. It is considered very important to design and plan a comprehensive response with clearly-defined targets which will involve every ministry and every sector in working together in order to reach the goal of elimination of child labour problems by the year 2015. Key concerns mentioned by IPEC staff consist of the following:

- clear definitions of the worst forms of child labour (WFCL) in the context of Bangladesh;
- the absorptive capacities of the stakeholders and partners, especially government agencies;
- programme content: after removal of children, what should happen, what needs to be done;
- IPEC's competitive advantage and how it differs from other actors and supporters;
- gaps in the knowledge base; and
- policy advocacy and reform.

In **the Philippines**, the main goal of the IPEC formal and non-formal education programmes is the progressive elimination of children under the age of 18 years from the worst forms of work conditions, with priority given to those engaged in domestic work, mining and quarrying, prostitution, agriculture production, pyrotechnics, and commercial fishing. In line with this goal, IPEC formal and non-formal education programmes implemented by its various partner organizations aimed to achieve any or a combination of the following objectives:

- to provide educational assistance (in the form of school supplies, uniforms, project allowances, and payments of school fees) that will enable the children to improve their school participation, quantitatively and qualitatively;
- to help mainstream /integrate the younger children into the formal school system by preparing them for any school entrance level tests, as well as by providing them with skills to cope with the regular school systems;
- to develop the child labour partner organization in the different project sites and where required their capability to organize and administer educational programmes and services for working children;
- to improve the literacy and competence of the children through the non-formal literacy program of the government;
- to prepare the learners for accreditation and equivalency and entrance to vocational or higher education, or training for possible employment or self-employment;
- to mainstream child labour concerns in national educational policies through the development and adoption of child labour-centred programs involving issues on school

fees, procedures for entry, re-entry, school retention and completion of ex-working children, awareness-raising activities on child labour and child rights into the curricula, improvement and expansion of transitional education/training and other options for ex-working children; and

- to strengthen the capacity of education-related partner organizations (e.g. Department of Education, unions of public and private school teachers) to enable them, individually or jointly, to undertake programs and activities for child labour, including but not limited to teachers' training, materials development, curriculum development, advocacy, and networking.

According to the country report, so far IPEC has not been focusing on mainstreaming former child workers into formal education “because of the sheer number of child workers who need to be given priority to have access to education, while the resources (financial, manpower, facilities) to respond to this need are very limited”. Other factors mentioned were that; firstly, not all the child workers in the target areas are interested to attend formal schooling immediately; secondly, the parents of the children are not financially capable to support their formal schooling; and thirdly, the level of competence for formal schooling of some children is not yet acceptable.

In **Senegal**, IPEC's approach may be summarized as follows:

- Education is the most important strategy for prevention and rehabilitation for removing children from hazardous work.
- Lack of education is an underlying problem of child labour – child labour is related to the lack of education. If all children were in school they would not be economically active.
- IPEC policy is to do the best one can to make the education system work for the children: providing education and skills to be a good worker when children are legally permitted to work.
- Education and training is an integral part of ILO philosophy, not just IPEC.
- IPEC Senegal also described its strategy as follows:
- Engage partners in discussion about children's rights. The first rights are to health and education and reinforce and protect the family.
- Convince parents not to send children to early child labour.
- Protect children from hazard and risk.
- Shorten working times — lessen the load.
- Target the youngest children. Encourage the older children to supervise the younger ones and intervene on their behalf with the employers.
- Teach literacy to the illiterate.

In summary, education is regarded as a strategy and not an objective, and the IPEC framework is at first to prevent child labour, and second to combat the worst forms of child labour, and third to improve the conditions of work.⁹

According to the **Turkey** country Report¹⁰ ILO/IPEC-Turkey's education strategy has been integral to the overall strategy in advancing the goal of the elimination of child labour. Education has been a core component in IPEC programmes in the country. Ensuring that children are in school and not at work is a basic IPEC objective. In this regard, efforts to eliminate child labour have involved responding to the educational needs and concerns of working children to support them in overcoming

⁹ IPEC: *Senegal Country Report* (Geneva, ILO, 2004).

¹⁰ IPEC: *Thematic Review: IPEC Skills Training, Formal and Non-Formal Education Activities: Country report for Turkey*. (Geneva, ILO, 2003).

the obstacles they face with regard to schooling. IPEC strategic objectives to combat child labour through education were as follows:

- to contribute to the full implementation of eight-year compulsory education;
- to mainstream the issue of child labour into the national education policy, including vocational training; and
- to develop replicable and sustainable models on combating child labour through formal education, vocational training and non-formal education.

To achieve these objectives, IPEC focused its activities at the national as well as the provincial and local levels. At the national level, programmes focused on implementing strategic interventions, providing upstream policy assistance and contributing to the creation of an enabling environment that will allow for the integration of the specific requirements of working children on education policies, programs and resource allocation. At the provincial and local levels, intervention models were developed in selected provinces in the areas of formal and non-formal education and vocational training. In Turkey, each program developed for the withdrawal, rehabilitation and prevention of child labour involved as its most significant element an education component as an integral part of a targeted action programme. IPEC-supported programmes reached children working and attending school at the same time, potential child workers (children who are in school but likely to drop out to start work) and school-age children who are working and not enrolled in school. These initiatives all successfully promoted dialogue, local ownership and the mobilization of human resources for the provision of education to working children. Interviews with project staff revealed the basic strategies to include developing alternative forms of education, including general and vocational education, and making them available and accessible to working children. Education programmes targeting working children included multi-channel approaches for delivering basic education, developing low-cost education alternatives and reintegrating dropouts into the education system. For children placed in education, a continuum of support was provided, ranging from minimal help in regular classrooms to additional learning support programmes within the school and extending, where necessary, to the provision of assistance from specialist teachers and external support staff.

Overall, IPEC country staff as well as the staff of implementing partners understood the key IPEC strategies well. Most IPEC staff reported they had learned these strategies through sharing and participating in numerous workshops which IPEC had organized for them. Such sharing opportunities took place both before proposal submission and during implementation of IPEC-supported action programmes. The staff were committed to the goal of eradicating child labour, and recognized the challenge was putting the strategies to work in their respective country contexts.

2.2 Policy and implementation environments

All countries reviewed suffered from similar problems related to child labour: widespread poverty, high unemployment rate, high schooling-related costs, lack of access to and low enrolment in the school system, poor completion and retention rates in the schools, low transition rates from primary to secondary education, unfriendly school and learning environments including rigid school curriculum and school systems, curriculum not relevant to local socio-economic and cultural environments, and parents themselves lacking and not valuing education. All these problems contributed significantly to the child labour problems in these countries.

However, different countries have different political, legal, policy, and socio-economic-cultural contexts, and different governments have made different commitments and different efforts to respond to these problems.

For instance, the Government of Peru signed the memorandum of understanding with IPEC in 1996 and it was renewed in 2002. On this basis, the National Committee for the Eradication of Child

Labour was formed. This multi-sectoral committee was tasked with drawing up the National Plan for the Eradication of Child Labour which was not, however, approved by the State. The Committee entered a period of stagnation which lasted from 1999 to 2003. Recently, with the renewal of the memorandum of understanding, the Committee was revived under the leadership of the Ministry of Labour and Employment Promotion. One of its immediate goals in 2003 was to draw up the first National Plan for the Prevention and Eradication of Child Labour. The Peruvian education system is divided into two main components: basic education and higher education. Basic education is by law concerned with the all-round education of children and adolescents. It is structured into normal basic education, alternative basic education and special basic education. As set out in the text of the recent General Education Act (Law No.28044 of 28 July 2003) normal basic education comprises initial education for girls and boys up to the age of 5 years, primary education consists of six grades for girls and boys aged from 6 to 11 years, and secondary education consisting of five grades for adolescents aged 12 to 16 years. Alternative basic education is aimed at young people and adults who did not have access to normal education or were unable to complete it, and children and adolescents who did not enter basic education at the right time or who left school and whose age prevents them from continuing with normal studies. The emphasis is on preparation for work and it is organized flexibly depending on the students' specific needs and demands. Special basic education is for people with special educational needs who have a type of disability which makes normal learning difficult.

Colombia, on the other hand, has made better progress in these areas. The Inter-institutional Committee for the Eradication of Child Labour and the Protection of Young Workers was formed in Colombia in 1995. The first National Plan for the Eradication of Child Labour and the Protection of Young Workers, 1996-1998, was drawn up in 1996. When the first Plan ended, the member institutions of the National Inter-institutional Committee, together with other organizations concerned, formulated and approved the second National Plan for the Eradication of Child Labour and the Protection of Young Workers aged from 15 to 17 Years: 2000-2002. Colombia is currently preparing the third National Plan which seeks to reinforce what had been achieved and continue the process of eradicating child labour. In Colombia, the education system for children is divided into three levels: pre-school education, lasting three years, basic education, lasting nine years, which is divided into two stages: primary (grades one to five) and secondary (grades six to nine), and finally intermediate education (grades ten and eleven). The baccalaureate certificate is obtained on completion of these studies.¹¹

In India, which was the first country to sign the Memorandum of Understanding (MOU) with the ILO in 1992, there were specific constitutional provisions for elimination of child labour that mandate the state to create opportunities and facilities for universal enrolment, universal retention and universal participation of all children in the school system. Under Article 24 of the Indian constitution it is clearly stated, "no child below the age of fourteen years shall be employed to work in any factory or mine or employed in any hazardous employment" (Constitution of India cited in Jain 1985, 218). Article 39 (e) directs State policy such "that the health and strength of workers . . . and the tender age of children are not abused and that citizens are not forced by economic necessity to enter vocations unsuited to their age or strength" (Constitution of India cited in Human Rights Watch 1996: 29).

The Bonded Labour System Act of 1976 fulfils the Indian Constitution's directive of ending forced labour. The Act "frees all bonded labourers, cancels any outstanding debts against them, prohibits the creation of new bondage agreements, and orders the economic rehabilitation of freed bonded labourers by the state" (Human Rights Watch 1996, 30). In addition, the Child Labour (Prohibition & Regulation) Act, 1986 and a National Child Labour Policy in 1987 under which several location-

¹¹ IPEC: *Thematic Review of IPEC's action programmes in Peru and Colombia on skills training, formal and non-formal education*. (Lima, ILO, 2003).

specific National Child Labour Projects (NCLP) sought to ban employment of children below the age of 14 years in factories, mines and hazardous employments such as glass and bangle, brassware, carpet, slate and firecrackers etc., to regulate their working conditions in other employments, and rehabilitate them.

The Prime Minister's declaration in 1994 pledging to withdraw and rehabilitate about 2000,000 children from hazardous occupation by AD 2000 saw expanded programme formulations under NCLP whereby 76 projects were undertaken in 13 states covering 133 child labour endemic districts. Subsequently, a National Authority on Elimination of Child Labour was constituted under the Union Labour Minister along with other concerned ministries such as health and education for better coordination. At the same time, there were consultations between the labour ministry at the centre and its counterparts at the state levels so as to evolve a consensus on strategy to combat child labour in India. Elimination of all forms of child labour has now become a part of Common Minimum Programme (CMP) (IPEC-ILO 1998).

On the other hand, Kenya ratified the Convention of the Rights of the Child in 1990 and the ILO Convention No. 182 on the Worst Forms of Child Labour in June 2001. Kenya has also ratified the African Charter on the Rights and Welfare of the Child. The Government of Kenya has put in place several legal provisions governing the employment of children. In addition it has put in place a draft Policy Paper on Child Labour in Kenya which addresses various perspectives of this problem and need to mainstream concrete intervention programme¹². The Ministry of Labour and Human Resource Development, prevents and controls worst forms of Child Labour by enforcing subsidiary legislation under Section 55 (1998) of the Factories and Other Places of Work Act chapter 514 of the Laws of Kenya. A Child Labour Division was set up in the Ministry to facilitate the process of mainstreaming child labour into government programmes and operations.

The Government passed Children's Act in 2001 which states that every child is be entitled to education, the provision of which is the responsibility of the government and the parents., and that every child is entitled to free basic education, which is compulsory in accordance with Article 28 of the United Nations Convention on the Rights of the Child. The Ministry of Home Affairs, Heritage and Sport, has been mandated to ensure that the recently enacted Children's Act 2001 is implemented. The Ministry, through its Department of Children Services is a member of the National Steering Committee on Child Labour. It has also developed a data bank of all organizations dealing with Children in Need of Special Protection (CNSP).

The Ministry of Labour and Human Resource Development has the task to ensure that working children of ages 5 to 17 years are not exposed to risky and dangerous occupations through ensuring occupational safety and health regulations for the work places.¹³ It should also be noted that the new government has already put in place free education as per the Children's Act and that a national plan of action has been drafted to eliminate WFCL. Kenya is currently being considered by ILO-IPEC for the Timebound Programme.¹⁴

Overall, the nine countries differ in terms of policies and practice with regards to education, skills training, child labour, and protection of the rights of the child. The involvement of NGOs and civil society organizations are also different in these countries. Adherence to cultural, religious and traditional value systems also differs from one country to another. Different challenges, therefore, are encountered and have to be addressed in attempting to design, develop, and deliver

¹² According to Paschal Wambiya, Kenya's IPEC, at the time of revising this thematic review in July 2004, the policy paper is already with the Attorney general's Office waiting to go to the cabinet.

¹³ IPEC: J.W. Bunde Owigar: *Skills training strategies to combat worst forms of child labour in the urban informal sector: Kenya country study*. Not published. (Nairobi, ILO, 2003).

¹⁴ Additional information provided by Paschal Wambiya, Kenya IPEC Staff, at the time of revising this thematic review in July 2004.

comprehensive packages of project activities. All these provide different policy and implementation environments for IPEC country offices to work in and, to a certain extent, either directly or indirectly define what is or can be done and how they are done in terms of implementation of action programmes and activities. Ultimately they result in different practices in different countries despite broad adherence to the same goal and global strategies.

In Senegal, there are many limitations regarding formal education, including unfavourable laws and policies such as the absence of compulsory education and the policies of “no child over nine years old can start school” and no re-enrolment for school drop-outs which were major barriers to reintegration of working children and ex-child workers.¹⁵ For this reason, IPEC has been focusing more on supporting non-formal education in the country, just like in the Philippines for rather similar reasons. On the contrary, IPEC in Kenya has not supported NFE programme and has been focusing on improving the formal education system, since the country’s recent policy of free (though not compulsory) education has made it much easier to promote children’s access to education including mainstreaming children who had been removed from child labour, compared to the period before this progressive policy when school fees were a major barrier to poor children’s access to education. It is interesting to note that, although Colombia and Peru also have the policy of free and compulsory education, the policy has not made much difference because of lack of policy enforcement.

It has to be noted that, in addition to government policies, NGOs’ policies and principles are also important. In India, strong emphasis was placed by key NGOs working on children’s and child labour issues on mainstreaming the children removed from child labour into regular primary schools, because they strongly believe that children need to study only and anything else, including skills training, will distract their attention from schooling. Consequently, the action programmes in the country were more focused on education than skills training and very few action programmes had a skills training component,¹⁶ whereas in Bangladesh almost every action programme had a skills training component and almost all action programmes had both education and skills training components. On the other hand, in both India and Bangladesh, key NGOs are actively working on education, both formal and non-formal. Some have developed so much experiences that they have been assisting the respective government in curriculum and materials development. For this reason, IPEC has been supporting a great deal of NGO work there, unlike in Cambodia where IPEC has worked closely with both the NGOs and MOEYS on both formal and non-formal education.

Therefore, it can be concluded that policy and implementation environments have significant influences on the design and implementation of interventions and action programmes in different communities and countries. More open and enabling policy and implementation environments allow for more progressive and comprehensive action programmes, which are more effective. It needs to be noted, however, that enabling environments have not taken place automatically or haphazardly. On the contrary, they are results of years of consistent, hard work at policy advocacy, social mobilization, capacity building, networking and alliance building by IPEC both at global and country levels. This means that IPEC needs to intensify its efforts on these activities in order to create a more open, supportive and enabling environment in the countries where such an environment has not yet been created.

2.3 Overview of formal and non-formal education in the countries reviewed

This section presents an overview of how formal and non-formal education programmes were conducted and what successes and problems were encountered in the countries reviewed. The

¹⁵ IPEC: *Senegal: Country Report*. (Geneva, ILO, 2004).

¹⁶ IPEC: *India Country report for Thematic Review*. (Geneva, ILO, 2003).

content of this section relies heavily on the country reports reviewed although it is supplemented by relevant information from other literature.

2.3.1 Formal education

The situation of formal education in the countries reviewed varied considerably.

According to the Cambodia Country Report¹⁷, Cambodia has among the lowest school enrolments in the Asia-Pacific region. More than one million school children aged 6-15 years are not in school. Many never enrol for one reason or another, and others have dropped out. In some provinces the drop out rate is as high as 30 percent. Lack of education opportunities available to children contributes to child labour and trafficking of children. Many working children lack access to education, or are not encouraged to study by their parents, who in many cases have low educational attainment themselves. However, it is not only an issue of availability, but also one of affordability. Putting children in school can be a heavy burden on families. Not only can it be relatively expensive, but it is also a question of forsaking the potential earnings of their children when they go to school. Statistics on school attendance shows that girls are under-represented at all levels of education. Only 45 per cent of girls are enrolled at the primary level and 40 per cent at the lower secondary school level.¹⁸ Drop out rates for girls start increasing after grade four. Furthermore, statistics shows that working girls attend school less than boys. This is related to girls being trained at an early age to help in the household and parents giving priority to school attendance of their sons. The problems in the formal education system have resulted in an enormous need for non-formal education. Furthermore, according to a recent UNDP/UNESCO report more than 1.5 million adults are illiterate, and literacy training is needed to help eradicate poverty and create a flexible and more productive workforce.¹⁹

In the Philippines, formal education includes three levels, namely, elementary, secondary, and tertiary education. Elementary or primary education consists of the six compulsory levels (grades) in public schools. Some private schools add a seventh grade in their curriculum. Secondary education means four levels of high school after completion of primary education. Tertiary education covers collegiate, master's, and doctoral levels in various disciplines. The Department of Education (DEP-Ed) is responsible for administering, supervising, and regulating primary and secondary education (basic education), while the Commission on Higher Education (CHED) is in charge of the tertiary education level. The Technical Education and Skills Development Authority (TESDA) supervises post-secondary technical-vocational education, as well as skills implementation training and development of out-of-school youth and unemployed adults. The Bureau of Elementary Education (BEE) under the DEP-Ed is mandated to provide access to and quality elementary education. To this end, it directs its public resources and delivery of social services to the socially disadvantaged regions and specific groups. The Bureau of Secondary Education (BSE) is similarly tasked with providing access to and quality secondary education. Accordingly, the BSE is responsible for reviewing the over-all structure of secondary education in the areas of curriculum, facilities, and teachers' in-service training. The 1987 Constitution of the Philippines recognizes, in Article XIV, Section 1, the right of all citizens to quality education, and, in Section 2 (2), mandates that elementary education should be compulsory for all children of school age, that is, from age six to 11. Furthermore, the State, as contained in Section 2(3), is mandated to "establish and maintain a system of free public education in the elementary and high school levels". The Education Act of 1982 governs the entire educational system, including formal and non-formal systems of education. Republic Act No. 6655 of 1988, on the other hand, established and provided for a system of free

¹⁷ IPEC: *Cambodia Country report for Thematic Review*. (Geneva, ILO, 2003).

¹⁸ Asian Development Bank: *The National Policy for Women*. (Cambodia, 2000).

¹⁹ UNDP/UNESCO: *Basic Education for All in Cambodia: A strategic approach for human development and poverty alleviation*. (1999).

public secondary education, while the Education for All Philippine Plan of Action (EFA-PPA) emphasizes the need to ensure a universal basic education that addresses concerns such as access, equity, quality, relevance, and sustainability. In general, education for all is a high governmental priority. Major efforts are directed towards attaining truly universal elementary and high school education. Attendance at elementary school level is compulsory; attendance in high school is free but voluntary. There seems to be a heavy infrastructure build-up, and there are continuing efforts to improve the quality of education. However, the educational challenges are staggering in a country with a continuing high population growth rate, an insular geography, and where the responsibility for education, particularly in the secondary and tertiary sectors, is being provided in tandem with the private sector. National data shows that 66 per cent of working children do go to school. A higher proportion of girls are able to combine school and work, compared to boys. Those who combine school and work suffer problems of difficulties of high costs and far distances. Many are unable to catch up with lessons, suffer low grades and face a high risk of dropping out.²⁰

In Senegal, on the contrary, education is not compulsory. About 30 per cent of boys do not go to school. Only 50 per cent of boys achieve primary school. The crude primary school enrolment rate increased from 57 per cent in the 1989/90 school year to 70 per cent in 2000/2001. Despite this encouraging increase in the coverage of elementary education, however, enrolment rates in Senegal remain significantly below the average rates for Sub-Saharan Africa (75 per cent). Moreover, the national averages hide considerable regional, urban-rural and sex disparities. Although primary school enrolment rates have increased consistently in all regions with the exception of Dakar, the gap between the two regions traditionally at the top of the education league (Dakar and Ziguinchor) and the regions at the bottom (Kaolack, Fatick and Louga) remains considerable. Similarly, although gender disparities in primary school enrolment rates narrowed over the decade, the difference remains significant. Between 1991 and 1999, the enrolment of girls increased by 25 per cent, while that of boys went up by 17.5 per cent. However the enrolment rates for boys actually fell between 1991 and 1995, from 66 per cent to a little under 63 per cent, before rising steadily to 73 per cent in 1999. Girls represented 45.9 per cent of primary school pupils in 1999/2000, compared to 42.4 per cent in 1991/92. About 50 per cent of children ages 7-12 are at risk of entering the labour market or involved in dangerous work. Almost 70 per cent of children work in rural agriculture. Domestic workers come from rural areas to town to work as maids. Most of the time their parents send them. It is reported that children do not work in the formal sector.²¹

In Turkey, the formal education system includes pre-school, primary school, secondary school and higher education institutions. Originally, formal education was built on a 5-3-3 (2-7) system, meaning five years of compulsory elementary schooling, three years of junior high school, and three years of senior high school and two to seven years of higher education. Within this structure, elementary education included the 6-11 age group, junior high schools the 12-14 age group and senior high schools the 15-17 age group. Senior high schools were divided into general, vocational or specialized education. In 1997, with the adoption of Law No. 4306 on basic education, this structure changed to an 8-3 system. Under the new system, compulsory basic education was increased from five to eight years and elementary and junior high schools were consolidated. Since early 1998, considerable national attention has focused on mechanisms for implementing this legislation and the repercussions it will have on the existing national education system. A Basic Education Program (BEP) is being implemented to meet the requirements laid out in the law. The main aim of the BEP is to expand and improve existing educational facilities so that every Turkish child in the 6-14 age group can attend school. In line with the new education law, relevant

²⁰ IPEC: *Thematic Review: IPEC skills training, formal and non-formal education activities in The Philippines*. (Geneva, ILO, 2003).

²¹ IPEC: *Senegal: Country Report* (Geneva, ILO, 2004).

adjustments were made to the labour law that raised the minimum age for employment from 12 to 14 years old.²²

As already mentioned in Part 1, duration of compulsory education varied from one country to another, hence different duration of students' schooling. Assuming no drop-out, schooling may last from five to eight years.

Since many problems and concerns were encountered in formal education (as will be described under 2.3.1.) and the quality overall has been agreed to be rather low and unsatisfactory, there has not really been a discussion of the value of schooling, other than that it keeps the children in a safe environment and away from child labour and exploitation. MVF in India, for instance, declared in no uncertain terms that: "All children must attend full-time formal day schools", "Any child out of school is a child labour", and "In the ultimate analysis when it comes to eliminating child labour neither the issue of [ir]relevance of education nor the nature of schools is of very great significance. The only aspect to be kept in mind is whether the child is being kept away from work or not?"²³

Social, economic and cultural barriers preventing children from formal education

From the country reports of the nine countries, there are various social, economic and cultural barriers preventing children from participating in formal education, as follows:

Poverty and survival

- Education is a low priority for people and families plagued with poverty; basic needs and survival come first.
- High costs associated to education, not only with regards to costs of uniforms/text books/extra tutorials and other school-related costs, but also opportunity costs.

Way of living

- Going to school is not a part of life for the poor and marginalized people who are more preoccupied with surviving, including people who live a nomadic life such as in Kenya;
- Inappropriateness of formal education to the nomadic way of life of pastoral communities;
- Long distance makes going to school inconvenient;

Expectations

- Inappropriate curriculum that emphasizes formal academic achievement rather than functional skills;

Gender/Traditions

- Gender roles often determine who goes to school or not, whether a girl gets to go to school or not. For instance, parents with financial difficulties usually prefer to send a boy

²² IPEC: *Thematic Review: IPEC skills training, formal and non-formal education activities: Country report for Turkey*. (Geneva, ILO, 2003).

²³ IPEC: *Country report on IPEC's skills training, formal and non-formal education activities*. Part of global thematic evaluation. (Geneva, ILO, 2003).

child to school and leave the girl at home to do house work and take care of younger siblings.

- Family, economic or social status may inhibit a child from going to school. In Kenya, for example, a born son or an only son may be asked to marry early and produce for the family to protect either family's image or diminishing family tree.
- On the other hand, a girl may be asked to marry early for parents to get dowry to alleviate their family problems.

Attitudes and values

- Parents and the community fear that modern education will cause the children to be alienated from their own community and from other people in society.
- In some communities, the identification of the formal education with Christianity and western culture discourages some parents from sending their children to school²⁴.

Problems and concerns relating to formal education

Overall, **problems and concerns relating to formal education** have been found to include the following:

Accessibility

Access-related problems are found in all countries reviewed. Problems abound, such as:

- The number of existing schools, classrooms, facilities and equipment, and teachers is not adequate, both at the primary and secondary education levels, thus limiting children's access to schooling.
- The shortage of teachers is more acute in rural areas as many teachers do not wish to work in rural areas, particularly remote areas (such as in the case of Philippines), hence the access to formal education is more limited for children in remote rural communities than in other areas.
- When school was far from home, the children had to spend time travelling, pay transportation costs, and the journey might not always be safe. Such problems were serious concerns for poor families particularly those in remote rural areas, as pointed out strongly by Kenya and Senegal.
- There were high school-related costs including school fee, transportation costs, lunch costs, uniforms, textbooks and other materials and stationery. Although in many countries compulsory education is free, only school fees are covered but the other costs remain to be shouldered by the parents. In some countries, such as Colombia, Kenya and Peru, education is free by law but is not enforced, even for the poorest families. Also in Peru, parents have to pay annual subscriptions to the parents' association, or else their children will not be able to enrol in the school. All these mean poor children have limited access to formal education.
- With long distance between home and school, many parents had concerns over travel safety for their children, especially for girls. On the other hand, it was not considered appropriate for young girls to go out of the community. Therefore, girls have less access to education than boys, other things being equal;

²⁴ This section has benefited from IPEC: *Report on thematic review of IPEC education and skill training action programme in Kenya*. (Geneva, ILO, 2003).

- Poverty still causes many enrolled children to drop out of school and enter child labour, implying less accessibility to school retention and completion.
- Policies and laws in some countries serve as barriers preventing out-of-school or working children from integrating into the school system. For example, in Senegal, there is no compulsory education, and no school drop-out can be re-enrolled in the school, making it not possible to mainstream a number of ex-child workers while also pushing some children into child labour for lack of alternatives.
- Some children do not have proper identification documents because the parents had not registered them at birth, or the parents had migrated from one area to another, or the families had been forced to move out of the area because of armed conflict. Obtaining new documents is usually a complicated process, sometimes too costly for the family to afford, and sometimes impossible because the family cannot return to their original. As identification documents are usually required for school enrolment, the children in questions may be barred from enrolling in and attending school, or from receiving certification.

These access-related problems are the major barriers preventing many poor, female, ethnic and other marginalized children from going to school and getting formal education.

Relevance

- Curriculum and materials are usually standardized and produced en masse for use throughout the respective country, so often they are not relevant to the children's current realities and socio-economic and cultural contexts in different communities in different parts of the countries. As was pointed out in the Kenya country report, for example, children in pastoral communities would find such topics as dairy farming, industries, and fishing irrelevant to their real life situations, yet they had to study these topics simply because they were included in the national curriculum.
- The communities usually have no opportunity to participate in the process of curriculum and materials development.
- Curriculum and materials are usually not relevant to the children's future employment opportunities, meaning that graduates cannot realistically hope for good employment after school completion. This causes many poor parents not to see the value of long years of schooling for their children because they cannot see tangible outcomes and monetary returns.
- The language used in school is usually the official or national language, so it sometimes lacks relevance to the children's contexts as other languages or dialects are used in the family and the community. In some countries where English is not the native tongue, the textbooks and other materials were written in English, so they were not relevant to the children, especially the working children, therefore the students were not interested in them.
- There has been an integration of child labour issues in the regular primary education curriculum in some countries as a result of a long process of advocacy, awareness-raising, and capacity building. In other countries, this is still lacking.
- Generally, the issues of child rights, child labour, and gender issues were not included in the curriculum, and, except in specific IPEC programmes, there is no evidence that attention had been paid to these issues or to promoting rights and equality in the curriculum, instructional materials, and instructional activities.

Quality

Quality of formal education depends to a large extent on the quality of the teachers (including how they are recruited, prepared for the tasks, motivated, and performing on the job), as well as on the quality of school curriculum/instructional materials/teaching-learning methods, and quality of the students.

In terms of quality of the teachers, there were a number of problems and concerns, such as:

- The quantity and quality of teachers, schools, classes, and facilities were insufficient.
- There were an insufficient number of adequately-trained teachers.
- Salaries were low; hence many teachers need a second job in order to have supplementary income. Some teachers need to conduct additional tutoring for slow learners and charge additional fees for the service, thus limiting the opportunities for poor students to receive high-quality education.
- Motivation of to improve themselves and their performances was found to be lacking.
- A high teacher turnover rate in various countries (particularly in the Philippines) implied a lack of experience among many teachers.
- In most countries (such as Cambodia, Kenya, Turkey, India etc.), the teachers are recruited and trained by the Ministry of Education. In other countries, such as the Philippines, teachers are recruited and trained by individual schools based on the standards, policies and requirements set forth by the Department of Education. Quality of the teachers therefore varies a great deal from one country to another.
- Different qualifications are required for teachers in different countries. In Senegal, for instance, a teacher training course lasted only eight months for teachers and only three months for assistant teachers. In the Philippines, on the contrary, teachers need to possess a baccalaureate degree in education and pass the teacher board examination, before they can take a teaching post.
- Quality of pre-service training and in-service training differs in various countries. In the Philippines, teachers are required to undertake pre-service training as well as accumulate a certain number of hours of professional development during the course of their career.
- Many teachers do not understand or appreciate the concepts of child rights and child labour issues.
- Through IPEC programmes, a number of teachers and trainers in private and public schools in various countries (such as Bangladesh, Cambodia, Kenya, the Philippines and Turkey) were given special training on child labour and child right issues as part of the effort to integrate child labour into the school system. However, the number of such teachers is still relatively small. At the same time, though efforts have been made to work with the school, teachers, principals, and the MOE, the efforts still need to be maintained, intensified, and mainstreamed.
- Although Kenya is a good example in terms of making initiatives to revise the school curriculum, integrating into it not only child labour issues but also other useful topics such as environmental education, drug education and HIV/AIDS education, there was no training conducted for the teachers to understand and utilize the curriculum so the teachers are still not very clear how to use the curriculum effectively.
- Different countries differed on existing assessment and evaluation processes and standards. For example, assessment in Senegal was lax, whereas in the Philippines formal education and teacher training activities were assessed by the relevant bureau under the Department of Education.
- Overall, the quality of teachers is not very high due to often-inadequately designed and conducted pre-service training, and absence of or inadequate in-service training, regular and timely supervision, and technical and other support.

With regard to quality of the curriculum and instruction, there were several problems, such as:

- The curriculum has not been reviewed often enough thus risking being outdated. In Turkey, for example, the curriculum has not been reviewed and updated for a decade.
- There is a general lack of appropriate text books and other instructional materials, both in terms of quantity and quality.
- Conditions of school buildings, equipment and facilities, were rather poor, especially in rural areas and poor areas. There is a big difference between urban and rural school facilities and staff.
- The school curriculum is often rigid and irrelevant to the children's life and community contexts.
- Most schools do not have a child-unfriendly environment and teaching-learning methods with too much rote learning and too little interactive or participatory learning. Cambodia, for example, pointed out that rote learning was the norm and children were expected to sit still for a long time in class. Traditional instructional methods (such as lecturing and copying) that are still frequently used do not make classes attractive to the students, but have not been improved upon. Therefore, quality of instruction in the class is often low, resulting in low quality of education and learning on the part of the students.

With regard to the children who are students in the class, problems also exist, such as:

- Poor children cannot afford lunch, uniforms, textbooks, and other necessary materials, which directly limits their opportunities to perform well in their study.
- Poor and marginalized children usually come from culturally-disadvantaged and educationally-deprived family and community environments with limited, if any, exposure to intellectual inputs, so they are not familiar with nor are they equipped to tackle the schooling challenges. They tend to have a short attention span and cannot concentrate well or for a long time, so they cannot study very well.
- As a result of all the lacks and the lags, marginalized children tend to have low self-esteem and self-confidence, which reduces their capacity to perform.
- As the parents of most poor and marginalized children did not have any or had only limited education themselves, they tend not to see the value of education for their children nor can they help with the children's schooling and homework. When the children encounter school and homework difficulties, they cannot expect assistance from the parents and often do not know or have any source of support and assistance. Worse still, they may even get reprimands and discouragement, so their academic performance suffers even further.
- When children do not perform well in school, they sometimes are obliged to repeat the same grade level causing much boredom to them as well as dissatisfaction to the parents, which can ultimately lead to school drop-out.

2.3.2 Non-formal education

As with formal education, countries reviewed differed considerably on what kinds of non-formal education are provided, to whom, by whom, for how long, in what ways, and focusing on content.

Non-formal education in Cambodia, for instance, is the function and responsibility of the Department of Non-Formal Education (NFED) under the Ministry of Education, Youth and Sports (MOEYS), which is responsible not only for the provision of non-formal education (NFE) for the out-of-school population but also for the development of NFE curriculum, instructional materials and teacher guides, as well as for teacher training and assessment and evaluation of the learners. At present

NFED has already developed the basic NFE curriculum which is equivalent to four years of formal education, the NFE curriculum which is equivalent to six years of formal education, and the NFE curriculum which is equivalent to the lower secondary level of formal education. ILO-IPEC has made efforts to overcome the problem of reintegration for the working children by supporting NFED to develop a special NFE curriculum for this group of children. This special curriculum does not only focus on literacy, numeracy and vocational skills but also includes other areas of learning such as life skills, sports and recreation, health education, social sciences, etc. So far, however, NFED managed only to develop the curriculum to the equivalency of four years of primary education and, even at this level, managed to develop only four of the ten components in the curriculum as originally designed. The major problem faced by NFED in conducting the NFE programme is the lack of qualified personnel who are responsible for curriculum and materials development, teacher training, and evaluation. NFED has only 30 plus staff members, and the majority of the staff are those who transferred from primary and secondary schools who are still attached to the practice of teaching in the formal schools. In conducting NFE classes, NFED relies on the Provincial Education, Youth and Sports Department (PEYSD) to recruit both teachers and students, to supervise the instructional process, as well as to conduct evaluation.²⁵

In Turkey, non-formal education, one of the two main components of the national education system, includes training, education, guidance and application activities organized in addition to or outside of formal education for individuals who have never entered the formal education system, those who have attained a certain level of formal education and those who have completed formal education. The objective of non-formal education is to teach literacy skills to adults, to provide them with basic information, to develop the knowledge and abilities acquired at their most recent educational level and to create new opportunities to enable them to earn a living. Non-formal education is composed of two basic components: general and vocational technical. Non-formal education institutions include Practical Arts Schools for Girls, Advanced Technical Schools for Girls, Industrial Practical Arts Schools, and Technical Education Centers for Adults and Public Education Centers. The MONE non-formal education system provides valuable opportunities to empower the parents of working children. Programs piloted within the framework of IPEC to utilize these centres for the benefit of parents have yielded positive results, suggesting that efforts in this regard should be replicated and expanded.²⁶

In the Philippines, the 1987 Philippine Constitution's Article 14, Section 2 provides that the State shall encourage non-formal, informal, and indigenous learning systems, as well as self-learning, independent and out-of-school study programmes, particularly those that respond to community needs. Meanwhile, the Education for All-Philippine Plan of Action (EFA-PPA) emphasizes the need to develop non-formal literacy and continuing education programmes, especially to meet the educational needs of the poor and underserved communities. Supporting these policies is R.A. 7165 which states that it is the policy of the State to give highest priority to the adoption of measures for the total eradication of illiteracy. Moreover, the Philippine Government accorded continued support to non-formal education with Administrative Order No. 116, which mandates all government agencies and local government units to support the Non-formal Education-Accreditation and Equivalency (NFE-A&E) system. The Bureau of Non-formal Education (BNFE) is responsible for non-formal education. As an alternative delivery system, non-formal education is intended for out-of-school youth and adults. Its curriculum is focused on developing literacy and employable or productive skills and citizenship training. The BNFE has initiated the following programmes to make schooling more accessible for working children/child labourers and other disadvantaged

²⁵ IPEC: *Cambodia country report for Thematic Review*. (ILO, 2003).

²⁶ IPEC: *Thematic Review: IPEC skills training, formal and non-formal education activities: Country report for Turkey*. (ILO, 2003).

groups: a) Back-to-School Program; b) Flexible Schedules; c) Child Labour Programme; d) NFE Achievement and Equivalency Test (NFE A&E).²⁷

In Kenya, the focus of non-formal education is on out-of-school children and youth for 16-17 year-olds, which include children in difficult circumstances, such as the children of the nomadic communities, street children, un-enrolled children as well as drop-outs from primary schools. The purpose of non-formal education in the country is to provide them with basic education that will enable them to acquire knowledge, life skills and values that should make them useful members of the Kenyan society, as well as help them establish the foundation for personal development. Like their counterparts in the formal education system the out-of-school children and youth are also to be reached with important values for survival, through Environmental Education, Drug Preventive Education, AIDS Education and Gender Awareness Education. Basic NFE has three levels: Level 1, 2 and 3. Each level takes at least one year to complete. There were 120 NFE centres in Nairobi with an enrolment of 27,268 children and 11 centres in Kisumu with an enrolment of 1,114 children in 1998. Data for centres in the rural areas was not available. So far IPEC has not supported non-formal education projects in Kenya. However, non-formal education has a potential for providing education opportunities for child workers and older adults.²⁸

Part 1 already provided a summary of different types of education programmes conducted in different countries. These as well as a summary of different modes of delivery will be elaborated more in section 2.4 in this second part. It should be noted here that duration of courses depended on the type of educational programme and the delivery system, and also varied from one action programme to another, one country to another, ranging from a few months of educational camps to two years of classes at the local TEC.

Characteristics of non-formal education

From the review of the various country reports and other literature, the characteristics of non-formal education may be summarized as follows:

- NFE is accessible to:
 - children who have never attended formal school; and
- children and youth who have dropped out of the formal system for one reason or another.
- The selection of learners of NFE centres is usually done by local committees.
- NFE operate a flexible timetable which allows learners to enrol, join, learn, leave and re-enter as may be dictated by various circumstance prevalent in the local environment.
- NFE centre enrol all eligible children without discrimination as to their background, parental ability, sex, religion, race or their considerations.
- Duration of the courses depends on the contents and skills involved. However, the time taken by students to complete a course sometimes depends on the particular child's ability to learn and his/her own pace of learning, as some learn faster and some learn more slowly than others.
- Usually age limit is not a problem and does not count in determining the grade level in which the children may be enrolled in a NFE course.
- Education background and/or literacy skills usually determine the grade level in which the children may be enrolled in a NFE course.

²⁷ IPEC: *Thematic Review: IPEC skills training, formal and non-formal education activities in the Philippines*, (ILO,2003).

²⁸ IPEC: *Report on Thematic Review of IPEC education and skill training action programme in Kenya*, (ILO, 2003).

- Generally the teachers handle the children, assess them and decide which grade level or course to place them. In some cases counsellors are used.
- The majority of teachers do not have a teaching diploma and many do not have previous teaching experiences.
- Often the teachers are people from the community with a certain level of education, although the required qualifications are different from one country to another, one project to another.
- Teachers are provided with different type and quality of orientation and preparations, depending on the respective projects. Many teachers in India and in Bangladesh, for instance, received well-designed and well-organized pre-service training as well as periodical in-service training, whereas the system has not been so well-developed for NFE teachers in Senegal.
- Usually the teachers receive lower salaries than formal school teachers, and have no job security because they tend to be employed on a project basis. In rare cases are NFE teachers employed by the MOE as civil servants. Some are even recruited as volunteers.
- As NFE teachers tend to be employed by specific projects to provide education to the target children who have been removed from work, they usually receive special training in children's rights and child labour issues.
- NFE classes are usually less rigid than regular school classes, using more participatory strategies which encourage creativity and expression.
- Relationships between teachers and the children are more horizontal than in the formal schools, and usually there is no corporal punishment.
- The curriculum is flexible.
- Classes are usually taught in community centres or other places close and convenient to the target children, although some courses may take place at existing structures such as NGO offices or primary school facilities.
- The hours are shorter.
- Often the projects and the teachers create their own teaching materials.
- The quantity and quality of facilities may be or may be not up to standard, depending on available resources and/or level of cooperation with the community and relevant agencies.
- Assessment and evaluation of students' performances, progresses and academic achievements usually depend on the respective course and the teachers, with some courses being more rigorous than others.
- NFE courses are often not accredited and, as a result, do not carry official recognition. In a number of countries such as the Philippines and Thailand, many NFE courses are accredited and recognized as equivalent to the formal school system.

Strengths and values of non-formal education

From the review of the various country reports and other literature, the strengths and values of non-formal education can be captured here as follows:

Accessibility

- NFE can be conducted anywhere, and is usually conducted in or near the community. The courses usually go to the children, making it more convenient and accessible.
- It is highly accessible to poor and disadvantaged children because it involves fewer costs, e.g. little or no fee, and uniform is not required. Neither is transportation needed, and no

transportation cost is incurred. Because of shorter study hours, additional meal outside the home is not needed.

- Children can enrol regardless of educational backgrounds, economic status, academic abilities, age, sex, race, etc. which may be barriers to enrolment in the formal school.

Relevance

- The timetable is flexible which allows the children to enrol, join, learn, leave or re-enter as necessary, depending on the children's and/or local contexts at a particular point in time in particular circumstances.
- The flexible timetable enables working children who cannot be totally removed from work for whatever reasons to have opportunities for education and self-improvement.
- As many working and ex-working children had limited educational backgrounds and start or re-start education at a more advanced age than the average schoolchildren, these older children can study with their own peers in low grade levels without embarrassment because studying NFE with other children with similar backgrounds and comparable age and developmental stages is more relevant and offers a more supportive environment, with less pressure than studying with younger children in the formal school.
- The flexibility makes it possible for children in difficult circumstances (including children of migrant parents, children living off the street and dumpsites, etc.) to study even without proper identification documents which are usually required for formal schooling.
- Subjects included in NFE are usually more attractive and more relevant to the children's life than FE.
- Sometimes instructional materials are locally developed, and locally-available materials are used, so they are more familiar, more user-friendly, and more attractive to the children.
- NFE does not just focus on cognitive learning but includes psychological development (such as self-esteem), life and social skills (such as problem-solving, leadership training skills) which are useful skills for the short-term as well as valuable for future life.
- The local language or dialect is often used as the language of instruction and interaction, as well as in reading materials and school exercises, making the learning more familiar, easier, and more attractive to the children, especially those who are from marginalized groups. As pointed out in the Philippines country report, the children tend to learn more effectively with the local language than the official language, particularly at the beginning stage.
- The children's own experiences and stories can be used as instructional materials to make learning simple and contextualized for the children to relate to, such as in the case of MVF in India.
- Special curriculum and materials can be developed especially for ex-child workers, such as in Cambodia, making them more relevant to the children who take the course.

Quality

- Flexible pacing allows children to learn at their own pace, and is non-threatening to slow learners many of whom are poor and marginalized children and ex-workers.
- With regard to quality of the teachers, action programmes in many countries employed people in the community who had more education than others as NFE teachers, with preference for those who have previous teaching experiences and gender sensitivity although these were not rigidly required. These community teachers can understand the community contexts well and can speak the same language or dialect as the children,

making it easier for them to bond and put the children at ease and in a better frame of mind to learn.

- Usually the teachers had been provided with necessary pre-service training, as well as in-service training in some cases, such as in the Bangladesh, India and Philippines.
- In general, teachers were duly supervised by action programme staff on a regular basis and by IPEC staff on occasions. The teachers in Bangladesh, for example, reported they had learned a great deal from their supervisors at the action programmes.
- In many countries (including Bangladesh, Cambodia, India, Kenya and Turkey) NFE teachers showed much dedication to their students and followed up on them to provide necessary tutoring and/or moral support after they had been mainstreamed into the regular school.
- Placement is conducted by the teachers with more personal assessment.
- Teachers are closer to the children and can develop closer bonds which are needed by the children and which are crucial for their continued attendance and active participation in learning.
- Classes are usually conducted using interactive and/or participatory methods involving games, songs, dances, play, role play, creativity etc. (although rote learning and other traditional instructional methods are still used in some circumstances) making it more attractive and more effective to the children.

Sustainability

- Community plays more active roles in selecting and assessing teachers and students, and in supervising the classes and courses, thus helping to improve community ownership and commitment.

Special values of transitional NFE for ex-working children

- It promotes better quality of life for the children by including topics that are relevant and useful to their current and future life which are often lacking in formal education.
- It promotes children's expression, self-esteem and self-confidence, hence it is useful for rehabilitating ex-working children and other children who have been traumatized, so that they have a more stable foundation and are better-equipped and ready to take on other challenges either in the formal schools after mainstreaming, or in other areas of life.
- It promotes characteristics and/or skills that are useful for future life and work such as self-discipline, timeliness, goal-setting, teamwork, responsibility, etc.
- It revives or develops the children's skills in reading, writing, comprehension, and mathematics, to prepare them for mainstreaming or more advanced education.
- It promotes the motivation to learn and the recognition of value of education and learning among the children with limited or no educational backgrounds.
- It provides a short-cut for the children so that they can learn faster and will be able to re-integrate in the formal school with fewer problems, or maybe even at a higher grade so that they can study with older children instead of the younger ones.
- In the case of accreditation/equivalency/certification programme, the children can receive certificates that provide them with the choices of further study in the non-formal or formal school system, vocational training if preferred, or the world of work if they attain the minimum age for working.
- In any case, it allows the children opportunities to meet and mix with peers, and learn to develop friendly relationships with others.

- It provides the children with opportunities to meet and work with teachers, adults other than their own parents who do not harass or exploit or hurt them, but who are friendly, willing to listen to their problems, and are probably able to help solve those problems.
- Recreation, cultural and other activities such as arts, games, music, crafts, etc. allow the children to have fun appropriate to their age and developmental stage, a child right too often denied the working children and other children in difficult circumstances. As pointed out in the Senegal Country Report and others, this could be the safest and happiest time in the children's life.
- In the cases when the children continue to work while taking some NFE class (which is usually not possible with full-time formal schooling) and when the action programmes have successfully negotiated with the employers (such as the case in Senegal), the children can have their working hours reduced each day so that they can attend the class instead. At the same time, the arrangement allows the children to continue to earn while they learn which keeps the employers and the parents quite happy while the children have opportunities to be educated and to improve themselves.

Problems and concerns relating to non-formal education

While full of strengths, values and potentials, non-formal education is not without problems. Overall, problems and concerns relating to non-formal education have been mentioned in the country reports and other literature to include the following:

Accessibility

- Although there may be a high demand for more advanced NFE curriculum, insufficient efforts have been put into the supply side. In Cambodia, for example, NFE programme only focused on functional literacy and basic NFE in grades one to four (i.e. lower primary education) only although there were demands for NFE at the upper primary and secondary levels of education which would enable the children to be able to make more use of what they have learned. For this reason, although NFE is generally more accessible than FE to the poor and disadvantaged children at the basic, lower primary level of education, it is about as inaccessible at higher level as formal schooling.
- Although NFE programmes are now being commonly conducted for ex-child workers, children of migrant workers, and ethnic children in many countries, they are still not very accessible to other marginalized and stigmatized children who are highly vulnerable to child labour, such as children of drug users, children of sex workers, child prostitutes, and children orphaned by HIV/AIDS because of widespread stigma and discrimination in society.

Relevance

- The curriculum and materials are often based on the grade levels of formal education curriculum designed for young children, so they are not relevant to the older ex-working children's age and developmental stages, especially those nearing teen age.
- When NFE curriculum and materials replicate those used in formal education to make it easier for re-integrating the children into the formal schools, the curriculum and materials are usually no longer relevant to the children's life and community's social, cultural and economic contexts.
- Even in NFE, some instructional materials were developed using the official language instead of the local language, making them as difficult and irrelevant to the children as the FE materials. In the Philippines, for instance, NFE materials produced by the state were

usually developed in English making them unpopular among the students, unlike materials developed by the NGOs which used the children's native tongue Tagalog and were very popular among the children.

- Some contents of the reading materials were relevant and useful for the children and helped to improve their quality of life, but a number of topics have yet to be addressed such as reproductive health, sexuality, HIV/AIDS although these topics are relevant and essential for the older children.
- Although NFE is more flexible than FE and efforts have been made to make it relevant to working children, can be conducted in the evening to allow working children to come to class after work, it does not solve the problem of the children being too tired to concentrate and study. NFE is more flexible than FE: efforts have been made to make it relevant to working children, and it can also be conducted in the evening to allow working children to come to class after work, but there is still the problem of the children being too tired to concentrate and study. In the longer term, the participating children may still drop out if they are not motivated enough or if the teachers cannot make the classes attractive enough for them. On the other hand, some children (such as in Bangladesh) have employees reduce their wage for the hours they have to take off work in order to come to class, so education and wage have to compete for priority in the children's mind. The challenge still remains as to how to organize appropriate education programmes for the children who cannot be totally removed from child labour.
- Although integration of child labour issues in the curriculum and instruction materials is important to help the children relate their experiences to education, it is not always practiced, so that in some cases there is no clear distinction between the practices of NFE and FE in the country.
- There is inadequate evidence of the curriculum and instructional materials being gender-sensitive or promoting gender equality and women's empowerment.

Quality

- In Senegal and several other countries such as Colombia, Kenya and Peru, no specific qualitative goals seemed to have been set for non-formal education, with activities being conducted without clear directions, sometimes without necessary support activities, and usually without assessment and evaluation mechanism and process. As a result, it was not possible to monitor the children's progresses and assess how much they already learned and achieved in terms of literacy, numeracy, and other skills. This results in a low quality education programme which is not attractive to children and their parents, as well as is. It is also a major obstacle to standardizing NFE and developing it into an accreditation, certification or equivalency programme.
- Generally the NFE classrooms are limited in number and small in size, so they are rather crowded and often young children and older children have to study in the same class, either at the same grade level or at different grade levels if space is really limited.
- Limited space means limited options of activities that can be organized in class, and it is usually not possible to organize participatory activities appropriate to the children's different ages and interests. This can cause boredom and possible drop-out among the children, especially the older ones.
- In terms of quality of the students, teachers in Bangladesh and India commented that overall the ex-working children were quick and eager to learn. However, the children in the combined work/education scheme in Cambodia and Senegal, other countries were reported to be usually too tired after the day's work to want to study non-formal education or to learn anything seriously or effectively in the evening.

- Working, ex-working and other marginalized children do not always come to class on time or even regularly; in fact many may miss class from time to time for various reasons. It is important that teachers or teaching assistants or project staff follow up on them and try to get them back to class before they actually drop out. It will also be important to try to understand the causes of the problem and take action on them to make it possible for the children to continue to come to class;
- In some cases the children had to bring their young siblings to class and, if there was no special arrangement made to take care of their young charges they would not be able to concentrate fully on the study.
- As working and ex-working children tend to have shorter attention span, they require interactive and participatory teaching-learning methods that will keep their interest, especially in the beginning after removal. This requires understanding and experienced teachers to motivate them to learn and to engage them in attractive and practical learning activities. Unfortunately not all NFE teachers are sufficiently trained and experienced to perform the tasks.
- In terms of curriculum and materials, these varied widely across countries and even across action programmes in the same country. BRAC in Bangladesh, for example, had developed its own curriculum for use in all its schools throughout the country, whereas DAM in the same country based its NFE curriculum on the government's primary education curriculum to ensure that its students would be able to do well in school after mainstreaming, and, in order to ensure relevance to its students who had different needs and interests, supplement it with additional reading materials selected from among its large stock of supplementary materials developed on hundreds of subjects and topics. This is more the exception than the norm, however, as many action programmes have not had as long and extensive experiences with non-formal education, or not as extensive resources. (Note: This is not to mention the many national and international literacy awards DAM has received over the years for its achievements). Besides, in most settings of the various action programmes where there are possibilities of having the teachers develop supplementary local curriculum and instructional materials to complement the core and to make them more relevant to the children in different communities, the practice is quite different in reality because the teachers do not have sufficient skills in curriculum and materials development and they do not receive the necessary support and resources to do so.
- It is difficult to compare the different curricula and materials used in different action programmes and different countries, as there are not sufficient details on them in the country reports and other documents to allow a comparison. However, an examination of DAM's curriculum and materials in Bangladesh showed them to be worthy for those interested in the field to peruse. The same can be said of NFE curriculum and materials developed by the Department of Non-Formal Education in Thailand, MVF in India, and by World Education in Nepal. (Note: It is important, however, to caution that these examples of curriculum and materials should be studied for inspiration rather than for adoption, as good curriculum and materials cannot be simply imported from the outside, but need to be based on and relevant to the contexts of the country and culture in which they are used.)
- Teaching-learning methods and processes also varied widely across action programmes and countries. In fact, the quality of teaching and assessment varied from one teacher to another, one centre to another, and one action programme to another, resulting in some children still having low literacy and numeracy skills after completion of the courses. Systematic assessment and quality control have yet to be developed and mainstreamed. While pre-testing and post-testing of the children's literacy level existed in some action programmes such as those conducted by BRAC and DAM in Bangladesh, this was not always the case in other action programmes.

- Many teachers in the various countries have not been sufficiently trained to conduct classes in an interactive and participatory manner that promotes active learning, thinking, discussion, and self-expression among the children, so often there is too much textbook-based teaching, rote-learning and robotic learning of literacy and numeracy skills. It is worse when the curriculum contains too much content and the teachers are obliged to complete all the contents in a prescribed time, such as in Kenya, as the teachers felt they had to race against time to cram all the contents into the students, so there is no time for participatory and interactive methods.
- The majority of teachers have not been trained to teach extra-curricular and quality-of-life subjects such as reproductive health, HIV/AIDS, life skills, and sexuality. As a result they do not know how important these topics are and how to handle these topics, and consequently choose simply not to teach them.
- NFE teachers usually receive a low salary, without job security because they are usually employed on a project basis. Therefore they are not too motivated to shoulder more responsibilities and teach more topics. In Senegal, for instance, they receive only about one-third the salary of formal education teachers.
- The high college fees for teachers' training, lack of adequate textbooks in colleges, lack of specialization, plus low salary, prevent high-quality people from entering the teaching profession in the first place.
- Instructional materials are not sufficient either in terms of quantity or quality. They usually are not diverse enough in terms of content, format, and style.
- Supplementary reading materials are still lacking.
- A number of CLCs/MPCs were not well-stocked with materials.
- Instructional materials were not well distributed, resulting in a number of children not receiving all the materials they needed to study (such as in Cambodia).
- Like formal education, non-formal education does not lead directly to better job opportunities and increased wages in the same way as skills training, so parents do not readily see the value of NFE either. It is worse in the cases of poorly-designed and poorly-run NFE courses.
- Although students usually had to pass some kind of assessment and/or evaluation upon completion of NFE courses, accreditation/certification and equivalency programme were rare, thus limiting the acceptance of NFE experiences in higher level of education and in the workplace, resulting in NFE not being highly regarded or valued.

Sustainability

- Improvement is still needed in terms of government-NGO-community collaboration to provide NFE to the children in the community.
- There is inadequate participation of teachers and the community in the development of local curriculum and supplementary materials, and there is no child participation in the process at all.

2.4 Existing models of formal and non-formal education

Apart from policy advocacy and policy development, awareness-raising and social mobilization, and capacity building, all the education-related initiatives reviewed can be classified in the following three major categories: 1) promoting school retention and attendance to prevent drop-out and subsequent child labour; 2) promoting appropriate education to children who have been either totally

or partially removed from child labour; and 3) promoting educational experiences for young siblings of child labourers.

For the first category of promoting school access, retention and attendance to prevent drop-out and subsequent child labour, modalities included improving school curriculum, improving teachers' capacities, promoting learning environment in the school, extra efforts to enrol and retain girls in the school.

For the second category of promoting appropriate education to children who have been either totally or partially removed from child labour, models of education provided to the children who were totally withdrawn from work consisted of: mainstreaming directly into formal education (practiced only in Kenya), functional literacy (practiced only in Bangladesh), functional literacy plus enhancement or enrichment programme, functional literacy or non-formal education plus skills training, literacy or transitional NFE to prepare for mainstreaming (all countries), and combining FE with NFE (only India). On the other hand, for the children who are still working and cannot be fully removed for some reasons, the modality was to combine either FE or NFE with work.

For the third category, pre-school education was provided to ensure educational experiences for young siblings of child labourers.

The following sections describe the existing models of providing education to the children who were either fully or partially withdrawn from child labour.

2.4.1 Mainstreaming directly into formal schools

In this model, the children who had been removed from work and who had some previous education or who had adequate literacy skills were directly enrolled in the regular primary school for primary education. This model is more suited to young children who can assimilate well with other young children in the school without looking foreign from them when sitting together in class. Mainstreaming is usually found to be a complicated and challenging process (the complexities of which will be examined and discussed in Part 3 of the report), however, this model was not popularly practiced in IPEC action programmes and was practiced only in Bangladesh and Kenya.

2.4.2 Functional literacy

Instead of mainstreaming withdrawn children directly in the formal schools, especially in the cases of older children (who did not wish to attend regular schools with young children) and children who had never been enrolled in school hence possessing no literacy skills, functional literacy was provided to them. While functional literacy is acknowledged to be very useful for the children, it is also generally found to be inadequate especially for older children. Therefore this model was not popularly practiced in IPEC action programmes and was found only in Bangladesh and the Philippines.

2.4.3 Enhancement programme

This model only provides the participating children with educational activities that will enhance their quality of life such as leadership, health education, waste management, arts and culture camps, etc. While quality of life promotion is important to both short-term and future well-being of the children, enhancement programme alone is not quite sufficient for balanced development of the children and is probably suitable only to the older children who are already literate and who for some reasons do not wish to, or cannot, undertake further serious study. The model is practiced only in the Philippines.

2.4.4 Functional literacy plus enhancement programme

In this model, some kind of enhancement or enrichment programme was added to functional literacy, with the aim to promote better quality of life for the target children, usually the older children. The activities and contents of the enhancement or enrichment programme varied from one action programme to another, from one country to another, but usually included some kinds of life skills, recreational activities, and/or other support services ranging from HIV/AIDS education to excursions and camps. This model has more advantages than just the functional literacy programme or enhancement programme alone, and is suitable for both younger and older children. This model was practiced in Cambodia, the Philippines and Senegal.

2.4.5 Literacy or NFE plus skills training

In this model, literacy or more advanced/higher grade level of non-formal education was provided to the target children, usually for older children, in combination with some type of skills training which is relevant to the age group of the children, such as pre-vocational education for the relatively younger children and vocational skills training for older children. This model was practiced in Bangladesh, Cambodia, India, the Philippines and Senegal. The model allows for some flexibility regarding educational backgrounds of the children. For the children with limited or no literacy skills, they can undertake a literacy course whereas the children with adequate literacy skills or basic non-formal education can undertake a more advanced NFE curriculum at a higher grade level. The model ensures that the children who take up pre-vocational or vocational training have the necessary literacy and numeracy skills to learn skills training efficiently and effectively. At the same time, it ensures that the graduates will not only be 'educated' but will also be able to engage in skills-based gainful employment or income-generation activities. The potentials must appear attractive to both the children and their parents, making it easier for the parents to support their children's education because it promises tangible outcomes.

2.4.6 Literacy or transitional NFE to prepare for mainstreaming

This model was the most popular and was practiced in all countries for most of the children withdrawn from child labour, and was the standard model for all younger children. Different types of literacy or different grade levels of non-formal education, containing different contents and requiring different lengths of time, were provided to the target children based more on their literacy skills rather than their age or their developmental stage. After the children completed the programme, they were re-integrated into the formal school. The only disadvantage to this model is that sometimes the older children, especially those with limited or no educational background, do not wish to study in school with young and small children in the low grade level, or do so with a poor self-image and self-respect. For this reason, transitional NFE which allows the older children to learn sufficient contents in a limited time is more suitable than a literacy programme, as it provides a short-cut necessary for the older ex-child workers to study at higher grade levels in the school.

2.4.7 Combining either FE or NFE with work

For the children who were only partially withdrawn from child labour and were still working for some reasons, this model provided them with an opportunity to obtain education while carrying on their work. The education experiences could be provided in the formal or non-formal education system depending on the children's circumstances. This model was practiced in Bangladesh, Cambodia, Colombia/Peru, Turkey and Senegal.

The additional value of this model was that, with special arrangements made with the employers by the implementing agencies involved, usually the children had their working hours reduced so that

they could attend the class. However, the model requires negotiation and collaboration with the employers and close supervision and enforcement, to ensure that children will not be penalized for participating in education. In Bangladesh, for instance, some working children attending NFE classes in Dhaka reported that they had their wages reduced by the employers on the days they came to class, which meant that both the children and their parents had to be highly motivated and appreciative of the value of education to ensure the children's continued participation in education even though their wages were adversely affected. This could be problematic in the long term.

Another disadvantage of this model is that the working children were often found to be too tired to study seriously in the evening after the day's hard work and would prefer to relax and play. The teachers therefore have to use fun, participatory, and/or practical activities to motivate them to learn. Besides, the working children usually have no time to do homework, so the teachers have to understand and adjust their way of teaching so that the children will not need to take extra work back home or back to their work place. However, experiences in Cambodia and a number of other countries have shown that, because of work-related tiredness and other limitations the working children could not perform well academically and they would have had better academic achievement if they had been studying intensively without working.

Combining either FE or NFE with work, therefore, needs to be considered carefully, taking into consideration not only all the pros and cons but also the specifics of the circumstances including the children's age, the type of work they are engaged in, and the possibility of complete withdrawal. The model is more acceptable to older children than for young children. In cases when some working children cannot be totally withdrawn from work, this can be the first step of introducing the working children to the world of education while partially withdrawing the children from the world of work. Even when the children do not perform well academically because of the various limitations, the exposure is still worthwhile if it can foster in the working children positive attitudes towards education that will encourage them to participate in more education programmes in the future. However, it needs to be noted that combining either FE or NFE with work should never be considered as a viable option in the cases of children engaged in the worst forms of child labour, as the only acceptable option in such cases is immediate and complete withdrawal.

2.4.8 Combining FE with NFE

As a number of mainstreamed children struggled to keep up the pace of studying with the other regular students, one useful support service often provided by the action programme and/or the school was the provision of extra tutoring in some ways. The Tirupur action programme in India, however, developed this model of combining FE with NFE so that systematic tutorials could be provided to the mainstreamed children at the local TEC everyday either before or after school, to ensure that they could study successfully. These daily sessions, conducted by the NFE teacher who had taught them during the bridge course before mainstreaming, sometimes included counseling and follow-up on the children's progress as well. India was the only country which practiced this model. The advantage of this model is that the mainstreamed children will receive all the academic and psychological support they need, particularly from the NFE teacher who knew them well and whom they must have come to trust and bond with. It is important, however, to take care not to overwhelm the young children with education to the extent that they have no time to relax. It will indeed be helpful if the NFE tutorials are conducted in an informal and child-friendly manner to help the children relax while they do additional learning.

2.4.9 Pre-school education for young siblings

This model of providing educational experiences to young siblings of the target children was practiced in Bangladesh, Senegal and Turkey. It could take different formats ranging from

kindergarten and crèche to pre-school or preparatory class, and consist of different contents and activities, depending on the children's age and developmental stage, as well as on the locality and the action programmes.

In terms of delivery system of education, the various models involving non-formal education already described were provided via a number of delivery systems as follows:

1. Conducting classes at the local learning centres supported by IPEC action programmes - four countries adopted this mode of delivery: Bangladesh, Cambodia, India and the Philippines. These learning centres are called by different names in different countries: community learning centres (CLCs) in Cambodia, multi-purpose centres (MPCs) in Bangladesh and the Philippines, or transitional education centres (TECs) in India.
2. Providing education plus shelter and other support by removing the children from their home and community or from the streets and putting them in a special shelter - three countries adopted this mode of delivery: India, Senegal and Turkey. The shelter, and the duration of the children's stay varied from one country to another, i.e. a boarding school (in Turkey), residential camp (in India), or safe house (in Senegal).
3. Providing education by distance learning - only Turkey adopted this mode of delivery, especially for children who were still working.
4. Conducting classes at the existing primary school facilities in the evening after school hours - this mode of delivery was adopted by Senegal, especially for working children.
5. Using the NGO offices as the classrooms – Colombia, Peru and Senegal adopted this model.

2.5 Monitoring, follow-up, and evaluation

- According to the IPEC staff and action programme staff in many countries, follow-up/monitoring was an integral part of the project management process. Project monitoring was conducted regularly and included field visits, various forms of communications and interactions, formal and informal, between the projects and the implementing partners to follow up on progress of project activities and on problems encountered during project implementation and how to solve them. Monitoring and follow-up proved to be very useful in helping the CTAs and project co-ordinators to keep abreast of project developments and performances, identify emerging problems and needs, and respond in an efficient and timely manner.
- At the action programme level, there was a wide spectrum of practices on monitoring, follow-up, and evaluation in the nine countries reviewed, some are more rigorous and systematic than others.
- Systematic assessment of what the children learned and mastered seemed to be lacking in some countries and even non-existent in a few other countries such as Colombia, Peru and Senegal.
- Some large projects in Bangladesh (i.e. the Netherlands-funded project and the USDOL-supported project) designed and implemented a very elaborate monitoring, tracking and verification system for use in their respective project. The Netherlands-funded project, for example, designed a system that included different types of monitoring such as MPC monitoring and workplace monitoring, involving different forms, and different methods such as sample verification, community watch and MVT database. Each child was individually monitored through the MVT card. The USDOL-supported project also developed an extensive system of tracking each individual child through a child profile form, through the entire process from removal to participation in NFE through mainstreaming or vocational skills training. The data fed into a database of child profiles which was regularly updated. The two projects' databases allowed easy review of progress made on each child, timely responses to problems, prevention of drop-out, as

well as provided a big picture of overall progress on all the respective project's target children. Cambodia was also quite effective in trying out similar school and work place monitoring systems run by the CCLWC and SCLWC. The Project for Combating Child Labour through Education and Training in Peshawar, Pakistan, also discussed and put into use an excellent database which includes all relevant data of all children who participated in all project activities. The type of data included children at risk as well as children working under the worst forms of labour conditions for which preventive, protective, and rehabilitative activities are needed. The database was continually updated, and was an extremely valuable instrument in analyzing the situations of the working children, monitoring the implementation of the project activities and in designing more precise strategies.²⁹

- Action programmes in Bangladesh, Cambodia, India, the Philippines and Turkey, generally had a good process of evaluation, examination and certification.

2.6 Support services

- All action programmes provided some kinds of support services to the children. Some provided more and some provided less. Countries with the more varied types of support activities were India, Kenya, Senegal and Turkey, whereas Colombia and Peru have fewer types of activities. The support services provided to the children by all countries were counseling, meals, and vocational skills training. Other services popularly provided included child rights education, health care and check-ups, sports/ music/ drama/ recreation/ arts/ toys/ games, reproductive health education/ sexuality, additional tutoring, referral, accommodation, transportation, uniforms/clothes, stationery/ materials/books, and business/ entrepreneurial training (see Table 4 for reference).
- Action programmes also provided support for parents, family and the community. Again, some action programmes and some countries provided more varied types of support than others, with Colombia/Peru, India and Senegal providing more and Cambodia and Kenya providing less. The only support provided in all countries was awareness-raising. Other popular support provided includes vocational training, seed money and income-generating activity, and education/activities for young siblings (see Table 6 for reference).
- Although Tables 4 and 6 show that many support services were provided in many countries alongside education programme and skills training, the following need to be noted:
 - In many cases the support services were not provided on a continued or frequent basis: for example, sports and recreation might be offered only a couple of times during the entire duration of the programme. Nor did they cover every child participating in the programme.
 - The quality of the services provided was usually not rigorously assessed to see whether they were effective, or whether they were necessary and should have been provided in the first place.
 - In the same country some action programmes provided certain support services while others did not, or some action programmes provided some support services while others provided other services. When the data were put together in the same table, the list looked comprehensive although few action programmes actually provided a comprehensive package of services. In fact some action programmes provided few support services.

²⁹ IPEC: W. Aschmoneit and F.U. Khan: *Combating child labour through education and training in Peshawar, Pakistan*. Evaluation report. pp.3, 4, 34. (Peshawar, 2001).

- There are numerous studies that showed that formal or non-formal education alone was not adequate or meaningful to poor families of working children and ex-working children because it does not produce concrete results in a short time and as a result does not look attractive in the short term while the long-term gains cannot be truly guaranteed. Besides, school-related costs are prohibitive for many poor and marginalized families, even when the country promotes free and compulsory education. Therefore, the provision of education usually needs to be complemented by other support services in order to be effective and make a difference.

2.7 Characteristics of effective education programmes

The following sections contain the characteristics of effective education programmes which appear in the review of the country reports and in key IPEC documents.

2.7.1 Having multiple partners and being multi-sectoral

The various partners/sectors usually included are parents, families, community leaders and organizations, teachers, schools, teachers' associations, NGOs, trade unions, employers' associations, the media, policy makers and key government agencies most notably the Ministry of Education including their district/provincial offices and Ministry of Labour and their district/provincial offices, local government, skills providers and local businesses, and labour inspectors. UN agencies and academic/research/training institutes are sometimes included. Ideally as many partners and sectors as relevant should be involved in some ways. The various partners from different sectors bring with them different mandates, experiences, specializations, and networks. Therefore, having multiple partners and being multi-sectoral not only enlarge the programme's pool of programme supporters and human resources, broaden the programme's perspectives and expand the programme's networks, but also reduce resistance and possible opposition, thus ensuring smooth operations and broad-based collaboration. It is important, however, to recognize the strengths and limitations of each partner, and to discuss and negotiate roles and responsibilities accordingly. On the other hand, action programmes can only manage to co-ordinate directly or work with a certain number of key partners in order to be efficient and effective, so they have to select key partners carefully. It is also important to put in place a good co-ordination and communications system to get all the partners to work together efficiently and effectively, including having the partners participate in key programme activities such as planning, supervising, evaluating, and summarizing lessons learned.

2.7.2 Having multiple levels of interventions

Effective education programmes work at multiple levels with all layers of target groups and partners, ranging from the children, their parents, and the community (including community leaders, community groups and various community committees), to the district/provincial level (including various district and/or provincial authorities), and the national level. The strategy not only promotes concerted efforts and linkages, but also facilitates resource mobilizations in terms of human, information, and financial resources. Again, a good co-ordination and communications system is needed to ensure linkages among all the levels.

2.7.3 Being comprehensive and having multiple components

Effective programmes (such as several large projects in Bangladesh, Cambodia and India) are comprehensive and consist of multi-faceted components. The components usually included are: withdrawal of children from hazardous and exploitative child labour; counselling and rehabilitation;

provision of transitional NFE/ re-integration into formal education/alternative education as is relevant; promoting school attendance and retention through improving school facilities and promoting child-friendly learning environment; making special efforts to reach girls; providing enhancement of programme and activities; skills training as appropriate to the children's age and developmental stage; wide-scale awareness-raising; advocacy and development of enabling policies and legislation; poverty reduction including various social and economic support to parents and families; creating enabling environments; promoting community involvement; and, working with siblings and addressing other vulnerable children to prevent future child labour and child exploitation. Ideally, as many components should be included, but capacity of the implementing agencies should also be taken into consideration. It is also important that all components are systematically connected and are integrated into the same well-designed framework, to ensure that the programme will move towards the same goal, and to prevent the programme from becoming a collection of stand-alone activities that do not connect with each other. Experiences from the IASP project³⁰ in India and the Peshawar experience³¹ in combating child labour also confirmed that having multiple components and being comprehensive contribute significantly to the success of action programmes.

2.7.4 Conducting activities relevant to and appropriate for the children's age and developmental stage

While balancing adherence to ILO-IPEC's principles and attention to country and community contexts, effective programmes ensure that education activities are provided in accordance with the children's age and developmental stage. In the Peshawar project in Pakistan, for example, all children under 12 years old were mainstreamed into formal school for primary education, those aged 13-14 years were provided with NFE plus pre-vocational education, and those over 14 years of age were provided with NFE and vocational training to prepare them for gainful employment.

2.7.5 Being child-centred

Regardless of what programmes are capable of conducting or consider best for the target children, Programmes which consider and respond to the target children's interests and willingness are the most effective, since children have different interests and needs, as well as different ways and pace of learning.

2.7.6 Providing life skills and activities to promote quality of life

Effective programmes provide the target children with life skills which have been agreed by not only IPEC but all agencies working with children (including UNESCO, UNICEF, and Save the Children) to be essential to children's short-term and long-term development. They also provide quality of life education which varies in contents and format, depending on different contexts and circumstances. Life skills usually included are problem-solving skill, negotiating skill, decision-making skills, communications and inter-personal skills. Activities to promote quality of life popularly provided include arts, crafts, music, sports, drama, health education, child rights and labour rights education. Ideally the more activities included, the better, so that children can choose what they are interested and wish to participate in.

³⁰ B. Light: *Review of India's integrated area-specific approach against hazardous and exploitative forms of child labour (IASP)*. Not published. (India, 2002).

³¹ IPEC: W. Aschmoneit and F.U. Khan: *Combating child labour through education and training in Peshawar, Pakistan*. Evaluation report. (Peshawar, 2001).

2.7.7 Providing relevant and necessary support services

Effective programmes provide support services to the target children, families and communities in such a way that the services are quantitatively adequate, comprehensive, of good quality, and are provided on a continued basis. However, the services do not need to be provided to everyone equally, all the time, or everywhere, but are provided on a needs-based basis with appropriate consideration of existing resources, strengths, and potentials not only on the programme's part but also on the family's and/or community's part. This allows maximization of existing resources as well as mobilizing existing resources and contributions among the target groups.

2.7.8 Integrating child labour in the public debate and the national agenda

Effective programmes not only work downstream by engaging in direct interventions with the target groups but also work upstream on advocacy and development of enabling policies and legislations, including advocating for the child labour issues to be included in public debate at all levels involving all sectors, and in the national agenda. This strategy provides for broad-based awareness-raising and alliance building as well as builds a solid foundation for scaling-up of efforts and sustainability.

2.7.9 Including capacity building and institutional building

Capacity building is an essential part of all effective programmes, and the more levels and the more sectors it covers, the better. However, different types of capacities are usually needed by different target group, depending on existing strengths and identified needs. Local organizations may need small practical capacities such as how to develop project proposals or how to summarize lessons learned from their own action, whereas agencies and institutions at a higher level may need other skills such as participatory planning, how to conduct follow-up and evaluation, etc.

2.7.10 Including knowledge management mechanisms and process

Effective programmes do not just conduct programme activities but also learn from them. This means that they have mechanisms and processes for assessing and evaluating their own work, summarizing lessons learned from the experiences, sharing their lessons with others in and across projects, and using lessons learned from their own or from other projects and programmes to revisit and revise their current work. All these require a systematic and working knowledge management mechanisms and process to be put in place, and utilized.

2.7.11 Sensitivity to gender issues

As cultural gender norms and values contribute significantly to differential school enrolment/attendance/retention as well as to child labour and child exploitation, effective programmes are those that strive to be sensitive to gender issues and make efforts to address them in various ways including making special efforts to reach girls, working with mothers, promoting women's empowerment, recruiting female teachers, including gender sensitivity training in their pre-service and/or in-service teacher training curriculum. Lessons learned from a number of successful projects pointed to the importance of recognizing mothers' roles and working with mothers in order to solve child labour problems, such as the IASP project³² in India which conducted literacy, skills

³² B. Light: *Review of India's integrated area-specific approach against hazardous and exploitative forms of child labour (IASP)*. Not published. (India, 2002).

training and self-help groups for mothers, and the efforts made to involve mothers in working with child bonded labour in Nepal³³.

It is important though, to remember that while working with mothers is crucial, it is also essential to initiate and maintain dialogue with the fathers and religious leaders, as they are the gate-keepers of the family, and the community who usually make final decisions whether girl children should go to school or go to work or get married, and often women do not have equal power to negotiate with them or over-ride their decisions. CB's work with the community people in Bangladesh is a good example on promoting women's involvement and empowerment.

2.7.12 Sensitivity to community cultures and relevance to community contexts

Different communities have different contexts and different cultures. Rural communities tend to be more conservative than urban ones. Traditional and ethnic communities usually have particular cultures and norms that outsiders may not know, understand, or appreciate. The success of the programme, therefore, depends on how well such community contexts and cultures are understood and how programme activities are designed based on such understanding, to ensure that they are relevant and acceptable. Effective strategies include continually working respectfully with community, religious, and cultural leaders, listening to and learning from them, inviting their participation, promoting exposure to new ideas, and gradually making efforts to help them adjust some conservative attitudes and value systems.

2.7.13 Being process-oriented, not a one-off activity

Although one-off activities (such as a mass campaign rally to promote awareness on child labour and child education) are useful in some ways if they are well-designed and well-executed, they do not stand any chance of being sustainable. Therefore, effective programmes that aim at sustainability make efforts to link such activities to other activities and ensure that they complement each other in a meaningful way and in a process-oriented fashion, implying that each activity needs some kind of preparation, follow-up, and support; and needs to lead on to other activities. This means that the programme must be well-designed from its conceptual stage, and that the programme must have adequate time of implementation.

2.7.14 Using media as part of the process

Most programmes use the media: either local or national; and, either little media (such as street theatre, children's performances, reading materials on child labour experiences for school teachers and school children, etc.) or mass media (such as radio programme, newspaper articles, or TV broadcasts), in some ways. Effective programmes, however, do not utilize media or involve media people on a piece-meal basis, but do so in a process-oriented manner so that any type of media used at any time is linked to the overall goal and plan. For example, the LICADHO Teacher's Kit in Cambodia was not just developed and distributed to teachers or schools, but are combined with teacher training sessions and sustained awareness-raising campaigns complete with follow-up and other support. The strategy ensures that the messages contained in the media are well understood and passed on to the intended audience who will act on them in intended manner.

³³ B.K. Shrestha: *Report on the evaluation of the project: Towards the elimination of child (bonded) labour*. (Nepal, 2002).

2.7.15 Developing good communications, common understanding and genuine partnership

The programme works with many partners at various levels involving various components over a long period of time. Therefore, it is imperative that all parties ranging from IPEC staff, implementing agencies and action programme staff, to other partners and stakeholders, develop joint ownership of the work to which they are committed. This should involve developing positively a genuine partnership based on equality, respect and trust through a shared understanding of common goals and expectations, instead of adhering to a donor-recipient relationship. In order to arrive at this, effective and successful programmes learn to develop participatory mechanisms and process for promoting good communications, common understanding and genuine partnership from the very beginning and make efforts to nurture them throughout. Conflict management is often built into the process.

2.7.16 Sharing power and sharing responsibilities through multi-sectoral committees

Many programmes now establish various kinds of committees at various levels, from the local level (i.e. school and/or community) and district/provincial level to project level and national level. Usually these committees consist of representatives from various sectors, as a strategy to share power and responsibilities, and to develop joint ownership. Experiences have shown, however, that not every representative or every committee works or works effectively. The key to effective and successful committees, therefore, is to ensure that each committee includes representatives from the relevant sectors who are mandated to work on the issues of child labour and/or child education at the particular level, and that each representative is from a high level and has the decision-making authority from his/her organization. This will ensure that each committee will not just be a decorative body but will really be able to make decisions, mobilize necessary resources, take action on whatever decisions and agreements are made, and actually make a difference.

2.7.17 Maintaining connections and linkages among child labour, education, and skills training

Effective programmes establish and maintain linkages among the issues and practices of child labour, child education, and skills training. This may sound like stating the obvious, but reviewing some country reports has suggested that not all IPEC staff and partners really understand or appreciate how these are connected and how to use education and skills training to break the cycle of child labour. Indeed, some action programmes conducted skills training or education activities without the necessary support activities, without setting clear goals and directions for the programme or each component; or, without due follow-up and evaluation of the effectiveness of interventions and their impact on child labour and on promoting a better quality of life for the withdrawn children.

2.7.18 Conducting large-scale awareness-raising

In order to be effective, every programme needs to raise awareness and educate not only the limited number of target groups they work closely with, because perceptions about children (i.e. whether they are the family's resources that should be put to work to help feed the family, or they are human beings with rights that have to be respected and potentials to be developed), girls and women (i.e. whether they do or should have equal rights to boys and men) and education (whether or not it is important for everybody or only for those who are well to do, whether education has any value, etc.) are usually so deeply ingrained in the way of thinking in the community and society that they affect individual and familial attitudes and decisions. Only large-scale awareness-raising and education

campaigns conducted on child labour and child rights issues on a continued and consistent basis involving different types of media and activities can permeate the public mind and start to build a new consciousness that will shape desirable attitudes, values, and behaviour.

2.7.19 Promoting community participation and community ownership

In addition to conducting large-scale awareness-raising and education campaigns in the effort to influence public opinions, effective programmes also make great efforts to personalize and localize the child labour, child rights and child education issues by promoting local participation and ownership at the community level. This strategy ensures that child labour and child rights do not become abstract concepts to community people or become ‘other people’s problems’, but the issues of child labour and child education will be grounded in the community realities, concerns, and actions. It is one strategy that will help promote sustainability of action after the programme is completed.

2.7.20 Preventing family and community dependency

While programmes conduct many activities and provide many support services during the course of their implementation, all good programmes come to an end and activities eventually need to stop. Effective programmes that aim for sustainability, therefore, make efforts to prepare the target groups for programme completion and withdrawal. The best strategy for so doing is to prevent family and community dependency from the very start, by focusing on identifying and mobilizing family and community strengths, promoting community participation and ownership, strengthening community organizations, supporting savings schemes with income-generation for the parents and families, supporting mothers’ and/or parents’ self-help groups, and so on. Indeed many programmes usually conduct some of these activities, particularly income-generating activities, savings scheme, and self-help groups, but these activities can lead either to future self-reliance or more dependence on the project, depending on how the activities are conducted and promoted, and how the project staff perceive themselves and the community people. Effective programmes have staff who firmly believe in the community’s potentials and capacities and who see themselves not as saviours but as facilitators and partners, and who act on these convictions and perceptions by looking for the community’s strengths instead of weaknesses, and building on those strengths.

2.7.21 Promoting involvement of professional associations

Effective programmes recognize and mobilize the strengths and potentials of not only trade unions and employers’ associations, but also professional associations such as teachers’ unions (such as in Bangladesh) and association of women educators (such as in Senegal).

2.7.22 Identifying and nurturing committed individuals

Although projects and programmes are usually advised not to rely on individuals but on institutions and structures, especially those with relevant mandates, in order to promote institutionalization and sustainability, it is undeniable that committed individuals can and do make a difference. Effective programmes, therefore, learn to identify and nurture individuals who are personally committed to the cause of eradicating child labour and promoting child rights and child education, and develop ways of working so that these individuals can be involved and working in a meaningful way with existing structures and organizations. The important things to remember are that such committed individuals can be found at any level including the community, not only at the top; that they may or may not hold any official positions in any mandated organizations; and that, when acting out of their own interests and conviction, individuals with no official position or not in a mandated organization can

be more committed and contribute more than the officials or heads of agencies who are not interested.

2.7.23 Follow-up and assessing impacts

Effective programmes pay attention to assessing the outcomes and impacts of their interventions, and build in mechanisms for regular follow-up, evaluation, and even self-assessment, which help generate information they can use to improve on their own performances and for revision and adjustment of their plan if need be.

2.7.24 Combining withdrawal with provision of support to the children, parents, and families

Recognizing that child labour is closely linked to poverty and lack of viable alternatives, effective programmes do not just concentrate on withdrawing children from hazardous child labour but also supplement the efforts with provision of necessary supports to the children, families and communities, particularly vocational skills training, business/entrepreneurial training, seed money, credit and/or savings scheme, etc. so that they can initiate income generating activities that can provide economic security for the family to the extent they will not have to get the children to re-enter child labour. Mothers' self-help groups as well as parents' self-help groups and networks are also initiated in some cases, such as in India. Awareness-raising on the rights of the child, the value of child education and the negative aspects of child labour is also an important component of the support package provided, along with some kind of education and activities for the children's young siblings to develop positive attitudes towards education, get them a head-start in schooling, and hopefully to prevent them from ever entering child labour.

2.7.25 Mainstreaming child labour and child rights issues in the national curriculum at primary and secondary levels of education

One effective strategy for raising awareness about the evils of child labour among children, teachers and schools is to mainstream child labour and child rights issues in the national curriculum at primary and secondary levels of education. It helps bring the reality home and mobilize support and understanding for ex-child workers as well as advertises the need to prevent new cases of child labour. On the other hand it helps the withdrawn and mainstreamed children to relate better to the new environment of the regular school, while also providing the school teachers and the other children with the necessary understanding of how to relate to the mainstreamed children. With these understandings, mainstreaming should be a less traumatic experience for the ex-working children.

2.7.26 Mainstreaming child labour, child rights, and child education issues in the teacher-training curriculum at teacher training institutions

Another effective strategy to ensure that teachers really learn about child labour issues and learn how they can help make a difference in the children's life is to mainstreaming child labour, child rights, and child education issues in the teacher-training curriculum at teacher training institutions. Once teachers understand how lack of access to education and how unfriendly learning environment in the class and in the school can lead to child labour, they can see the need to make a difference, starting with themselves: how they conduct a class, and how they handle the children in general, and 'problem children' in particular.

2.7.27 Including policy advocacy and policy development

Although direct interventions are a quick-fix approach popular with all programmes, and are admittedly necessary in many cases, they are not sufficient. As resources are limited, whereas the number of child labourers and families abound, there are simply not adequate resources to assist everybody in need. Effective programmes, therefore, engage actively in the advocacy and development of appropriate and enabling policies and legislations, aimed at solving problems in the longer term. It is important to note that policy advocacy and policy development needs to be carried out at both the national level and the local level. At the national level, it will be important to have senior representatives from the MOE and other relevant ministries in the IPEC's National Steering Committee, whereas at the local level it will be important to have key local officials and leaders participating, although these will vary from one community to another.

2.7.28 Scaling up by developing linkages with non-project institutes and components

One strategy for scaling up effective project models or strategies and making them sustainable is to develop linkages with other non-project institutes and components, to show by example what the effective models and strategies are and promote their replication or adaptation. A good example is the case of KNUT in Kenya, where outreach activities were conducted with non-project schools and necessary supports were also provided to promote adoption of the project model. The bonus of this strategy is that, as there are more schools using the same model, the participating schools can learn much more from this enlarged pool of experiences and resources than originally envisioned, and this creates a win-win situation for all concerned.

2.7.29 Employing teachers from the community

Employing teachers from the community is one effective strategy in NFE programmes. These local teachers know the local cultures, language or dialect, and contexts, including all the people, organizations, networks, relationships, and the do's and don'ts of the community well, so they know how to conduct themselves and work with the community. Being better educated than many people in the community, they are already recognized and respected there, which makes it easier for them to be accepted by the community and push the programme objectives and activities. They can make the programme activities effective more easily than if the programme employed teachers from outside the community. Besides, these teachers will remain in the community after the programme ends so they can continue to promote child rights and child education in the community, hence ensuring sustainability of the programme.

2.7.30 Selecting teachers with appropriate characteristics and attitudes

Teachers are indeed the front-line workers in education programmes, and it is most often they who determine whether the programme will be successful, whether they will retain children in their class or unwittingly push the children out of the classroom into the street or labour force. Effective programmes therefore select their teachers with care, with clearly-developed criteria and with due process, to make sure that they have teachers who possess not only the required level of knowledge or diploma but also the right attitudes, qualities and characteristics. Already identified desirable attitudes, qualities and characteristics are: being tolerant, good communication ability, democratic attitudes, appreciating different learning views, taking initiatives, having charismatic personalities, and not tolerating corporal punishment, etc. However, as teachers' roles and responsibilities are not limited to teaching but also include the roles of the community mobilizers, they should ideally possess qualities that make community mobilizers effective, such as:

- being well-familiar with project objectives and approaches, the curriculum and the materials as well as teaching methods, as they need to advise and train teachers on how to teach;
- having good observation and analytical skills, so that they can analyse the situation and respond appropriately;
- being well-behaved and acceptable to the community;
- being well-prepared to respond calmly and positively to negative reaction from parents, employers or community;
- being gender-sensitive;
- being able to mix and work with people of different sexes, age groups, and social and economic status;
- learning to build rapport with parents through frequent visits without mentioning the issue of child labour;
- raising the issue of child labour and child education AFTER adequate rapport has been established with parents;
- being able to organize fun activities at the MPCs to motivate children to come to class, such as singing, games, sport, energizers, etc. Such activities should be conducted before class, during class, and whenever the children started to lose interests or look sleepy; and
- having good academic backgrounds.

2.7.31 Using the education task force (ETF) as a mechanism for mobilization, support and advocacy

As described in the desk review evaluation of the APEC Awareness Raising Campaign: *Eliminating the Worst forms of Child Labour and Providing Educational Opportunities*,³⁴ a large number of countries have successfully utilized the multi-sectoral educational task force (ETF) as a key mechanism for supporting and advocating the importance of education to combat child labour. The format, scale and scope advocated by the ETFs differ from one country to another, depending on the specific country's contexts, experiences, and situations. For example, new ETFs were established in Mexico, Thailand and Vietnam, while in Peru and the Philippines the existing ETFs have been strengthened and expanded to include more stakeholders, whereas in Indonesia the ETF is a combination and integration of three existing relevant task forces. Success is further enhanced when the task forces are linked to IPEC's National Steering Committees, such as in the cases of Kenya, the Philippines and Peru. The success of the ETF initiative in the IPEC-APEC project has influenced the design and implementation of a considerable number of initiatives and projects in various IPEC countries.

2.7.32 Being flexible

Although it is essential to have a well-developed plan of action that will guide programme implementation in directions that will lead to the identified programme goal and objectives, effective programmes are those that remain attentive to the actual situation of the children, families and communities, and adapt some programme activities to these realities while still adhering to the programme's overall framework of principles, strategies, and approaches.

³⁴ IPEC: *APEC Awareness raising campaign: Eliminating the worst forms of child labour and providing educational opportunities*. Internal independent desk review evaluation, Draft 1. (Geneva, ILO, 2001).

Overall, action programmes reviewed in this study have different numbers of the above attributes, some more and some fewer than others. The challenges to the IPEC programme, particularly the country offices, can be summarized in three broad questions:

- How can the action programmes, implementing agencies, and country offices that already have some of these attributes continue to maintain them and scale up the good practices?
- For the action programmes, implementing agencies, and country offices that do not have the other attributes, how can they learn from this and improve themselves by doing more?
- How can IPEC ensure that new action programmes will include as many of these characteristics as possible in their action plans, now that they know what is effective? How can IPEC prevent proposals with ineffective strategies/characteristics from being supported and implemented?

It will be useful for the IPEC country offices to share and discuss these issues with their partners and with the action programmes they are supporting as well as with potential partners and other organizations in the process of action programme design, in order to work out how to improve the action programmes' efficiency and effectiveness, how to go to scale, and so on, with the aim of strengthening the country programme and making better use of education interventions to solve and/or prevent the child labour problems.

Part 3: Issues for discussion

This part of the report presents a number of issues for discussion based on findings and patterns emerging from the country reports, namely:

3.1 The FE/NFE debate

There has been a great deal of discussion and debate over the years, in the education sector as well as other related circles, focusing on the definitions, merits, strengths and limitations of formal schooling/education and non-formal education. The discussion has also been lively in IPEC literature including country reports. Indeed, there have been different, even opposing, viewpoints. For instance, in *Managing an Education Initiative*³⁵ quoted in the Philippines Country Report³⁶, a definition of formal and non-formal education was provided as follows:

- **Formal education** refers to the graded classroom elementary and secondary experiences provided by both government and private sectors, with a specific curriculum prescribed by the Department of Education, and the tertiary experience under the Commission on Higher Education.
- **Non-formal education** refers to the non-graded (but can be accredited) learning experiences provided by both private and public sectors, with specific learning areas and designed for specific learning needs and learners, e.g. literacy for non-readers. This also includes other forms of learning experiences and training programs such as leadership, peer counselling, health education, arts and culture camps etc.

In the country reports, however, formal education usually referred to primary education, and the curriculum was not always prescribed by the government. BRAC in Bangladesh, for example, developed and used its own curriculum in their schools. Non-formal education, on the other hand, was usually graded but, except for the Philippines, was not accredited. Besides, leadership, peer counselling, health education, arts and culture camps were usually referred to as support services, rather than NFE as per this definition. In fact other schools of thought would refer to these support services as informal education because of their lack of specific educational goals or objectives.

On the other hand, the Colombia/Peru Country Report³⁷ made a broad comparison of formal and non-formal education programmes in the countries as follows:

Formal education (Official certificate awarded)

Methodology

- Vertical relationships with pupils predominate.
- Sanctions can include corporal punishment.
- Traditional teaching methods are used which do not encourage creativity.
- Rigid curriculum;
- Lessons are taught in classrooms.
- The education is impersonal.

³⁵ ILO/ERDA: *Managing an education initiative*. (Geneva, 2002).

³⁶ IPEC: *Thematic Review: IPEC skills training, formal and non-formal education activities in the Philippines*. (Geneva, ILO, 2003).

³⁷ IPEC: *Thematic Review of IPEC's action programmes in Peru and Colombia on skills training, formal and non-formal education*. (Geneva, ILO, 2003).

- School hours are longer.

Teachers

- The majority have a teaching diploma.
- They have teaching experience.
- It is work paid by the Ministry of Education (low salaries).
- They have two or more jobs.
- They lack training in children's rights.

Materials

- Teaching materials are in scant supply.
- Facilities are poor.

Non-Formal Education (They have no official value)

Methodology

- Relationships with pupils are horizontal.
- There is no corporal punishment.
- Participatory strategies which encourage creativity are used.
- Flexible curriculum;
- Classes are taught in community centres or streets.
- The education is personalized.
- The hours are shorter.

Teachers

- The majority do not have a teaching diploma.
- Many do not have previous experience.
- When they are paid, their salary is higher than the state system, but some are volunteers.
- They usually work for an NGO.
- They have specialist training in children's rights.

Materials

- They create their own teaching materials.
- The level of facilities depends on cooperation.

This comparison puts non-formal in a very positive light against formal education, with the only drawback that it has “no official value” because it is not accredited like formal education which can award an official certificate. Different but related type of debate does not dwell on differentiating formal or non-formal education based on the practical aspects, but more on the ideological differences between the two. In *Towards Eradication of Child Labour: Useful Initiatives in Schooling*³⁸, the authors summarized:

Two parallel approaches to dealing with problems of child labour and education appear to be in progress with utter seriousness among the many NGO initiatives in India. One is the

³⁸ A. De, C. Noronha and M. Samson: *Towards the eradication of child labour: Useful initiatives in schooling – A study based on secondary data*. (India, 2002).

approach which seeks to put every child in school on the premise that child labour and child rights are mutually contradictory. A good example of this approach is the MVF foundation work in the Rangareddy district. Initially focused on the narrow group of child labour earning a living the foundation has since broadened to a more inclusive approach which looks at every child out of school as one who needs to be brought into school. The second approach which is somewhat less powerful today takes the line that in a poor country like India children need to help their parents and a system has to be devised to enable them to do so. This is the origin of the non formal education pattern pioneered by the Indian Institute of Education in Pune and also by the SWRC of Tilonia Rajasthan. (It is pertinent to mention here that MVF also experimented with the NFE alternative delivery method and found it wanting as we explain below). Here the assumption is that the formal system is not suited to children from disadvantaged groups—for social, economic or cultural reasons. Among the initiatives of this group there are several major differences. The IIE for example believes that the formal and non-formal systems are complementary and children should use whichever system is useful for them. The Tilonia system on the other hand rejects the formal system since it does not make use of the rich reservoir of local knowledge which already exists in village communities. They believe in revitalizing village communities without losing the treasures of their own expertise. The name of SWRC has itself changed to ‘barefoot college’ in recognition of its ‘informally’ educated solar engineers, architects, mechanics and doctors who have no formal degrees. (At the extreme end of the spectrum of the second group is the school of thought which rejects schooling altogether). It does not seem politically correct in our liberated, child rights oriented discourse today to talk of child labour as part of the lives of children. Yet it must be mentioned that the efforts of the second group are often contextually relevant, sensitive and visionary in outlook especially in our era of un-sustainable development.

Several interesting issues emerge from this discussion. The first issue is the association of full-time formal education with protection of children from child labour, with the implication that non-formal education, which usually is not conducted full-time, leaves children vulnerable to child labour. The second issue is the association of non-formal education with children from disadvantaged groups particularly in developing countries who still need to engage in child labour, with the implication that formal education is for other well-to-do children who are not required to work. The third issue is the association of non-formal education with informal learning and local knowledge while formal schooling is something to be rejected altogether because of its alienation from the community and its knowledge base. One common thread between these three issues is that formal education is the mainstream, standard, official practice that is credible because of its official stamp, even though it may be somewhat rigid and irrelevant, whereas non-formal education is the unofficial alternative option for the disadvantaged children who cannot afford formal education, implying it is second-chance, second-choice, and second-class education, even though it may be more relevant to the children’s and the community’s realities as well as respecting more of local knowledge.

It is not the consultant’s intention to add to the debate between formal and non-formal education here by raising the controversial questions of whether it is formal education or non-formal education that often fails the children and indirectly pushes them into child labour (although it was mentioned in the India and Senegal country reports that public formal education was of such poor quantity and quality that disadvantaged children could not access it or had to drop out), and whether non-formal education is the barrier to eliminating child labour or mainstreaming ex-child labourers, or whether it is in fact the safety net that keeps the working children from falling further down by providing an alternative means of learning when they cannot be totally removed from work or mainstreamed into formal schools.

However, several questions have to be raised here. What is the purpose and value of providing education to children in general and children withdrawn from work in particular? And whether education is the mean to something else, or the end in itself? Secondly, can non-formal education be second-choice and second-chance but first-class education? And what should be IPEC’s roles in relation to NFE? While the first question is discussed here-below, the second question will be discussed in the next section.

If the purpose of education is to promote learning about oneself, learning about the community/society/world one lives in, learning the knowledge and information that will be useful in life and that will enable the improvement of one's condition, learning to earn a livelihood, learning to learn, and learning to live in harmony with other people and to be good contributing members of both the local and the global community, does it really matter whether one learns it in the formal school system or in an NFE programme? If education is not the end in itself but a means to a better life and better work prospects - does it really matter whether it is formal education or non-formal education?

3.2 Problems and potentials in NFE: Second-chance, second-choice, and second class education?

There are a number of problems and concerns in relation to non-formal education. One illustration is related to the development of NFE in Cambodia, and to a lesser extent, the Philippines, which has been heavily influenced by the school of thought that believes that NFE is second-chance education which can effectively offer an education programme in parallel to the formal education system at a much lower cost. Therefore, NFE is used as a tool for offering alternative education to the population groups who in the main are disadvantaged so that they do receive some education but at a much lower cost. Many people have thus realized that second-chance education offered at a low cost is actually also second-class education.

It has been argued, as by several NGOs in India, that only formal education can keep the children out of work, but there are of course instances of formal education which is not full-time, such as in Cambodia where schoolchildren attend school in half-day shifts because there are not sufficient school facilities for them to attend school full-time regardless of whether they work or not. It has been claimed as well that non-formal education is a poor cousin of formal education that does not lead to good work/career prospects (but this is rather arguable if we only look at primary level of education, as few IPEC action programmes have provided education at a higher level than primary education for the target children and not much appears to have been done to promote secondary education or higher education), but this is often because not adequate resources have been committed to develop NFE programme in any country thus far, and because NFE is still not certified to be equivalent to formal education in many countries, thus limiting the opportunities for continuing education either in the general or vocational tracks. It may be, as suggested in the Cambodia country report, that NFE programmes were initiated to provide second-chance education for those who missed schooling, and because the quality of most NFE courses still leaves much to be desired due to limited resources and attention, NFE has become second-class education and, as a result, second-choice education.

This does not mean, however, that NFE cannot be improved. As already presented in Part 2, while there are many problems, there are also a number of positive points in the characteristics of non-formal education, the strengths and values of non-formal education in general, and special values of transitional NFE for ex-working children in particular. It is undeniable that non-formal education has a great deal to offer. Considering the potentials and values of NFE as found in reviewing the country reports, it appears even more accessible, flexible, and relevant than formal education. It is therefore believed that NFE programme can become first-class education if sufficient technical, human, and other resources are put into it.

However, it is noted that overall IPEC has not paid sufficient attention to non-formal education. For example, in Kenya only one NFE programme has been supported, i.e. the KUDHELA project which

is promoting the use of the normal curriculum in a NFE school in the Kibera slums³⁹. Considering NFE's potentials and the continued need for expansion and improvement of education facilities in all countries, IPEC should pay more attention to this alternative education and provide more support to relevant government agencies and NGOs to improve the quantity and quality of non-formal education, so that there are more options of quality education from which the children can benefit regardless of their working status.

In addition, IPEC may also consider provision of NFE to the children's parents more than in the past, as parents who are educated will recognize the value of education more and will be more likely to provide education for their children as well. Besides, if parents are educated or at least are literate, they can begin to pay more attention to their children's study and will be able to assist their school-going children more with regard to their schooling and homework. This in itself will be sufficient to show the needed support to their children in terms of education. They will also be able to start to teach some basic literacy to their young children to give them some preparation and a head start before these little ones start school. Indeed this will be a good strategy to promote eradication of child labour in the long term.

How to make sure that NFE is second-chance or second-choice education, but not second-class education for the children?

Like formal education, non-formal education programme as it is in most countries still needs to be improved in terms of quality of the curriculum, teachers, instructional materials, and teaching-learning methods. Their potentials need to be brought out and strengthened. But that is not enough. As pointed out in the Colombia/Peru country report, non-formal education has "no official value" because it is not accredited like formal education which can award an official certificate. This is contrary to the practices in Cambodia, the Philippines and India, where NFE has an equivalency/accreditation/certification programme. While it does not make NFE a first-class education, it still provides the students with more opportunities and options as the certificate allows them to either pursue further study in the formal or non-formal education track, to shift to vocational training if they prefer, or to seek employment that promises a relatively better pay and welfare (including less exposure to hazardous elements and more job security) than if they did not have any certificate. In order to improve the credibility of the NFE programme, therefore, it is important to advocate for NFE to be accepted as a major mode of education delivery, to be conducted by the government as well as by NGOs (such as the case in Cambodia, Lao PDR and Thailand), and to be completely certifiable as equivalent to formal education. It is equally important to promote proper understanding among the public, the schools and other educational institutes, the industries, and the job market about the certification programme in order to ensure acceptance of NFE graduates as equally qualified for further education, skills training, and/or jobs as graduates from the formal school system.

While it is agreed that formal education is the priority for children, the consultant believes that it is important for IPEC to pay more attention to NFE and advocate actively with governments to develop, standardize, and certify NFE programme so that it becomes first-class second-choice second-chance education. This will ensure that the children who go into NFE for whatever reasons can receive quality education that they deserve, and whether they do attend formal or non-formal education will depend on their particular circumstances, not on whether the NFE programme is worthy enough for them or whether they are worthy enough for formal education. For IPEC, the strategy offers more options when dealing with governments, particularly the ministries of education and its various departments. It is certainly possible and desirable for IPEC and implementing agencies to be working with both the educational authorities in charge of formal education and non-

³⁹ Additional information provided by Paschal Wambiya, Kenya IPEC Staff, at the time of revising this thematic review in July 2004.

formal education at the same time. In fact, it will add benefits to both the children and the country if both educational systems are significantly improved and if the children can move back and forth between the two educational systems as needs dictate.

3.3 Making schools accessible, child-friendly, relevant and child-centred: Problems and challenges in formal education

As already described in Part 2, numerous problems have been encountered in the provision of formal education in the countries reviewed and described in other IPEC literature.

Access-related problems are the first problems that usually spring to mind. In all countries, there was an inadequate number of schools both at the primary and secondary education levels, resulting in long distance between home and school for many children. The problem is worse for secondary education as secondary schools usually are not available in villages, so the children have to travel even further. The long distance between home and school means children need to pay daily transportation costs (unless transportation is provided by the school, local education authorities, or the action programme) as well as lunch costs (because it is too far and will take too much time for them to go home for lunch). School-related costs become very high for poor families and families with many children when these are combined with other necessary costs such as school fees, uniforms, textbooks and other materials, as well as stationery. Access-related problems therefore do not only concern the school infrastructures but also are related to the families' economic conditions. At the same time, the need to travel long distance to school also raises parents' concerns over safety for the children, most of whom go to school on their own. While this may not sound like a big problem for urban areas in general, the problem is particularly important for remote rural communities, ethnic communities, and areas with widespread political or social unrest and civil violence. It is also a big concern regarding older girls, who are more vulnerable to sexual harassment or sexual violations than younger girls and boys. Briefly speaking, access to school is not just a matter of inadequate infrastructures, but is closely related to social, economic, cultural and gender issues.

However, while access-related problems are major barriers preventing many poor, ethnic and girl children from going to school and getting formal education, there are quality-related problems which contribute to the schoolchildren's drop-out. In most countries, the number of adequately-trained teachers is less than desirable. The low level of teachers' salaries and sometimes low level of social recognition usually do not provide sufficient motivation to entice high-quality human resources to enter the profession in the first place, or to encourage them to stay on the job, resulting in a high teacher turnover rate in various countries, particularly in the Philippines. The problem is worsened by the often inadequately designed and conducted pre-service training plus absence of in-service training, supervision, and technical and other support, resulting in overall rather low quality of teachers and, in turn, low quality of instruction in the class, and low quality of education and learning on the part of the students. The situation is also worsened by the rigidity and irrelevance of the school curriculum, and the child-unfriendly environment and teaching-learning methods. Compounded by the fact that low-quality education does not lead to high returns in terms of jobs and salaries upon completion of the multi-year education programme, especially as high unemployment is widespread in the reviewed countries as in many other developing countries worldwide, it is hardly surprising why many poor parents do not see the value of formal education for their children and prefer to have the children drop out of school and instead learn vocational skills or do any available work to bring additional income to the family.

One interesting argument is maintained by MVF of India that relevance and quality are not important issues, as the main goal of schooling is to keep the children in the school and off the work place or off the streets, and to focus on the quality and relevance of education is indirectly to condone child

labour. The argument is justified from the anti-child-labour standpoint, but not from the child rights standpoint. From the child rights perspective, children deserve the best education they can get, as indeed a poor education is not only a waste of human resources but also an opportunity cost in terms of the learning that should have taken place and the love of learning and the recognition of the value of learning that the children should have picked up from their initial exposure to education.

The challenge, therefore, focuses not only on how to make sure that schooling is accessible to all children, but also how to make education more relevant, how to make schools, teachers and classes more child-friendly, and how to promote/maintain schoolchildren's interest in learning so that they will continue to learn and to improve themselves no matter what circumstances they are in.

In order to achieve the desirable goals of access to quality and relevant formal education, much has to be done. Better technical support to the schools are needed to ensure better curriculum and instructional materials that are more relevant to the community contexts and the children's lives in general and to working and ex-working children in particular, more child-friendly learning environments in the school as a result of more participatory and interactive teaching-learning activities and processes. Better infrastructures are certainly needed in terms of recruiting, training, and keeping motivated/dedicated/effective teachers in the school. These include having better selection criteria, higher pay scale and additional incentives including career security and due promotions and welfare, better capacity building scheme including pre-and in-service training that covers relevant attitudes, knowledge, skills, more supervision and more effective supervisors, and more support from principals, school systems and education authorities.

For all the above to happen, more advocacy is needed with relevant ministries and authorities to develop the necessary policies, legislations, budget plans, etc. in order to reflect more importance on the role of education, as well as to ensure the enforcement of agreed measures and actions. Advocacy needs to be conducted at all levels on a continued basis in order to promote and reinforce the needed changes. Although IPEC, as the international body with the necessary mandate and the credibility to push forward the issues, the tasks are too overwhelming for IPEC to undertake alone, therefore alliance building, partnership promotion and retention, and consistent social mobilization are continually necessary.

3.4 Mainstreaming: The ideal and the actual practices

Mainstreaming the children withdrawn from work into formal schooling in a regular primary school is a key IPEC strategy for all countries, except in the Philippines according to the Country Report. The ideal goal is to provide the children with full-time education experiences (which they missed earlier, either totally or partially) which will keep them off work and in a safe environment, enable them to develop themselves in various ways through various educational and recreational activities as well as through social interactions with teachers and peers, and offer them prospects for better life and gainful employment, like other children. Ideally the practice of mainstreaming should be a smooth and efficient transition, with the children being adequately prepared through rehabilitation and transitional NFE, with the schools being ready to absorb these mainstreamed children, with the teachers being able to provide the children with quality relevant education, and with the parents ready to support the children's education and learning. Unfortunately the actual practices have encountered many problems. For example, the Cambodia Country Report describes:

... There is only a small possibility that graduates from the NFE programme can be integrated into regular formal schools for several reasons. Firstly, the emphasis of the NFE programme, despite having been developed and revised several times, remains focused on literacy and numeracy skills in practice because of inadequate readiness among the learners. The teachers therefore continue to focus on teaching literacy skills. At higher levels, although more subjects are taught, the focus of the curricula is mostly on imparting

vocational skills. For this reason, it is extremely difficult for graduates from the NFE track to compete with students in the formal education system. Another reason for graduates from the NFE track to be reintegrated into formal schooling with great difficulties is a psychological reason. Most NFE graduates are older than the standard age for compulsory education and are normally older than other students in the same level of education at the school, so they tend to be reluctant or shy to sit and study with schoolchildren who are much younger than they are.... Because of the various reasons mentioned above, there are only a small number of NFE graduates who are successfully reintegrated into formal schooling. Such existing barriers imply that these children need a great deal of additional and different forms including special tutoring assistance from teachers and parents, moral and psychological support. In the cases of child labourers, reintegration is doubly difficult and complicated because of special inherent deficits which the working children have to overcome such as starting education at a more advanced age, having a short attention span, having to work part-time, and having parents who have low or no education themselves hence having no interest in or appreciation of education for their children.⁴⁰

However, some action programmes such as Mith Samlan in Cambodia and BRAC in Bangladesh which overcame the above-mentioned problems and successfully mainstreamed the children because of good design, planning and co-ordination.

3.4.1 Problems encountered in mainstreaming

The problems mentioned in the various country reports and other literature can be grouped in 5 categories, i.e. problems related to the children, to the school, to the FE teachers, to the NFE teachers/ action programmes/implementing agencies, and to the parents.

Problems related to the children

- Only those under 14 years were willing to be mainstreamed in regular schools. Those 14 years and older tended to feel embarrassed to study with much younger children in low grade levels;
- Many working children had never been enrolled in school or had dropped out in low grade level so they had little academic/intellectual foundation.
- Years of hard work and exploitation did not increase the children's academic/intellectual foundation and natural capacity to learn, but tended to reduce or destroy them instead. Therefore the ex-working children would start school with a deficit, putting them at further disadvantage compared to other children in school.
- After removal from work, many children still had a short attention span, low self-confidence and low self-esteem, and had little readiness overall for full-time sit-still study, so they needed a period of transition to prepare themselves for school.
- While many children were enthusiastic to learn and could learn fast because of their maturity, many were slow learners and had to struggle to keep pace with other children in the same class;
- These children came from impoverished families with uneducated or lowly-educated parents who could not assist them with home work.
- Therefore they needed additional tutoring and assistance with their homework. Not all of them received such support sufficiently, consistently, or in a timely manner; in fact many of them did not receive any support at all.
- In addition to assistance with school work and homework, the mainstreamed children also needed counselling and moral support to help them cope with school pressures and to keep them motivated. Many children did not receive such support.

⁴⁰ IPEC: Thematic Review: Cambodia country report, (Geneva, ILO, 2003).

- Usually these children came from communities with no learning centre of any kind, so they could not expect support of intellectual or learning resources from within the community. It would help if there was a CLC/MPC or even a learning corner of some kind in the community with books to read and occasional activities to promote learning and stimulate the mind. Unfortunately most children did not have access to such facilities.

Problems related to the school

- Some schools were far from the community so it was not convenient for the children to travel there and back each day, and many children could not afford the transportation costs
- Most state primary schools in almost all countries already had severe problems of inadequate facilities and infrastructures to cope with the existing number of students, including buildings classrooms, desks and chairs, teachers, and instructional materials. Schools in Cambodia, for example, already had to divide their students into two or three shifts, each shift coming to study at the school for only half a day at most, in order to accommodate the sheer number of students they had to provide for. Therefore advanced co-ordination and preparations had to be made before they could accept new re-integrated children.
- Sometimes advanced co-ordination was not forthcoming from the NGOs or other implementing agencies who wish to mainstream their children, so both the children and the school had to struggle to cope.
- As public schools generally operated on a tight budget, they could not put forward much, if any, material contribution to arrange for necessary facilities for the new children to be mainstreamed, and usually had to rely on the contributions from the relevant NGOs or implementing agencies to supply them or cover their costs.
- If no material support was provided as needed, some schools were not very keen to absorb the mainstreamed children and felt it would be an extra burden to them.
- School term beginning and ending dates might not coincide with the period of mainstreaming, or the children's completion of the transition course, so the children could not be mainstreamed right away and had to wait for the new school term. During the long waiting period, some already-prepared children could change their mind or their parents could already put them on something else.
- The regular schools usually were more rigid and had more rules and regulations than NFE courses, so the children were not used to this new environment.
- Although most countries had a system of free primary education, there were other costs than school fees that parents had to shoulder, including direct costs such as uniforms and text books and school supplies, and hidden costs such as meals, sports equipment, charge for drinking water or for school library etc. These costs can become an enormous burden to the children and family, not to mention opportunity costs of the children being in school and unable to engage in work that brings in some income.

Problems related to the FE teachers

- Normally the teachers had little understanding about child labour issues and the problems faced by ex-child workers, so they usually did not know how to deal with and support these children in their class, unless they were provided with special training on these issues.

- While some teachers were fortunate to participate in such training workshops, many were not.
- Because of teacher shortage, the teacher-students ratio was high in most countries.
- In many countries primary school teachers had to teach every subject, although they had had no prior training on how to teach certain subjects.
- The teachers usually received low salaries and needed to earn additional income from some other means during their non-class time, so they were not very enthusiastic about handling more responsibilities regarding the mainstreamed children or provided them with additional tutoring and support, especially if they could not charge the students or the implementing agencies for this service.
- Many teachers were already shouldering many responsibilities so they had little time and low energy level to do more for the mainstreamed children even if they wanted to.

Problems related to the NFE teachers, action programmes, and implementing agencies

- Sometimes the NFE teachers and implementing agencies failed to co-ordinate with the local school well in advance, so preparations and arrangements were not made in time for mainstreaming the children.
- Some action programmes had limited budget so they could not provide all the necessary support to the schools or the children to ease the mainstreaming process.
- While many NFE teachers and action programme staff did follow up on their students up to a year after mainstreaming and provided whatever support they could in order to make sure that the children would do fine in school (such as in the case of Mith Samlan in Cambodia, BRAC in Bangladesh and several agencies in India), some NFE teachers, action programme staff, and implementing agencies failed to do so, leaving the mainstreamed children with no needed support.

Problems related to the parents

- Many parents had not been to school themselves so they did not value education. Many also perceived schooling to be of low quality and virtually useless because school graduates did not do well in the job market with the high unemployment rate in many countries. Some also felt that their children would at least learn some useful vocational skills if they went to work or be apprenticed with local artisans, such as the cases of many parents in Senegal. For this reason, they were not supportive of schooling for their children, thus adding more pressure on the children who were mainstreamed.
- Many parents, especially in rural communities, still were not aware of child rights and still felt it was acceptable to send their young children to work. Such parents would indeed benefit from awareness-raising and social mobilization on child labour, child rights, and child education issues, but the messages needed to be presented in ways that could reach them and they could understand and relate to. Experiences have shown that personal and participatory methods of communications work best with rural community people who have no access to technology, have limited literacy skills, and limited experiences grasping abstract concepts;
- As the parents were poor and economic survival was the family priority, they would prefer that the children not attend full-time education in the school but stay home to do house work (thus helping to reduce the workload of the mothers or release her to do other work), or go to work somewhere and earn additional income for the family. Support services provided by action programmes usually were a big help, particularly with

income-generating activities, but not all families with mainstreamed children received such support.

- As the families were poor, they usually could not afford the school-related costs for the children, especially in families with several children (which is the norm in rural or urban slum communities in most countries). When children were mainstreamed with no provision for these school costs and parents were expected to shoulder all the costs, such as in the Philippines, the parents were hard pressed to cope. However, if the parents found they could not shoulder these new costs for long, it would be the children who would suffer because they might have to drop out of school and go back to work again. The experiences of mainstreaming the children in Peshawar ⁴¹, Pakistan, also show that having the parents shoulder all incurred costs without the action programmes providing any support resulted in a large number of children dropping out. Therefore De Las Gul (DLG), the NGO implementing the action programme, had to solve the problem by mobilizing sponsorships from individuals or private businesses for these children.

Although the problems described above were categorized into five groups, they were in fact closely related and complemented each other (e.g. problems related to the school were inseparable to problems related to the FE teachers), and all problems eventually affected the mainstreamed children. Therefore, mainstreaming is a complicated and many-faceted process that cannot be addressed by a single perspective, a single activity, a single agency, or even interventions within a single sector.

3.4.2 What makes mainstreaming more efficient and effective?

The following factors have been found to make mainstreaming more efficient, more effective, and less traumatic for the children:

- Quality transitional NFE programme is provided to prepare the children adequately for formal schooling. The length of the programme depends on the individual children's educational foundation, as well as the length of time that has elapsed since the children's last schooling experience. The less educational background and the longer absence from school, the longer the transitional programme is needed.
- There is advanced planning and co-ordination among the action programme, NFE teachers, the school and FE teachers in order to prepare for necessary facilities such as teachers, equipment, supplies, and materials.
- Efforts are made by the action programme to prepare the school, principal, and teachers so that they have clear understanding and high awareness about child labour and related issues.
- Close collaboration among the action programme, NFE teachers, the school and FE teachers continues at least throughout the first year.
- Necessary support services are provided or negotiated for the mainstreamed children, based on the understanding of their special needs, such as:
 - extra tutoring or special mentors to help with school work and home work, at least during the first year;
 - transportation or transportation costs, if school is far and travel is involved;
 - meal or meal costs, if school is far and lunch needs to be taken at the school;
 - counseling, moral support, and psychological rehabilitation, to help solve emotional/psychological problems and promote self-esteem and self-confidence;
 - regular follow-up by NFE teachers, the action programme staff, and/or community committee, with whom the children are familiar and trust, so that any problem that

⁴¹ IPEC: W. Aschmoneit and F.U. Khan: *Combating child labour through education and training in Peshawar, Pakistan*. Evaluation report. (Peshawar, 2001).

arise can be dealt with in a timely manner and does not escalate into major problems that are difficult to solve;

- necessary materials including uniforms, instructional materials, books and stationery;
- A learning centre, resource centre, or reading corner of some kind is organized in the community.
- Activities are organized on occasions to promote the children's self-confidence and self-expression, and to help them develop relationships with other school children.
- Efforts are made to raise awareness and work with the parents so that they recognize the value of education for their children.
- Necessary support services, especially those related to economic development, are provided to the parents and the families so there is no need for them to rely on the children's income for survival.
- Helping the school to improve on the school, the classes, and the teachers, in order to create a more enabling, child-friendly, child-centred environment will be beneficial not only to the mainstreamed children but to all students in the school as a whole;
- The mainstreamed children are encouraged to maintain contacts with their former NFE teachers and re-visit them from time to time so that they can talk about their experiences and problems. It will also be useful for them to meet and talk with the younger children who are waiting to be mainstreamed to share their experience and provide motivation.
- The FE teachers play multiple roles, ranging from participating in withdrawing the children from child labour, providing counselling and rehabilitation, to helping with mainstreaming and providing additional tutorials. Experiences in Kenya found that the long process of involvement leads to bonding and trust, which are badly needed by the ex-child workers. Education is free, so no unnecessary burdens have to be shouldered by the parents, teachers or schools.
- There are smooth linkages between formal and non-formal education, with the teachers providing the necessary connections.
- There is a child labour committee in every school (such as in Cambodia and Kenya) which is involved in and helps to supervise every step including withdrawal.

It may not be possible for action programmes to cover all these factors in their interventions and with their budget. They have to understand however that the more factors they can cover the more chance they stand to ensure an efficient and effective mainstreaming experience for their target children. They also need to keep in mind that they do not have to cover all factors by themselves or with their limited budget, but they can always consult, mobilize, and work with partners and stakeholders at various levels, including the local government, local education authorities, and community leaders, to initiate whatever is possible in the circumstances, and take it from there. The important thing is to take the first step forward.

3.5 Mobilizing teachers, schools, and teachers' union/associations

There are a number of advantages for working with the teachers and schools such as:

- The schools are located permanently, and teachers generally stay at the same school over a long period of time, unlike NGOs which may move around depending on where they can get funded to work in.
- The schools involve a large number of teachers and work closely with a large number of parents, and this represents a huge human resource.

- Teachers are respected generally and have a good social status in society. They are opinion leaders in the community; hence teachers' training is a cost-effective way of reaching not only students but also the community and society.
- Teachers are close to children and have opportunities to do many things with and for their students.
- The schoolchildren can communicate with their parents and siblings what they learn at school, and can put what they learn into practical use at home. Besides, the children are young and impressionable; if they learn and become aware of child labour problems at school, they will grow up to be conscientious adults and employers in the future.

For these reasons, working with the schools, teachers and students can have far-reaching impacts both in the short term and the long term, not only within the school walls but also in the communities. If schools are linked together and form networks, the impacts can be even greater and lead to more replication and sustainability. It is therefore a great advantage to work with teachers' unions and teachers' associations, which already work closely with teachers and the schools, to ensure that child labour and child education issues are institutionalized and that their work on these issues with the teachers, schools, children, and parents, will not be one-off efforts but will be conducted on a systematic and continued basis.

IPEC has encouraged, assisted, and supported many countries to conduct interesting and successful work by involving the teachers, teachers' unions, or teachers' associations. With regard to working with teachers' associations and teachers' unions, one of the most significant initiatives was that IPEC collaborated with the ILO Bureau for workers' Activities (ACTRAV), Education International, and the World Confederation of Teachers on an inter-regional project called "Action against Child Labour through Education and Training" where IPEC supported teachers' unions in eight countries (Bangladesh, Brazil, Egypt, Kenya, Nepal, the Philippines, Peru and Tanzania) to produce teachers' training materials and to conduct teachers' training to help teachers reach out to children at risk for child labour in the school.⁴²

Considerable focus has also been on capacity building for the teachers on child labour and related issues so that they can undertake further action, which could result in sustainability as well as policy development and a certain level of mainstreaming of child labour issues in the education system. In **China** and **Thailand**, for example, IPEC worked with provincial education authorities which conducted teachers' training to raise their awareness on the issue of trafficking. As a result, not only 135 headmasters and 232 primary school teachers in four townships in China were trained, but also the trained teachers trained 14,000 students in their school, who in turn formed volunteer publicity sub-teams to advocate knowledge about trafficking in their communities. In addition, the Education Bureau of two counties enacted a new regulation which made training on trafficking prevention and relevant laws a compulsory subject in all primary and secondary schools in the counties. On the other hand, in northeastern Thailand, the 160 teachers from 82 schools who were trained proceeded to reach 12,000 students. Together they conducted awareness-raising campaigns which reached 16,000 more people. Besides, the topic of labour studies has been included in the school charter of many schools in the region. Teacher training and the use of Teacher's Kit were likewise conducted with impressive follow-up actions in many other countries such as **Bangladesh, Brazil, Chile, Egypt, Indonesia, Kenya, Nepal, Pakistan, Peru, the Philippines, Romania, Tanzania, and Turkey**.⁴³

⁴² IPEC: Good practices in education: Training – building capacity of national education institutions and teachers' associations to combat child labour, and Sensitizing teachers to the problem of child labour and the importance of education through the Teachers' Kit and Teachers' Training.

⁴³ IPEC: Good practices in education: Training – building capacity of national education institutions and teachers' associations to combat child labour and Sensitizing teachers to the problem of child labour and the importance of education through the Teachers' Kit and Teachers' Training.

In one of those countries, **Bangladesh**, the action programme conducted by the Teachers' Joint Committee on Child Labour, which was a coalition of four national professional associations of teachers and educators, is a good example of how teachers' associations can be mobilized to understand and take action on child labour issues. In the course of two and a half years, the project's achievements are impressive. For example, they managed to raise awareness and conducted training on child labour issues among 750 teachers, 150 school managers, and 6,170 students, and formed 30 child labour activists clubs which conducted activities on combating child labour in their own schools throughout the year. The intention was to have the teachers and key students serve as 'child monitors' in the school and the community, and the initiative worked pretty well. The school-based activities jointly planned and conducted by teachers and students, included games, debates, drama, painting competitions, wall magazine, and rally. They also conducted home visits and reached out to many other children in the communities around the schools and successfully motivated 450 working children to enrol in 30 schools, plus 315 out-of-school children to enrol in 21 schools. For these children, they managed to raise scholarships or waive school fees and provide free school uniforms and textbooks to enable the children to go to school. In addition, they conducted awareness-raising on child labour issues among 1,575 parents and 493 community leaders, to have them support the working and the out-of-school children to enrol in and continue to attend school. They also adapted the Teacher's Kit complete with posters, leaflets, stickers, Child Labour Handbook and board games (originally developed by ILO-IPEC HQ) into the local language, produced and distributed them to teachers, students, parents, community leaders, and working children as a means to raise awareness on negative consequences of child labour and benefits of education. The posters were also supplied to the Netherlands-supported project which put them up in the MPCs throughout Dhaka, and 81 NFE teachers working in ILO-IPEC action programmes all over the country were trained on how to use the Teacher's Kit effectively. Additionally, the teachers and students filled in 1,000 questionnaires on the causes of child labour and made their recommendations. Based on these findings a memorandum was prepared and submitted to the state Minister of Labour and Employment and Advisor to the Prime Minister for Primary and Mass Education in May 2003.

Another interesting initiative of the teachers' union is the collaboration between the MOE and the Association of Women Educators in each of **Senegal's** 11 regions to keep girls in the villages by keeping them in school, based on the rationale that this will stem the tide of girls migrating from rural to urban areas to work as domestics or beggars. One of the interventions was a campaign to register girls in school combined with local NGOs to help them stay in school. With the help of teachers and others, they targeted girls at risk of dropping out due to poor grades, early marriage or domestic work. They go from house to house talking to mothers and encourage them to keep their girls in school. They caravan with music through villages to capture attention and then talk to them about the hazards of child labour and the importance of education. They organize a summer school to keep the girls from working, develop enrichment courses to keep girls from dropping out, and sometimes help transport girls between home and school. The Association of Women Educators has animators working in each region to register and keep girls in schools as a way to prevent child labour. They have 43 members in each department who organize themselves to go door to door. They are not paid extra for their mobilization work; in fact they pay their own way. They also then identify local partners in the villages to help their sensitization and mobilization work. The AWE committees are trying to collect data on all the children; and continue to have mobile teams to register girls for school.

In **Tanzania**, the Forum for African Women Educationalists (FAWE) focused on girl child workers and carried out trainings for the communities. They produced and distributed posters, leaflets and T-shirts to raise awareness on child labour issues in the communities and among district and community representatives. On the other hand, the Tanzania Teachers' union (TTU) implemented a programme focusing on promoting enrolment and retention through an improved school environment and community sensitization, with emphasis on increasing the retention of girls in school. They

developed their own child labour policy, conducted a training of trainers for teachers to take active roles in child labour prevention in the schools and in communities surrounding the schools through community sensitization and training peer educators in the schools, ensured attractive and conducive school environments, and even pressurized the government to abolish school fees and other mandatory contributions to primary schools.⁴⁴

In **the Philippines**, there was also active involvement of teachers' unions both in the public and private sectors, in advocating reforms in educational policies and programmes and integrating the issue of child labour in the social development agenda of private-owned schools. This was done through community-based non-formal education out-reach activities for the child workers, their parents and through school-based advocacy-training for teachers who in turn used their learning to teach their subjects to educate students on the issue of child labour.

As for **Cambodia**, action programmes in three provinces worked with teachers in the schools by building the teachers' capacities and encouraging the teachers to form a School child labour warning committee to watch over the children who showed signs of being at risk for child labour or drop-out and provide these children with counseling and other necessary assistance as well as discuss with their parents in order to find ways of providing further assistance to them. On the other hand, in **Kenya**, KNUT mobilized teachers and educators to launch campaigns to eliminate child labour. The project also started income-generating activities in schools and pressed for free primary education which is now being implemented in the country.

It is clear from these examples that the initiatives were a good combination of face-to-face and mass awareness-raising, materials development and distribution, capacity building, multi-sectoral collaboration, practical assistance for working and out-of-school children, peer education programme for children and youth, promoting school and community linkages, participatory policy advocacy, and attempting to establish a direct link between local action and national policy development. It bears testimony to the potentials of teachers and teachers' associations, and shows how such potentials can be mobilized into concrete action that can have far-reaching impacts in the long term. The Teacher's Kit and other materials developed can be revised and reproduced many more times in the future. The trained teachers and school managers can continue to conduct school-based activities with new students in the schools. The students who have participated in peer education programmes must have learned a great deal not only about child labour issues but also about themselves and how they could make a difference, so they will be able to continue to share their new understanding and awareness with other children and other people they come across in the future, and continue to make a difference in the life of those they have touched. The distinct advantage of these action programmes is that the activities are so simple and straightforward that they can be replicated quite easily elsewhere by other professional associations, if only they are mobilized and given an opportunity to act. If the project activities and materials can be replicated for use in all primary and secondary schools throughout the country in each country, it will certainly create many more impacts, and will also promote sustainable action in the schools and between schools and the communities.

It is to be commended that working with teachers' associations and teachers' unions has enabled IPEC to maximize its resources and focus its energies wisely, as the strategy has allowed IPEC to focus more on such critical "upstream" interventions as social mobilization, policy advocacy and capacity-building, while encouraging the teachers' associations and teachers' unions to engage in the "downstream" approach of conducting direct action programmes with the critical mass of teachers, students, parents and communities. Nevertheless, it has been evident that the trained union teachers and educators have not only successfully conducted more capacity-building for their members and other partners, as well as more awareness-raising with the general public, but especially in the case

⁴⁴ IPEC: Good practices in education: Mobilisation of teachers' organizations to combat child labour.

of Bangladesh, Kenya, Romania and Tanzania, they have also been instrumental in influencing better education policy development and implementation in the areas of free and compulsory education, the curriculum, teachers' conditions, teachers' training, and so on. On the other hand, while it should be noted that mobilizing teachers and working with teachers' associations and unions are important and cost-effective strategies for IPEC, it should be noted as well that several conditions are necessary in order for these strategies to succeed, such as:

- There must be strong teachers' organization at various levels.
- Partnership with teachers' associations needs to be forged and strengthened, not only at the national level but also at the international level, including partnership with Education international.
- The legal status of teachers' associations should be ascertained at the time of project planning and necessary action needs to be taken, including special arrangements that may have to be made, to enable the teachers' associations and/or their affiliates to receive funds.
- Permission from relevant authorities needs to be secured; hence liaison and communications should be established with authorities from the beginning.
- Teachers' conditions need to be improved if teachers are to be adequately motivated. Although this may be a lengthy process, efforts need to be made and maintained.⁴⁵

3.6 Gender issues in education

There are several gender issues worthy of discussion in relation to education programmes: cultural values as barriers to girls' access and school retention; gender issues concerning the curriculum, materials, and teachers; relationships between gender issues, child labour and education; relationships between gender issues, religious values and education; and efforts to promote girls' education and gender equality.

3.6.1 Cultural beliefs and values as barriers to girls' access and school retention

Cultural beliefs and gender values in many countries affected boys' and girls' differential access to and participation in formal and/or non-formal education. The documents reveal the following:

- Girls are usually expected to help with housework, as it is culturally regarded as feminine chores and therefore women's responsibilities. Boys are not expected to work in the same way. Therefore, boys have more opportunities than girls to go to school.
- Girls are usually believed to need protection because they belong to the weaker sex and are vulnerable to sexual and other harassment, and because they are expected to preserve their virginity until marriage. Therefore they are usually not permitted to go to school if school is far from home as they need to travel the long distance by themselves.
- As boys and men are usually expected to be the breadwinner, the head of the family, and the carrier of the family name, and girls are expected to simply get married and look after the family when they grow up, education is usually considered more important for boys than for girls. As a result, girls have less access to education than boys and are less enrolled in schools, especially if family resources are scarce. In Senegal, for example, if cloth was given to families to make uniforms for girls in the effort to get more girls in school, the girls would not benefit because the families would provide only for the sons.

⁴⁵ IPEC: Good practices in education: Mobilization of teachers' organizations to combat child labour and Sensitizing teachers to the problem of child labour and the importance of education through the Teachers' Kit and Teachers' Training.

Similarly if money was given to the families, they would spend it on other activities instead of schooling for the daughters.

- Many parents do not see the use of spending much money to educate daughters who will get married and become the assets of the in-law family, so they prefer to invest in the sons who will carry the family name. Furthermore, as a number of men prefer to marry women who can be good housewives rather than women with good education, the girls' parents are even less motivated to provide daughters with education for fear that no man would want to marry them, leaving the unwanted girls to remain the family's liability. All these attitudes limit girls' opportunities for education even further, even if the family could afford the school costs.
- On the other hand, once the children were engaged in child labour, it was more difficult to withdraw boys from full-time work and engage them in full-time education or training, because the family expected them to work and bring home income, or to leave home or school in order to go find work, such as in India and the Philippines, or among some ethnic groups in Turkey. As a result, overall there were more girls being mainstreamed after withdrawal from work, except when long distance to school was involved.
- Early marriage is one factor that sometimes contributes to girls' premature drop-out from school.
- In some cases, early pregnancy also acted as a barrier to retain the girls in school as society does not look kindly on girls who are pregnant while studying, so drop-out is most likely.
- Dowry is still a problem for girls in countries where girls are expected to provide dowry for the families of the boys they marry. A number of parents, especially poorer parents in more traditional, conservative communities, do not want their daughters to get a good education for fear that they will have to look for husbands who are even better educated and who will thus demand a large amount of dowry which the girls' families will not be able to afford.

It should be noted therefore that widespread gender-biased values still constitutes a major barrier to girls' access to skills training, income generation, and quality of life development.

3.6.2 Gender issues concerning the curriculum, materials, and teachers

- In Cambodia, men are employed as teachers more often than women because they have better education qualifications and do not have security and safety problems with travelling. On the contrary, in Bangladesh, more women were recruited as NFE teachers because BRAC had a strong preference for women, gender-sensitive people, and people from the community to serve as teachers. Obviously the criteria established on qualifications for teachers determine access to the teaching positions.
- Unfortunately, gender issues received different degrees of attention in the nine countries reviewed, and gender sensitivity training on a large scale or discussion on gender equality on a societal level was not included in any project or action programme in any country. Gender sensitivity has not been a critical component in the teacher training curriculum either for FE or NFE. BRAC in Bangladesh was one of the few implementing agencies which clearly integrated the issue in its curriculum.
- Knowledge and understanding of gender issues were hardly included in the repertoire of support services provided to the children. Apparently they were included only in Kenya where, according to the ILO-IPEC country office, gender was an important consideration in all programmes and both boys and girls were equally considered in the provision of services. The curriculum on child labour and child rights developed by the National

curriculum development centre KIE actually had a gender component, and was integrated in the entire primary school curriculum.

Therefore, it appears that it will be necessary for IPEC to promote more understanding of gender issues and more gender sensitivity among its country staff, partners, and action programmes. The UNESCO Bangkok's *Toolkit for Promoting Gender Equality in Education*⁴⁶ will be one useful resource for this purpose, as it includes user-friendly information and guidelines for promoting gender equality in education. Particularly useful will be Annex 1 EFA Gender Mainstreaming Checklist and Annex 2 Gender Lens to Create Curriculum and Textbooks Free of Gender Bias included in the booklet *Guidelines for implementing, monitoring and evaluating gender responsive EFA plans* in the Toolkit.

Other useful resources for consolidating understanding on gender issues in education are the Global campaign for education's *A fair chance: Attaining gender equality in basic education by 2005*,⁴⁷ and UNESCO's *Gender and Education for All: The Leap to Equality*⁴⁸.

3.6.3 Relationships between gender issues, child labour, and education

An interesting case illustrating the connections between gender issues, child labour and education is the case of cotton farm owners in **India** who exploited the traditional gender norms and values for their profit by invoking the traditionally-held myth that menstruating girls engaged in farm activities would be detrimental to the crops, hence their need for employing younger girls to work on the farms. It was in fact an excuse to hire cheap and obedient labour from the young girls. The fact that a number of parents fell for the remuneration trap and took advance payment from the farm owners against the girls' wages, however, meant that the girls did not have any option but to work in the cotton farms instead of going to school. The only way to make it possible for girls in such circumstances to get out of work and in to school would be to work with both the parents and the employers, as well as with the community elders and other influential bodies such as respected school teachers.

Gender issues are obviously the cross-cutting issues that link education, skills training, quality of life, and prevention and eradication of child labour. An effective strategy is to focus on promoting education, quality of life, and empowerment, for women in general and for mothers in particular, in order to have long-term impacts on preventing new generations of child labour.

3.6.4 Relationships between gender issues, religious values and education

Working to reduce gender biases is difficult enough in the effort to promote girls' education. It is, unfortunately, even more difficult when religious biases are also involved. There were two interesting cases in **India** and **Kenya** regarding gender issues, religious values, and education. In pastoral and Muslim communities in Kenya, there was low school enrolment, high drop-out rate, and poor academic achievement among girls, because the communities did not value girls education and felt that 'western-type education' was not healthy for girls because "it was at odds with the teaching and practices of Islam"⁴⁹. In India, CINI ASHA working with Muslim communities found that the parents strongly opposed school enrolment and preferred to send their children to local religious schools so that they could obtain religious education which was more desirable. Obviously, the

⁴⁶ UNESCO: *Gender in education network (GENIA): A Toolkit for promoting gender equality in education*. (Bangkok, 2004).

⁴⁷ UNGEI: *A fair chance: Attaining gender equality in basic education by 2005, Global campaign for education*. (2003).

⁴⁸ UNESCO: *Gender and Education for All: The leap to equality*. EFA Global Monitoring Report 2003/4. (Paris, 2003).

⁴⁹ IPEC: *Report on Thematic Review of IPEC education and skill training action programme in Kenya*. (Geneva, ILO, 2003).

action programme staff need to be very sensitive to local cultures, religious and gender values, and to balance the respect for these local realities with the principles of child rights and the promotion of education.

3.6.5 Promoting girls' education and gender equality

Some interesting efforts made to promote gender equality in the various action programmes in the nine countries include:

- prioritizing selection of female teachers;
- requiring gender sensitivity as one of the qualities that the NFE teachers were supposed to have;
- including gender sensitivity training in the teacher training course;
- using local animators to register girls in school in a process that includes sensitizing the community and working with local partners;
- using door-to-door campaigns to talk with individuals in a personalized way;
- giving girls a priority in terms of access to education and skills training in action programmes;
- giving priority to women in terms of participation in the micro-credit scheme;
- focusing awareness-raising on the mothers and other women in the community;
- targeting girls at risk of drop-out because of poor grade or other personal problems (including early marriage or pregnancy) and providing timely counselling, in the effort to find alternatives to drop-out;
- providing transportation for girls who lived far from the school to ensure their safe travels;
- conducting enrichment courses or activities for girls to help keep them from dropping out; and
- organizing an alternative education programme for working girls, such as summer school.

Other successful interventions listed in the survey conducted by the Global Campaign for education also included the following:⁵⁰

- NFE/bridging for adolescent girls;
- promoting female literacy;
- gender-sensitive curriculum and practice;
- integrating life skills in the curriculum;
- protecting against sexual harassment at school;
- support for children affected by HIV/AIDS and pregnant school girls;
- improving separate toilets at school for girls and boys;
- day-care facilities;
- compulsory education;
- mentoring for girls;
- incentives for students;
- participation in community/school management; and
- improving and expanding teacher training for women, including incentives for women teachers.

⁵⁰ UNGEI: *A fair chance: Attaining gender equality in basic education by 2005, Global campaign for education*. (2003).

However, these existing efforts were not conducted on a scale large enough to ensure girls' full access to education in any country, and it becomes quite clear that the two Millennium Development Goals which focus on education - Goal 2 Target 3, ensuring that by 2015 all children have access to, and complete, free education of good quality, and Goal 3 Target 4, eliminating gender disparities in primary and secondary education by 2005, and achieve gender equality in education by 2015, with a focus on ensuring girls' full and equal access to, and achievement in, basic good quality education - will not be met if efforts continue at this pace.⁵¹

It is noted, nonetheless, that girls' education is currently one of the major campaign issues and figures prominently in many organizations' Education for All agenda. Multi-lateral agencies and international NGOs, such as the UN Girls' Education Initiative (UNGEI), UNESCO, UNICEF, the World Bank, the Global Campaign for Education (GCE), and the Asian-South Pacific Bureau of Adult Education (ASPBAE), have been actively promoting girls' education in various ways and at various levels. As they share the same goal of getting all girls in school, hence away from child labour, and as IPEC has already participated in the EFA initiatives, IPEC should consider working in closer partnerships with these agencies to promote girls' education and gender equality in education, including adopting the promotion of girls' education and gender equality as one of the key strategies for eliminating child labour.

3.7 Empowering mothers

Empowering women is critically important. Especially women who are mothers, as mothers usually assume primary roles in their children's life and welfare, and have particular impacts on their daughters. In many rural and traditional communities where women have to shoulder all the house work, having daughters means there are more hands to help share the work load so the mothers can work a little less or take care of young siblings so that the mothers can do other work. When mothers work in the fields or do small trading in the village, daughters stay home to do the necessary chores. It is understandable, therefore, why many mothers are not in favour of having their daughters enrolled in full-time education, especially if the mothers themselves have not been to school and do not see the value of education; and especially if education is not clearly linked to employment and income, as is the case in many countries. In the cases when girls are already enrolled in school and are growing up, there may also be pressure for them to drop out and go to work, if the family needs money. There may also be pressure on the girls to drop out of school and marry early, especially if the mothers themselves have married early in their young days, as is the norm in some traditional communities and societies.

However, mothers will not pressure their daughters/children to go into child labour, or will not pressure the withdrawn and mainstreamed daughters/children to relapse into child labour, if they understand the wrongs of child labour and realize that their daughters, like other children, have the right to education and self-development just like boys; and recognize how education will help the children, especially girls, have a better quality of life at present as well as in the future. **Working with mothers therefore can** have tremendous impact on school enrolment, retention and possible drop-out for girls, and also for younger siblings. Working with and empowering mothers should be a key strategy to prevent child labour in the long term.

Therefore, in working with mothers, it is important to raise their awareness about child rights, the wrongs of child labour, and the value of child education; to the extent that the mothers not only agree and support to have their children withdrawn from child labour and mainstreamed in school, but also refrain from sending their younger children into the new round of child labour. It is also essential to provide the necessary support to give them sufficient self-confidence and negotiation power

⁵¹ UNGEI: *A fair chance: Attaining gender equality in basic education by 2005, Global campaign for education*. (2003).

necessary to protect the children's welfare and quality of life. The support needed may differ from one mother to another, depending on the mothers' particular circumstances and the context of the community they live in. As most mothers lack and need economic dependence (without which it is difficult to be self-confident and to negotiate with others, particularly with men), vocational skills training, seed money, savings and/or credit scheme are usually necessary to enable the women to start an income-generating activity to generate the necessary income and alleviate poverty, thus having alternative means of income to the children's salaries. Literacy skills or basic education, life skills training and/or quality of life education, and relevant small business or entrepreneurship training, are also usually needed. Organizing some kind of self-help, peer support group or women's association, where they can come together for moral, emotional, social, informational, and practical support of each other, will provide the mothers with opportunities for developing self-esteem, self-confidence, and social connections and supports. Senegal and India have found associations of mothers very useful.

On the other hand, it is important to recognize that women in many communities, especially in rural areas and traditional or ethnic communities do not have the same authority and negotiation power as men. Therefore, it is not sufficient to simply work with them alone. In many households, it is the father who has the ultimate power to decide whether a child will go to school or go to work; whether a daughter should stay home to tend to the house, the young siblings and chickens or to go to school; and whether a daughter is to stay in school or to drop out and get married. Often, the fathers do not make such decisions alone, but will consult with other senior male relatives, traditional leaders, religious leaders, and other leaders in the community. It is equally important, therefore, to work with these 'powers that be' and 'gate-keepers' in the family and in the community in terms of awareness-raising, capacity building, promotion of dialogue, and other necessary support. The strategy was found effective for CB in Bangladesh who acknowledged the need to balance the empowerment of women with the empowerment of men, in order to avoid resentment from the men which could jeopardize efforts in the long term.

From another perspective, if fathers and sons share the housework, it allows the mothers and daughters to shoulder less work and have more time to rest and develop themselves through education. This will lessen the need for girls to be excluded from education or to be pushed into child labour. Therefore, gender sensitizing activities for fathers and mothers, as well as community leaders should also be included.

3.8 Addressing vulnerabilities and preventing future child labour

In order to prevent future child labour, it is also important to address and work with children at risk for child labour.

The high risks for child labour faced by young siblings of working and ex-working children, was recognized by a number of action programmes in almost every country reviewed. The programmes worked with these younger siblings by providing some of them with education programmes, such as day care, kindergarten, special class with "child's friends", or special activities including recreation, arts, crafts, games and toys. Overall, the main aim for providing educational experiences for young siblings is to prepare these children so that they will be ready physically, developmentally and psychologically to enter a primary school when they attain school-going age (implying they will be protected from child labour). Therefore, the emphasis is to make the class enjoyable and friendly, to foster positive attitudes towards going to school, to provide basic learning skills that will be useful for education and learning, and if possible to provide some basics in literacy and numeracy to give them a head-start for school.

The quality of these programmes varied considerably, even in the same country, depending on how well the teachers or child's friends and the action programmes understood and practiced early childhood psychology and development. Two contrasting examples by action programmes in **Bangladesh** can illustrate this point. One example is a class for young siblings in the action programme conducted by BRAC, with a child's friend who was a young girl of 17 looking after a class of 40 young children in a small, dark class room adorned with just a few posters on the dark wall and with a few pieces of toys in a corner of the room. When asked to demonstrate an activity she would commonly do with the children, the child's friend thought for a while before doing some acting, apparently to attract the children's attention and laughter. The children, however, watched quietly with no reaction, and the child's friend stopped after a few minutes of acting. The other example is a class in the action programme conducted by CB, with a 23-year-old child's friend who was busy engaging about 30 young siblings in the class to learn basic numbers when the consultant visited. The room was noticeably better lit and ventilated, and the children were cheerfully and eagerly raising their fingers in response to the questions raised by the child's friend. These examples show the importance of the child's friends who conduct the classes and interact with the young children. They are evidently the children's first teachers, and what the children learn either positively or negatively from these early classes will inevitably impact on how they will perceive school, and whether they learn good study habits and become active learners, which will determine to a certain extent how they will perform in school later on. Therefore, pre-service training and on-the-job training for the child's friends, regular supervision and technical support by the action programme staff and IPEC staff, are very important and deserve detailed attention in order to ensure that the child's friends are effective. Getting the child's friends in different action programmes to share experiences with each other will allow them to learn from each other for mutual benefit.

However, it was noted that other poor, marginalized and vulnerable children who were also at risk for becoming child workers were not adequately targeted in any country. Only two action programmes, one each in Cambodia and Turkey, and none from other countries, addressed the children of migrant workers. Only some action programmes in Senegal worked with street children. No action programme in any country included children whose parents were homeless, children of sex workers, children of drug users and alcohol abusers, or orphans whose parents died of HIV/AIDS complications. Although child victims of sexual violations and children engaged in sex work were included in some action programmes, such as the one in Lima, Peru, no action programme in any country included child drug users or HIV positive children either.

It is acknowledged that reaching out to vulnerable children is not easy. The Tirupur project in India found that working girl children were mostly invisible and difficult to reach. Several action programmes found it very challenging to work with children of migrant workers because the families kept migrating from one place to another, making it very difficult to keep track of the children. Besides, after being withdrawn from work, some children might become child workers again after moving to a new area. And some non-working children from the community could become child workers once they moved with their parents to the big city, simply to survive. On the other hand, it will be quite difficult to identify and reach out to orphans of AIDS in countries or communities where there is a high degree of stigma and discrimination but a low level of disclosure, or to identify and reach out to children of drug users or sex workers in countries where drug use and prostitution are illegal and drug users as well as sex workers are regarded as criminals.

Even so, absence of interventions targeting these children at risk is still a cause for concern, because it means that there are a large number of children at risk in all these countries who have not been reached or protected. For instance, in Kenya alone, over 1.2 million children have been orphaned by HIV/AIDS and recent estimates also indicate that the numbers of infected and affected children is growing rapidly both in rural and urban Kenya. Problems of these affected children were said to include lack of basic needs like food, shelter and clothing, lack of medical care, social discrimination

and lack of parental care because in most cases, their parents had died.⁵² There must be similar occurrences in Senegal in Africa, and India and Cambodia in Asia, if not all other countries. The number of children orphaned by AIDS alone is a staggering figure in itself. Add to it the number of children of other marginalized parents who are not in position to provide them with proper care and protection (such as drug users, sex workers, etc.), and we can imagine a horrifying number of vulnerable children in each country. One thing that is certain is that these children must be very poor and living in extremely difficult circumstances. Nobody knows when and how many of these will become the new generation of child labourers that IPEC will have to try to remove from work and re-integrate into school in the near future. But it is quite certain that sooner or later they will, as predicted by the country consultant for Colombia/Peru when he suggested much more attention be paid to prevention “because poverty will continue to force children out to work. The places vacated by ‘eradicated’ children will be filled by other poor children”⁵³.

3.9 Children as part of the solutions

One interesting strategy that has been used by some action programmes in several countries is to promote the initiatives and active roles of the children themselves.

Street theatre/community theatre is obviously one initiative that has been promoted by many action programmes in various countries, to promote children’s active involvement. In **Bangladesh**, for example, both BRAC and CB made efforts to train withdrawn children to perform dramatic skits in communities to raise the community people’s awareness on the dangers of child labour, the value of education, the problems related to early marriage, etc. In **India**, the Tirupur project brought children working in industries to be with students from community schools in 15-day workshops to design street theatre in the local communities on child labour issues.

Children have also been encouraged to play the role of animators, peer educators and peer counsellors. In **Senegal**, the Avenir de la Enfance used former street children as animators to talk with other children and older people in order to raise their awareness and create an understanding about child labour and the value of education, and the Centre Emmanuel used older children as peer counsellors to provide assistance to younger children. In the project conducted by the teacher alliance in **Bangladesh**, not only teachers, but also key students acted as child monitors in the school and community, conducted home visits, and encouraged child workers to attend school. On the other hand, in Yunnan, **China**, the students who had been trained on trafficking issues by their teachers not only shared their knowledge with their parents but also in their own free time formed volunteer publicity sub-teams to advocate knowledge about trafficking and gender equality in their communities and during school holidays. Reportedly, blind migration in their county and township dropped considerably.⁵⁴

These activities show that children have the capacity to take action and to be active partners in the fight against child labour. A problem remains in that this capacity is not adequately recognized, appreciated, or supported. The Colombia/Peru Country Report rightly points out that action programmes tend to implement assistance-type interventions using the welfare approach more than the rights/empowerment approach and that there is a need for IPEC to strengthen the active and pro-active participation of working and ex-working children. It is indeed essential for IPEC not to

⁵² IPEC: J.W. Bunde Owigar: *Skills training strategies to combat worst forms of child labour in the urban informal sector: Kenya country study*. Not published. (Nairobi, ILO, 2003).

⁵³ IPEC: *Thematic Review of IPEC’s Action Programmes in Peru and Colombia on Skills Training, Formal and Non-Formal Education*. (Geneva, ILO, 2003).

⁵⁴ IPEC: Good practices in education: Training – building capacity of national education institutions and teachers’ associations to combat child labour and Sensitising teachers to the problem of child labour and the importance of education through the Teachers’ Kit and Teachers’ Training.

perceive the children as recipients of the assistance or part of the child labour problem, but as part of the solutions and as partners that need to be nurtured and empowered. With proper understanding and acceptance of the children's capacities, and with genuine willingness to nurture and help children release these capacities, IPEC staff at country offices can encourage their partners and action programmes to promote child participation, and even child-initiated/child-led activities, more actively. For instance, in the case of performing community theatre, the children can be encouraged to plot and plan their own plays and write their own scripts and songs, instead of simply performing and reciting what the action programmes or IPEC staff prepared and approved for them. Needless to say, the children will need technical support and training in relevant skills which IPEC and their partners should be willing to provide.

Some of the active roles that children can play more in IPEC-supported interventions include:

- Children are encouraged to serve as members in the child labour committee or child watch committee at the school or the community level.
- Older children or children in a higher grade level serve as tutors for younger children or children in a lower grade in the school, and/or those mainstreamed earlier serve as buddies for the newly-mainstreamed children, to help with their school work, home work, and social adjustment.
- Ex-working children are encouraged to write, draw, and create hand-made posters or booklets on their child labour experiences, and use these books as reading and awareness-raising materials for children in class, in the school, and/or in the community. This will help the children practice their literacy skills, use their creativity, and develop self-esteem and self-confidence, while also solve the problem of reading materials shortage, and the lack of community-specific campaign materials at the same time. And if some works are attractive enough, the action programmes and/or IPEC country office may consider mass producing them for a broader audience at the district, provincial or even national level as part of their social mobilization campaigns.
- If some children are interested or are gifted in writing, drawing, painting, taking photos, and/or making videotapes, they should be encouraged and supported to join in designing and making campaign materials with relevant organizations so that their direct experiences as child labourers can be utilized to enrich the materials while the children themselves will be able to develop the skills in self-expression and technology that can be enriching to themselves.

3.10 The need for more advocacy

Review of country reports and other documents has shown the magnitude of problems that need to be solved, and work that needs to be done if child labour is to be eradicated, and if all children are to have access to quality education that is relevant to their life now, and useful for them in the future. It has also shown that no stand-alone one-off intervention is effective: interventions need to be comprehensive and integrated in a well-designed process and framework in order to be effective and successful. It also shows that IPEC-supported action programmes have improved the lives of many children, and have potential to achieve even more. It may be tempting, therefore, for IPEC to do more, especially in terms of direct assistance types of interventions which are easy to assess quantitatively, while it is more difficult to assess the impacts of capacity-building, awareness-raising and social mobilization, and policy advocacy. However, considering the limited resources available it simply is not possible for IPEC to support all needed actions for all the children, families and communities who need them. The only way to ensure that necessary action is taken, and that necessary assistance and support are provided to those who need them, is to intensify and concentrate even more on the advocacy and development of enabling policies and legislation, so that an

increasing number of governments and organizations in the non-governmental, private, professional, and civil society sectors commit to do so.

The Senegal Country Report⁵⁵ shows very clearly how disabling policies and legislations are major barriers to child education and constitute a major factor in driving children into child labour. For instance, no child over nine years old can start school, and if children drop out of school for any reason, they are not permitted to re-enrol. Therefore, “if an NGO identifies a working ten-year-old who has never attended school, they will not be able to enrol him/her in school for the first time. This child is effectively barred from being mainstreamed into the formal school system” and “for children that drop out due to failing grades, lack of interest, sickness, work, withdrawal to take care of family, etc. they are prevented from reintegrating, creating a large class of drop outs who are a major part of the pool of child workers” on the other hand, it is also pointed out in the report that access to education is a critical problem because there not enough teachers, schools, materials, or extra-curricular activities. This implies a low level of commitment on the government’s side with low resource allocation and insufficient recognition of the value of education. The interesting issues raised by the country consultant were: “IPEC does not invest in construction of schools, etc as does UNICEF or the World Bank. IPEC does not work on the education infrastructure because it has little influence due to lack of financial resources it brings to the table. IPEC does not have a policy to help build the education system, and if IPEC does not influence the system, it is difficult to change it.” It is clear that no matter how many successful direct-assistance interventions are supported by IPEC, they will not really make a difference to the child labour problems in the country as long as a country’s negative policies, and low quality of both formal and non-formal education discourage parents from sending their children to school; instead they send them into child labour. Few children, who are eligible, will enrol in school, but those enrolled will sooner or later drop out. More children will enter child labour due to lack of alternatives. The rescued children will be replaced by new poor children. The mainstreamed children will not learn much and will probably drop out again, relapse into child labour, and will be removed from work again. And the vicious cycle continues.

Of course Senegal is not the only country in which policy advocacy is needed but has not been done enough; it is only one example. The Colombia/Peru Country Report also concludes that the action programmes there clearly contributed to compliance with ILO Convention No. 138 and Convention No. 182 but, “given their limited scope, their contribution is rather a symbolic one in relation to the magnitude of the problem that remains to be solved”. The same can be said for all other countries.

Therefore, the only way possible for IPEC to make a real difference is to advocate more actively and persistently with the Ministry of Education and other national authorities concerning education/children and youth/labour/social and economic development. Advocacy should also be carried out with politicians, the media, pressure groups, relevant international agencies such as UNESCO and UNICEF, and other relevant stakeholders, so that such disabling policies are reviewed and replaced by more enabling and supportive ones, and so that more resources are channelled into improving the quantity and quality national education systems, and infrastructures.

3.11 Sustainability issues

There are several sustainability issues to be discussed: limitations to sustainability, whose concern it is, promoting sustainability, and incentives issues.

⁵⁵ IPEC: *Senegal: Country Report* (Geneva, ILO, 2004).

3.11.1 Limitations to sustainability

A number of country reports (particularly those on Colombia/Peru and the Philippines) expressed concerns over sustainability of IPEC work in the country. Overall, a number of limitations were raised, as follows:

- Insufficient efforts have been made to promote sustainability.
- Duration of most interventions was too short.
- In some countries, agreements were made with local state authorities but not with national authorities, so there is no national commitment and generally there is a high turnover of local authorities.
- Many communities are still trapped in the ‘client culture’ i.e. they wait for external assistance from the government and other agencies rather than strive to be self-reliant and solve their own problems. It is not clear, however, whether and how much IPEC’s and other agencies’ direct-assistance interventions has contributed to maintaining this ‘client culture’ mentality and behaviour.
- Most NGOs, many of whom are IPEC’s implementing agencies and partners in various countries, work on a project basis so they lack financial security. If they do not receive continued funding which enables them to employ personnel and pay for materials and other necessities, it is not certain how they will be able to continue on child labour, child rights and child education issues, as noted by the consultant for Colombia and Peru, “volunteering has limits in very poor sectors”.⁵⁶
- In the cases of children who were not totally removed from child labour and who, while IPEC interventions were on-going, shifted from full-time to part-time work and were enrolled in NFE, thus working fewer hours and spending a few hours on education each day, it is not certain what will happen to them a few years after IPEC interventions are completed: whether they will continue their education, or resume more work load, or relapse into full-time child labour.

3.11.2 Whose concern is it?

Sustainability is indeed an issue that is usually raised. What is not usually raised, however, is whose concern it is whether certain ideals, concepts, practices, models, or interventions are sustainable or not. Is it only the donor agencies’ concern, because they want to make sure the funds they provided were not wasted? Or is it the country’s and the community’s concerns because they genuinely want to prevent and solve the child labour problems in their country and community, regardless of whether they continue to receive donor funds or not? The latter will indeed be ideal. However, if countries and communities really feel concerned about the sustainability of the child labour prevention and eradication efforts, they will have to: 1) be convinced that child labour is their problem; 2) feel ownership of the child labour problem and recognize that they have to solve the problem by themselves even without IPEC or other agencies’ support and assistance; and 3) believe and be confident that they can really do it themselves. In order to promote these, it is important not only what IPEC does but how they do it. Especially as direct assistance is still an important component of IPEC’s work, it is important that IPEC’s implementing agencies and action programmes make conscious efforts to avoid creating dependency and maintaining the ‘client culture’ which undermines and eventually destroys the community’s strengths and capacities to help themselves.

⁵⁶ IPEC: *Thematic Review of IPEC’s Action Programmes in Peru and Colombia on Skills Training, Formal and Non-Formal Education*. (Geneva, ILO, 2003).

3.11.3 Promoting sustainability

Review of the country reports and relevant literature has suggested that, in order to promote sustainability, IPEC (and to a varying degree, the implementing agencies and action programmes) must do, promote, or facilitate the following actions:

- engage in policy advocacy at all levels, with all relevant sectors, to promote the integration of child labour, child rights and child education in both the national and local agenda, as well as the mainstreaming of child labour issues in both formal and non-formal curricula at all levels;
- publicize child labour issues aggressively to raise and maintain public awareness, such as by engaging key policy makers and mainstream media in launching major activities; utilizing both print and electronic media to highlight child labour issues; promoting consultations at national, district and local levels; conducting press conferences when key partners condemn child labour, call on the state to enforce a free and compulsory education for all, or advocate for policy review on children, etc.;
- conduct social mobilization at every level, with every sector, by focusing on participatory planning, implementation and evaluation, and not just seeking 'co-operation';
- conduct capacity building at all levels, for all sectors, on necessary skills that will enable relevant stakeholders to understand necessary issues and learn skills necessary for their respective action;
- advocate for expanding coverage and access, improving quality and relevance, and strengthening the infrastructures as well as human and other resources for both formal and non-formal education systems;
- collaborate with all sectors (including government agencies, NGOs, civil society organizations, traditional and religious leaders, media, employers' and employees' associations, teachers' and other professional associations, communities, and international agencies) to develop common visions, directions, strategies and plans to promote social development in a way that addresses social and economic problems (including poverty reduction, employment promotion, improvement of educational systems and promoting Education for All, community development, protection of children/youth/women, etc.) in an integrated manner, as the improvement in these areas will contribute to the eradication of child labour and the promotion of school enrolment and retention. (Note: IPEC's recent initiative on applying the Theory of Change to work to eradicate child labour will be very relevant and helpful in this effort);
- promote the establishment and use of a user-friendly knowledge management system which includes regularly-updated databases as well as systematic learning and sharing among the various levels of committees (such as at community, national and regional levels);
- allow sufficient time for interventions so that there is time for consolidation, preparations for withdrawal of activities, and transfer;
- adopt a participatory, empowering and decentralized approach so as to build trust, promote a sense of ownership, and avoid creating dependency among the key partners and stakeholders;
- empower and engage the participation of women in general and mothers in particular;
- advocate with local leadership (both political and administrative) as well as local and/or state governments to ensure their support and mobilize local funding to local actions;
- create and maintain linkages between local action with high-level policy advocacy and development, to ensure relevance of policies to local situations and needs.

In summary, promoting sustainability requires a combination of policy advocacy, social mobilization, capacity building, participation promotion, and knowledge management. Indeed, these are essentially what IPEC, implementing agencies and action programmes have already included in their work, some more some less, and to varying degrees. It will be helpful, however, for IPEC and partners to reflect on how much they have done and how they have done it, what else they have missed and still needs to be done, and how they will do it. It needs to be noted again though, that IPEC does not have to do everything by itself; it can and should mobilize various partners and stakeholders to assume responsibilities for actions relevant to their mandates while it undertakes what nobody else can do so well.

It will be necessary for IPEC country programmes, therefore, to assume the roles of a catalyst, promoter, facilitator, coach, and support and learning team, rather than the roles of a controller, regulator, or auditor. It is more important for IPEC to focus their attention on providing technical support to the implementing agencies and partners and helping them to summarize lessons learned from their experiences and action, than to consistently check and control all logistical details that leave them no time or energy for support and learning. In order to be able to do so, IPEC staff at country offices needs to engage in a continued process of learning, while genuinely believing in the capacities and potentials of people, communities, and countries to take action and solve their own problems.

3.11.4 Incentives issues

There were different principles and experiences regarding provision of incentives to families in order to get them to participate in the projects and/or to withdraw their children from child labour. The Indian report raised an interesting issue on whether or not project interventions had built-in provisions for compensation as incentives actually depended upon whether a child was seen as a potential worker and her/his withdrawal as a potential loss of income to parents. For instance, in the Tirupur project in India, self-help groups of mothers of working children were formed in every TEC location and various support facilities were provided to them as a way of compensating for the loss of income because of withdrawing children from work. In Senegal, the municipalities gave the parents some money and insisted that they use the funds to buy school materials and clothes for their children or else the school authorities would report them to the municipal authorities. Unfortunately there was no enforcement of the policy or follow-up on the actual practice.

On the contrary, Katha, another NGO in India, followed a different strategy. In their project area, the entry to non-formal school was not free for two reasons: one, anything free would be considered to be inferior and secondly, they felt that individual's self-respect was compromised in accepting free goods. However there was a progressive mechanism in Katha's approach: if the child was regular in attending the classes in the first year, s/he was to pay ten rupees less in the next class, and there was a further cut of ten rupees if s/he performed well. If parents took part in the interactive meetings, the children would be given a further waiver of ten rupees. In this way, both children and parents had to work towards 'free' bridge schooling.

On the other hand, MVF maintained that children were out of school because illiterate parents did not perceive schooling as an alternative. Once schooling was seen as an alternative and children were in school, schooling of children and the associated benefits for children would serve as incentives for parents; hence there was no need to provide other incentives to the parents. In fact, MVF also maintained that providing incentives to parents for sending their children to school may act as disincentive to those from the same socio-economic background who send their children to school. Indeed sometimes incentives were reported to backfire, such as children being withdrawn from schools to re-enter schools as child labourers in order that they and their families could receive the incentives given to working children. In another area in India, families participating in one project withdrew in order to participate in another project which provided them with attractive

incentives. In Dhaka, Bangladesh, there were complaints from some parents who could not participate in the credit scheme of one IPEC project because their children were not among the targeted 'BGMEA children'. They felt that they were not rewarded for making efforts to send their children to school despite their poverty and wondered whether they would need to send their children into child labour to attract attention and be targeted for assistance and support.

Although, overall, IPEC projects worked with the long-term goal of weaning the children completely out of work with no compensatory incentives for parents, several questions need to be reflected upon. Firstly, are in-kind support services provided to the parents or families to be considered incentives as well, or are they to be considered different from compensatory incentives? Secondly, are they essentially 'bribes' to motivate parents to have their children removed from work and enrolled into school, or are they meant to be 'rewards' for parents after the children are already out of work and in the school? Thirdly, should we give 'bribes' or 'rewards' to the parents for their behaviour, knowing that our action will have certain effects on other parents? If compensation and/or support services are indeed 'bribes' for the parents, there is a risk, however small, that parents may have the children back at work if no more compensation is forthcoming after the project ends, or other parents may even be tempted to get their children into work in order to be withdrawn and provided with support services (which actually did happen in India). On the contrary, if support services are used as 'rewards' for parents who enrol their children in school, then IPEC should pay more attention and provide more support services to children in school and their supportive parents, in order to promote the children's school attendance and retention. This will project a better image for IPEC in that IPEC rewards desirable behaviour (i.e. having children in school instead of having children at work) and not bribe parents away from negative behaviour (i.e. getting children to work in hazardous and exploitative work).

3.12 Knowledge management

It is recognized that IPEC has initiated a global programme to identify, document, disseminate and replicate good practices which use education to combat child labour and which will also promote the sharing of lessons learned between countries and regions. The knowledge base in IPEC consists of three components: good practices, the research knowledge base, and statistical data and information. The goal of knowledge management is to ensure effective sharing and dissemination of a knowledge base, which is accessible and up to date⁵⁷. The organization has accumulated a great deal of experiences from the field and the country offices worldwide throughout its many years of action and support. This constitutes a large volume of good practices and lessons learned. There has been an exhaustive process undertaken by IPEC HQ on documenting good practices. Over a hundred models have already been documented and these are currently undergoing the process of validation. The generic IPEC Guidelines on Good Practices is the result of extensive review of the relevant literature, theory and experiences. Obviously IPEC has achieved a great deal on generating new knowledge in the field and synthesizing lessons learned and good practices at the global level. IPEC-HQ has initiated a global programme to identify, document, disseminate and replicate good practices which use education to combat child labour and which will promote the sharing of lessons learned between countries and regions. Thematic evaluations are considered a key part of IPEC knowledge creation by enabling IPEC to identify and learn from various interventions and strategies used in a particular theme through looking at the impact from a comparative perspective. They are fundamental to ongoing development and refinement of strategies and approaches in a given theme. This particular thematic evaluation, will also contribute to these initiatives. It is part of IPEC's ongoing work on good practices and knowledge management where all parts of the work include good practice identification and sharing element. It is expected to promote the exchange of experiences among

⁵⁷ IPEC: *IPEC Action against child labour report 2001: Progress and future priorities*. (Geneva, ILO, 2002).

IPEC offices and its partners in different countries, allowing them to learn from each other and eventually replicate successful strategies.⁵⁸

However, there still appears to be a gap in the overall knowledge management system within IPEC in that some country offices and some field staff have not yet taken full advantage of or benefited from the vast body of knowledge available within IPEC. In the review conducted in the nine countries, some action programmes were found to be segmented, instead of integrated and comprehensive, in their design and implementation, which indicates that the existing good practices and lessons learned had not been adequately acknowledged, appreciated, disseminated and/or utilized for discussion and replication or adaptation by other action programmes, implementing agencies, partners, and stakeholders, within the country and in other countries. While there was some evidence that good practices and lessons learned from successful action programmes had informed media advocacy and policy development at country levels, better knowledge utilization could also result in even more efficient and effective social mobilization and policy advocacy. This indicates inadequate knowledge of management systems at the country level and the need to foster and strengthen closer links of technical support and knowledge sharing horizontally as well as vertically among the global, country, and field levels.

In addition to establishing and reinforcing guidelines that country staff and partners consult the volumes of lessons learned and good practices available within IPEC in designing projects and action programmes, it will be useful for IPEC to take another look at the available body of knowledge from the viewpoint of the users, to see whether all the knowledge is easily retrievable and readily usable. This will help IPEC avoid the problems that usually occur in organizations and programmes with many experiences, lessons learned and good practices, i.e. a) that there are so many workshop proceedings, evaluation reports, research studies to read and to consult that nobody has the time to read them all, b) that it is difficult to decide which document is more relevant and more useful, and c) that there are many documents which are not readily categorized and organized so that when one really wants to know something it is not possible to locate the relevant documents. It will greatly help if the available body of knowledge is processed and crystallized into small easily-digestible bits of knowledge, which may be called 'knowledge assets', and made readily available with easy references for further exploration if necessary, under clear headings and sub-headings in IPEC data base, web site, e-workspace, and other appropriate forms so that it will be much easier for everybody to consult, in particular field staff, partners and implementing agencies. It is likely that more people will consult and make use of such knowledge, lessons learned and good practices if a user-friendly knowledge management is available and regularly updated.⁵⁹

At the same time, it needs to be noted that not all knowledge is explicit and readily available in written forms. Some knowledge is tacit knowledge that resides in people's experiences and can only be drawn out for sharing in face-to-face discussion.⁶⁰ Besides, it is equally important to recognize that people learn in different ways. Not everybody learns from written words such as reports, books, guidelines, databases, and web sites. Many people learn more from meeting with and listening to others who have had the relevant experiences, and/or visiting the real community or project to see activities in action. Moreover, people in different circumstances have different limitations with regard to the means of learning. In developing countries, for instance, there is a longer oral tradition than literacy tradition of learning and sharing knowledge. They also tend to have limited information technology and necessary infrastructure, which results in rare and unequal access to computers and the internet. The poor quality and unreliability of internet connections, excessive connection costs, unattractive web page design and infrequently-updated information contained therein have been cited

⁵⁸ IPEC: D. Duangsa: *Skills training thematic report*. (Geneva, ILO, 2004).

⁵⁹ IPEC: D. Duangsa: *Skills training thematic report*. (Geneva, ILO, 2004).

⁶⁰ Ideas from C. Collison and G. Parcell: *Learning to Fly*. (Capstone, Oxford, 2002).

as factors effectively preventing potential users from logging into and benefiting from web sites that were intended to be useful to them.⁶¹

It will be beneficial for IPEC, therefore, to take the users' perspectives into further consideration in strengthening its knowledge management system so that it focuses not only on capturing but also on disseminating knowledge, on ensuring that the knowledge is utilized, and on connecting people who have the knowledge with people who want to learn.

3.13 Relationships between education, skills training, quality of life, and the elimination of child labour

It is not easy to concretely assess the impacts of education on the elimination of child labour in IPEC programmes. This is partly because few programmes have been assessed and evaluated in both quantitative and qualitative terms, on both process and outcome indicators. It is also partly due to the fact that action programmes were usually of relatively short duration of less than two years, with no long-term follow-up to assess the longitudinal outcomes and real impacts on the children and their family, such as: how the withdrawn and mainstreamed children are doing; how they have put what they learned in school to use to improve their quality of life; whether they have continued to study; whether education has helped them learn vocational skills better and led them to gainful employment in ways that would not have been possible without their re-integration in school or without their participation in NFE programme; how many have relapsed into child labour for what reasons; whether their siblings have been attending school and protected from child labour as expected; whether the family has achieved a certain level of economic security and become active in working with other families in the community to protect the community children from child labour; and so on. On the other hand, even if long-term follow-up and evaluation had been conducted and wonderful results were found, the questions of :“how do you know all these were caused by education, and not other factors?” or “how much of that was caused by education, and how much was caused by other factors?” can always be raised, as the interventions were conducted in real life settings where anything can take place and usually cannot be accounted for, unlike a scientific experiment which is conducted in specific circumstances in a lab with all variables tightly controlled or at least accounted for.

However, the Senegal country report presents an interesting assessment of education, describing:

...Although it was sometimes not clear, either to the country consultant or to the staff of the implementing agencies, whether what the children had learned, practiced, and experienced in the NFE programme would actually enable them to get out of the child labour trap, and to be released from hazardous environments, the IPEC staff as well as those working with the implementing agencies were quite pleased that the few hours when the children came to attend the NFE class or life skills and quality of life education were the short periods of time when the children were happiest and safest in their young life. It was the time when the children learned to have friends and work with friends, when they did not have to fight for survival like they had to do on the streets or at the garbage dump. It was also the time for the children to develop self-esteem, self-respect and self-confidence, and started to dream about what they would like to do or what they would like to be when they grew up.⁶²

Other country reports, though using different words, also agreed that the few hours of education each day, either spent in formal schooling or NFE programme of any type, provided the children with safety, some knowledge, some recreation and fun, opportunities to develop their character and social relationships, and opportunities to ‘just be children’, to be cared for, to feel connected.

⁶¹ ILO/APSDEP: Dusit Duangsa, Report on survey of skills development activities – APSDEP. (Geneva, ILO, 2003).

⁶² IPEC: *Senegal: Country Report* (Geneva, ILO, 2004).

All these outcomes, though not measurable or quantifiable (with the exception of knowledge), have been agreed to be important for the children's quality of life, both at present and for the future. Having been through nightmarish experiences of child labour, and having opportunities to experience the safe haven of education, it is certain that no child would like to relapse into child labour if they have a choice, especially if they have kind and understanding teachers who provide educational experiences in an enjoyable manner to the extent that they feel they have learned something useful and feel good about themselves. Ensuring quality and relevant education therefore can make even more of a difference.

Nevertheless, though the children feel good about their educational experiences and their quality of life is improved as a result of their participation in an education programme, several months of literacy or basic education or even several years of primary education do not lead to gainful employment that provides good working conditions and enough remuneration for the children to sustain themselves or contribute significantly to their family's economic well-being. Most countries have been suffering a continued high unemployment rate, even among those with secondary education and even university education. Work opportunities for those with literacy, basic education, or primary education are hardly better than manual work in working conditions hardly better than what the children had endured prior to withdrawal. The major difference will be that the children will be better developed physically, older, and hopefully have reached the eligible age for legal employment in their respective country. The difference is of course meaningful, as it implies that the children will then be somewhat better-paid, somewhat better treated, and somewhat less-exploited. While this is a meaningful achievement, it needs to be borne in mind that more difference can be made, with the addition of secondary education and/or vocational skills training. And even more can be made with the addition of business or entrepreneurial training. Either secondary education or vocational skills training will provide the children with more opportunities and options in terms of work with better pay, working conditions, and security. Equipped with vocational skills suited to their aptitude and market demands, the children will be able to choose whether to go into wage employment or self-employment. Business or entrepreneurial training, on the other hand, will promote more success for those who choose self-employment. Briefly speaking, while basic or primary education, which seems to be IPEC's current goal for the children, is useful for the children and will be one important way to help keep the children from child labour, it will be much better and more realistic to keep the children away from child labour, if the goalpost is moved to include secondary education and vocational skills training combined with business or entrepreneurial training. This is not impossible. It simply means that IPEC has to expand its partners to include those working on secondary education, and that more reflection and more dialogue have to be promoted not only on how to make FE and NFE complementary to each other but also on how to make education and vocational skills training complementary to one another as well.

In most cultures, children cannot make their own decisions and it is in fact the parents who determine whether the children can participate (or continue) in an education programme or enter (or re-enter) child labour. As a result, the children's education will not be linked to their protection from child labour unless parents appreciate the value of education enough to prefer having their children in school to the money their children could otherwise bring home after work. The latter is not always the case. The parents have to see in concrete terms that the children's education leads not only to abstract quality of life but also to actual income, preferably more income than what was possible without education. The parents might also prefer that the income comes in when needed, which means now, rather than have to wait several years down the road. This is especially important for the family which is constantly struggling to cope with abject poverty. Their major concern is day-to-day survival, which cannot forego the basic needs of life for themselves and other children for a few years before the educated children start working and earning. The provision of education, quality of life, and skills to the children alone is therefore not sufficient to eradicate child labour. The parents and the family must have sufficient economic security not to have to rely on the children's income in order to survive, and to be able to afford the costs of schooling. This has to happen at present, not in

the future. This is usually not possible without immediate concrete assistance in terms of income-generating skills, credits, and support groups. On the other hand, parents do not automatically want to send children to school simply because they can afford it. Therefore, awareness-raising on the value of education, the negative consequences of child labour, and parental responsibilities towards their children, is very important and has to be conducted concurrently with the economic empowerment programme.

In summary, education, quality of life and eradication of child labour are connected, and education can contribute to both. However, while education may suffice in promoting quality of life, education for the children alone is not sufficient to eradicate child labour. It needs to be supplemented by other support services including skills training for the children themselves as a means to generate income, as well as economic empowerment and awareness-raising for the parents and family. Involvement of and contributions from the community, local government, state and national governments will reduce the possibilities of the family depending on IPEC and will improve prospects of sustainability. It is only by implementing a well-designed package of integrated interventions and support services that we can expect education to be a critical factor in preventing withdrawn and mainstreamed children from relapsing into child labour or preventing a new generation of child labourers altogether for both the short term and the long term.

3.14 Conclusion: How is IPEC doing overall? Is IPEC making a difference?

3.14.1 Achievements and impacts

Country reports have suggested that IPEC has indeed accumulated considerable achievements and impacts with the many action programmes it has conducted and supported in the various countries through the years. These can be summarized and categorized as follows:

Raising awareness and mainstreaming child labour issues:

- creating public awareness about dangers of child labour and the need to send children to school;
- sensitizing policy makers in child labour issues; and
- bringing child labour issues to the attention of other international agencies such as DFID and the World Bank.

Improving the quality of life for children and families:

- protecting vulnerable children and reducing the number of potential child labourers;
- targeting, withdrawing, rehabilitating children engaged in hazardous work;
- reducing working hours and increasing rest and study time for the children who are still working;
- improving children's academic performance in school;
- equipping target children with appropriate knowledge, attitudes and values about child rights, the dangers of child labour, and the value of education;
- promoting economic development for families and communities in order to reduce the dependence on child workers' earning thus reducing the need to push children into child labour;
- providing educational activities to young siblings to prepare them for school enrolment and prevent them from entering child labour;
- promoting girls' access to education;

- reducing children's vulnerabilities; and
- parents support their children's education more.

Improving education systems

- creating healthy learning environments in the schools;
- increasing school attendance and retention;
- reducing school drop-out;
- improving FE programme in various ways including improving curriculum/materials/teaching-learning methods, mainstreaming child labour issues in the curriculum;
- improving NFE programmes in several ways including curriculum and materials development, developing different delivery systems for child workers, developing community learning centres to promote accessibility;
- promoting the roles of the schools, teachers, and teachers' associations in the eradication of child labour; and
- mainstreaming ex-child workers in regular schools.

Improving policies and infrastructures

- contributing to the development of necessary state and national legislations and policies concerning child labour, child rights and child protection, child education including free and compulsory education, in various countries;
- advising and assisting governments on compliance with ILO Convention No. 138 and Convention No. 182, among others;
- building mechanisms for multi-sectoral collaboration at various levels (including the local level such as school and community child labour committees) which include mechanisms for preventing child labour and mechanisms for withdrawing, rehabilitating and re-integrating the children; and
- developing agreements and institutional partnerships with civil society and local and state institutions.

Capacity building

- Building capacities and necessary attitudes is essential for government officials at various levels, NGOs, community leaders, and other stakeholders.
- Transfer of knowledge and the strengthening of key community organizations enable them to take over management of project activities.
- Project partners in all sectors and at all levels have learned essential attitudes, skills and lessons which equip them for more endeavours in related fields. Many, particularly in the non-government sector, have been recognized for their expertise and have been shifted from being 'purely service NGOs' to training/capacity building and advisory institutions. In Bangladesh and India, for example, key NGOs have been invited to provide technical support to national and state governments on the issues of child labour and education, and to serve in various committees.
- Partners have learned from each other and replicated the good models they have seen. For instance, in India, CINI-ASHA had adopted the MVF model in their project.

Creating networks and linkages

- creating various networks such as of parents' self-help groups in India, youth clubs in Senegal; and

- promoting linkages between schools and communities.

Model development and scaling-up, experiences and lessons learned

- Developing many different models for working on various aspects of child labour issues serve as examples for other projects and agencies and some of which are replicated by other projects and agencies.
- Scaling-up is applied to other schools, and other communities.
- IPEC projects have provided experiences and lessons, both positive and negative which have been learned by various project partners in subsequent projects. For example, in Tirupur project area in India, the currently operational National Child Labour Project (NCLP) has learned from the IPEC-supported Tirupur project experiences and improvised on them. For instance, in the project, transitional educational centres (TEC) aiming at providing bridge courses for children weaned from work had started without enough groundwork in terms of creating broad-based awareness and support from the stakeholders such as parents, community and employers, that had made the task of convincing parents and employers to let children free from work prolonged and arduous. For instance, the task of convincing parents and employers to let children free from work proved prolonged and arduous due to the fact that the transitional educational centres (TEC) which aim to provide bridge courses for children weaned from work, had started delivering the programme without enough groundwork in terms of creating broad-based awareness and support from the stakeholders such as parents, community and employers. One of the learning lessons that were subsequently followed in NCLP was to bring all the stakeholders together prior to the start of intervention. The programme has also piggybacked on physical and human infrastructures that were created during the IPEC project.
- A number of communities have taken over ownership of project activities, promising sustainability of relevant project work. For example, in MVF project areas in India, the community had started to recruit and pay for para-teachers in the formal schools and their volunteers are being transferred to other programmes.

In brief, IPEC has been doing considerably well and making a real difference in many areas, some of which promise a certain level of scaling-up and sustainability. Considering the diversity of IPEC's programmes and interventions, the wide range of implementing agencies/partners/ stakeholders and beneficiaries at all levels that IPEC has worked with, as well as the broad range of outcomes and impacts that IPEC has generated thus far, it is obvious that IPEC has demonstrated global leadership on both the fight against child labour and the promotion of innovative education-related endeavours for child workers and ex-working children.

However, it needs to be noted that there was a range of quantity and quality in each area of achievement, which means that perfection has not yet been reached and that more efforts should still be made to further improve IPEC's performance and contribution to the eradication of child labour. A number of challenges still remain for IPEC to address so that all IPEC potentials will be attained.

3.14.2 Challenges to IPEC

Based on achievements thus far, the following key challenges remain for IPEC to address in order to move forward:

- How can IPEC secure and sustain the political will and commitment made at various levels in the countries it works in?

- How can IPEC consolidate and strengthen the working relationships and partnerships between governments and civil society organizations in the various countries?
- How can IPEC identify and act to maximize all the opportunities available at any one time in any country to advance educational initiatives for child workers and ex-working children, regardless of whether they are formal or non-formal?
- How can efficiency and effectiveness of IPEC programmes - such as improving quality and relevance of FE and NFE curriculum/instructional materials/teaching-learning methods, improving access to appropriate delivery systems of education, improving follow-up and evaluation mechanisms - be improved?
- How can social mobilization be scaled-up and sustained?
- How can children's active participation be promoted, strengthened, and made the norm in all IPEC action programmes?
- How can the many vulnerable children be reached and offered protection, so that they can be prevented from child labour?
- How can IPEC promote assistance for the children, families and communities who need assistance, without creating their dependency on IPEC and without making national, state and local governments forego their responsibilities for their own people?
- How can IPEC promote the free flow of quality and relevant education, so that the children can access any type of education at any time and be guaranteed quality education that is relevant to their today life as well as is accredited for their future life?

Part 4: Knowledge assets of good practices: What can be replicated?

In this chapter, good practices on education and related issues which are good examples of effective interventions or strategies identified from the country reports are presented in terms of what can be replicated, complete with the ‘knowledge assets’ which should be taken into consideration by whoever wishes to replicate them. The knowledge assets either describe what is good about the good practice in question, key points learned from it, and/or what are some of the constraints or issues when replicating it. These knowledge assets complement the lessons learned which will be presented in Part 5, which summarizes what has been learned to be effective from the thematic review on formal and non-formal education.

4.1 Provision of non-formal education

4.1.1 Re-enrolment scheme

Good practices

In Kampot Province, **Cambodia**, a number of child labourers migrated along with their parents from other areas in order to work in the salt fields in the dry season for a period of around six to seven months. When the rainy season came they would follow their parents back to their original communities to do their usual farming because it was not good to do salt production in the rainy season. This pattern of migration meant that the children who used to go to school while at home, had to leave school in order to migrate with their parents. When they were working in the salt fields, however, they could not go to school there because their parents did not register with the official either at their place of origin or at their destination. At the same time, rigid rules of the various bureaucracies – be it the agency working on interior affairs, education, or social welfare - were not flexible enough to accommodate this pattern of migration and school-leaving among this group of children. A number of children who migrated with their parents to new areas were able to participate in the NFE programme provided by IPEC’s collaborating partner, or reintegrated in the primary schools there, but when they moved back to their original communities they could not resume their education in the local school because the original school considered they had been absent from school for too long. As a result, these children did not enjoy proper educational opportunities like other children their age who did not have to migrate with parents like they did.

In order to solve such problems, IPEC-Cambodia has co-ordinated and advocated with relevant schools and education authorities to accept a re-enrolment programme whereby the school in the original community would accept that the children had done some studying in the school in the new area, or had participated in the NFE programme conducted by IPEC, so that when the children returned to the original community they could be re-enrolled in the original school with a letter of confirmation from the school where they studied during the migrating season. This re-enrolment programme can effectively solve problems faced by children who were migrant labourers themselves as well those who were children of migrant parents as it allows them to study wherever they go and to transfer what they learn in one school to another school without disruption and without having their name deleted from any school because of long absence. What is really required is co-ordination between respective education authorities and teachers of the two schools concerned.

Knowledge assets

The re-enrolment scheme piloted by IPEC in several areas in Cambodia is an excellent practice. Co-ordinating with the school in the original community and the school at the destination in order to provide migrant child labour or children of migrant workers who need to migrate with their parents to new areas in accordance with seasonal labour demands can help ensure the children their access to education at the school in the new area upon arrival, re-enrolment into the old school upon their return, and transfer of academic results between the two schools. Again, the children who participate in this re-enrolment scheme also need support in both adjusting to the new school and returning to the old school. Otherwise the drop-out rate among these children can be very high.

4.1.2 Development and sharing of materials

Good practice

In **Cambodia**, a learning kit on child labour/child rights was developed by LICADHO, a NGO specialized on the issues of human rights and child rights, in collaboration with a government agency which is responsible for prevention and enforcement like MOSALVY. This is a good practice as it promotes learning among organizations. Better still is the encouragement of the widespread use of the kit by other organizations and agencies which work with children in general and with child labourers in particular.

Knowledge assets

Although the learning kit is very important and useful, the real success of this practice is not the development of the kit but rather the widespread use of the kit by other organizations and agencies. There have been several other attempts in other countries to develop a similar kit, but they have not been as successful in promoting the use of the kit. One of the keys to the success was the appropriate selection of partners who would work on the development of the kit, combining an experienced and credible NGO with a key relevant government agency, and combining expertise with authority.

4.1.3 Intensive training for IPEC teachers

Good practice

In the USDOL action programme in Harangacche and Rangpur implemented by BRAC, all the teachers had to take a 12-day foundation course on teaching at the BRAC headquarters and take another four-day additional training when they went back to the MPCs. Monthly workshops were conducted to help teachers review lesson plans, discuss problems encountered in the previous month, work on their solutions, and make plans for the coming month. Occasionally the teachers would be provided with more knowledge on how to teach different subjects than on-the-job training.

Knowledge assets

Providing pre-service training to the NFE teachers before they start teaching alone is not sufficient. Provision of refresher training and in-service training during the school term on the various issues and skills they need help with will enable the teachers to better engage their students, with more confidence.

4.1.4 Voluntary participation by young people

Good practice

One solution to the problem of teacher shortage is voluntary participation by young people in the community who have completed their education to support children in non-formal education schemes. In the Huachipa area, in **Peru**, young people in the community who had completed their secondary schooling were invited to participate as educators in the action programme. Similarly, the action programme in Bucaramanga, **Colombia**, relies on community volunteers for specific education support tasks.

Knowledge assets

This is interesting because successfully involving young people from the community itself in the action programme constitutes advocacy and motivation in itself. It puts the young people in the active and giving role, instead of the passive, receiving role they are often placed in, thereby affirming the young people's capacity to take action and be part of the solutions. Having volunteers from the community perform these roles also promotes community commitment and participation in the provision of education to children, and promises a higher degree of sustainability.

However, experience shows that volunteers can provide support but they cannot be considered as the core because as soon as they have the opportunity of a job, they leave the programme. This can be a very powerful emotional shock for the children who form relationships with these volunteers.

4.1.5 Catch-up programme for girls

Good practice

The action programme aimed chiefly at girls in domestic service in Bucaramanga, **Colombia**, worked with a segment of girls who have left school for two or three years, which is why they cannot be admitted straight into formal school. They were initially identified through a census carried out by the action programme in several districts of Bucaramanga. Parents are encouraged to allow children who are keen to learn to attend school in the knowledge that in one year their children will catch up three years of missed schooling. The methodology used has a strong play element and teaches through skills modules, with heavy emphasis on self-esteem. As it is a pilot scheme, the classes do not take place in classrooms but in the NGO's offices. The idea in the future is to establish a catch-up class in the premises of the state schools for groups that have left school.

The experience of the Las Adoratrices Religious Community in **Peru** is interesting as it takes in adolescent girls who are involved in the world of prostitution and makes them participate in an educational catch-up programme so that they can go back to school. Some of these girls have been away from school for several years and are virtually illiterate. In that case, the emphasis on restoring social values and personal self-esteem is fundamental, otherwise their re-admission to state schools would be impossible.

Knowledge assets

- Children who dropped out of school and are re-integrated often have problems catching up with other children in the same class. However, extra tutorials provided with the intention of helping them catch up with other students are often boring for the children for

whom life in the workplace was more exciting and less repetitive than life in the regular class room. Therefore, processes of tutorials for ex-working children need to be activity-related.

- The first things the mainstreamed children need are self-confidence and self-esteem, which make them feel that their life is worthy and important, and that they are loved and cared for.

4.2 Formal school retention

4.2.1 Income-generating activities in the school

Good practice

In **Kenya**, KNUT, KUDHEIHA, Ministry of Education and ANPPKAN established income generating activities in project schools to help retain children in school by using income generated from those activities to buy uniforms and pay school levies for children. Children's families were also included in the initiative. Although some of these activities collapsed due to limited seed funds, most were considered successful. There were some success stories, for example:

- Noiwet primary School, a KNUT project established a horticultural project on the school compound. The project produced bananas, cabbages, tomatoes and onions. Direct support from IPEC was supplemented by financial contributions by community members.
- KUDHEIHA supported school, Masavi Primary School started IGA's in goat rearing. Under the supervision of the child labour committee, parents of former working children looked after goats bought with money from IPEC. They were able to get money to feed their children. The committee was also able to support other needy children.
- Saba Saba Primary school, an ANPPCAN supported project school, used the money donated by IPEC to establish a banana plantation on the school compound. Parents of the disadvantaged children provided labour.

KNUT also managed to influence other schools in neighbouring communities to replicate the model in the fight against child labour.

The results of the initiative were:

- improved school attendance;
- improved academic performance in project schools;
- decline in school drop out rate;
- replication of income generating activities by parents;
- acquisition of practical skills by pupils; and
- improvement of the school environment.

Discussions with head teachers, teachers and community leaders revealed that these projects had succeeded due to the active involvement of head teachers and local administration in their management. Besides, the activities were based on local needs and conditions. Nearly all IGAs that were solely managed by parents and community members failed.

Knowledge assets

It was evident that the majority of the children come from very poor families and poverty is the main cause of child labour. The inclusion of income generating activities in IPEC is a key factor in the improvement of standards of living of children and increases chances of their retention at school. The establishment of income generating activities in primary schools by KNUT and KUDHEIHA projects is a good practice because it has made it possible for children to learn without parents being asked to pay school levies.

The idea of involving poor parents in the initiative is also a good idea. It is better than giving handouts to poor families, as it not only teaches the parents income-generating skills but also fosters self-reliance, treats them with dignity and respect, and encourages them to share in the responsibility of ensuring that their children receive education.

4.2.2 Mainstreaming child labour issues in national curriculum

Good practice

In **Kenya**, the Kenya Institute of Education IPEC Action Programme successfully integrated child labour topics and issues in the revised national curriculum for primary schools.

The topics include:

- rights of the child (relevant conventions and charters);
- child labour meaning, forms, causes and effects;
- laws relating to the child;
- strategies for eliminating child labour quality relevant and free education legislation, poverty alleviation; and
- gender responsiveness.

Carrier subjects of child labour topics are: Christian religious education, science, English, mathematics, creative arts, social studies and mother tongues.

The Kenya Institute of Education was able to incorporate child labour issues in the school curriculum because it is Kenya's national curriculum development and research centre and it took advantage of the government decision to revise the curriculum in 2002. As a result, child labour issues have now been institutionalized in Kenya's education system.

Knowledge assets

The inclusion of children's rights and child labour issues in the national school curriculum is an effective way of mainstreaming child labour issues. The strategy provides for sustainability.

4.2.3 Teachers' comprehensive roles in prevention, withdrawal and mainstreaming

Good practice

In **Kenya**, teachers in formal education have a key role in education as well as in the implementation of IPEC action programmes. In all project schools, teachers played the following roles:

- serving as a member of the school child labour committee;
- identification of children at risk of dropping out of schools and those who are engaged in child labour;
- working with local administrators and community leaders in withdrawal of children from child labour;
- counselling and rehabilitation of former child workers;
- admission of the children in the school;
- provision of extra-tuition to ex-child worker;
- management of income generating activities;
- conducting awareness raising workshops on the dangers of child labour and importance of education; and
- provision of guidance and counselling services for children.

Knowledge assets

- Teachers are those closest to the children after the parents, so they can observe and recognize the children's early signs of vulnerability to child labour, which allows them to step in and prevent problems from arising.
- The teachers' participation in child labour work is essentially an effective way to raise their awareness of the problem.
- If teachers understand child labour problems and are actively involved in interventions, it will greatly promote sustainability of child labour work.

4.2.4 Enhancing school attractiveness to promote school retention

Good practice

In the Huachipa area, **Peru**, the non-governmental organization ADEVI enlisted the active involvement of the community in refurbishing the schools. In this case, the parents volunteered to paint the school. This is important as a way of getting parents to commit to their children's education and to assume ownership of the school. The same NGO undertook public campaigns to collect donations of books which would help to stock mini-libraries in the schools. The donation of books, for use by both teachers and pupils, creates conditions for improving the quality of teaching and learning.

In the rural areas of **Colombia**, CESAT launched a very interesting experiment called schools "Enterprise". Essentially, this involved organizing the community so that, with technical support from the NGO, rural parents could improve productivity through the processing of dairy or agricultural products. These products are sold in the market and the profits replace the income that children used to bring in to the household. The commitment is that the children do not work. The profits are used to improve the school buildings and acquire the equipment and other materials needed for study. It reduces family expenditure on education, and also requires them to value their children's education and makes them aware of the risks of child labour.

The case of Bucaramanga, **Colombia**, is highly significant, for while the action programme promotes the preparation of school textbooks adapted to the socio-cultural realities in Bucaramanga, the texts are distributed by the municipal administration and not the NGO. In other words, responsibility is transferred to the State, while the NGO becomes a facilitator or collaborator with the State. In the Bucaramanga action programme, the municipality lends textbooks to the students for the period of a year. They can take them home throughout this time, but at the end of the school year, they will

return them so that other children can use them. This reduces the cost of education (since books do not have to be bought), and it also encourages values in the children such as responsibility and solidarity because the children must take care of their books so that their fellows can use them in the future.

Knowledge assets

Enhancing the attractiveness of school by improving the school facilities, both buildings and teaching materials serves to better school attendance and retention. It can be done in different ways. The NGO in charge of the action programme can take full responsibility for provision of buildings and teaching materials, or the community, with the coordination and active participation of the NGOs, can take responsibility for meeting its own needs for school buildings and teaching materials. In these instances, however, the NGO chooses to serve as facilitator to ensure that the State meets its policy obligations for providing school buildings and teaching materials. This strategy promises sustainability in the longer term.

4.2.5 Linking education and services in the school

Good practice

In the Santa Filomena gold mines in **Peru**, the lead NGO coordinated with the public health authorities in the area to give effect to free school insurance (a formal right of all students in Peru). In this way, those attending school had the additional benefit of free healthcare. In Bucaramanga, **Colombia**, the NGO is active in ensuring that the additional food supplement for schoolchildren is granted by the municipal authorities. In this model, the NGO deals with the State institutions, and does not provide the service itself.

In the Huachipa area, **Peru**, children work in small-scale brick manufacture. The responsible NGO, with programme funds, installed a canteen for the children. The food was partly provided by the programme, but the NGO also approached a State institution to collaborate in the provision of food. In some periods, indeed, the food was exclusively provided by the state agency.

Knowledge assets

Linking school education to the provision in the same school of other services such as healthcare, nutrition or psychological support is an important strategy. Providing a complete package of services through the school means that the opportunity cost calculation (which parents implicitly make to decide whether their child will work or go to school) leans in favour of attending school. It will be useful for parents to send their children to school because there, as well as education, they will receive food support or healthcare, which means a significant saving in terms of family expenditure.

This strategy of linking education with other services in the same school has a number of variants. In some cases, NGOs in charge of the programme are responsible for providing services using programme funds. In our view, this approach is not based on a rights approach and makes the scheme difficult to sustain in the future. A different scheme is when the NGO confines its involvement to dealing with or acting as intermediary with the State institutions responsible for providing such services. A third combined approach is where the NGOs provide certain services (e.g. food) and coordinate with State institutions so that they take responsibility for or support the work. In the latter model, NGOs and State take joint responsibility for service provision in the school. It is this third model that promises sustainability because the State has been involved and is likely to continue to assume responsibility even after the action programme ends.

4.2.6 Efforts to keep girls in school

Good practice

One reason for non-attendance at school is that girls stay at home to look after their younger brothers and sisters. A situation of this type was discovered among children working in the small-scale brickworks in Huachipa, **Peru**. To address that situation, it was decided that all the children affected should go to school accompanied by their younger brothers and sisters who they were responsible for looking after. At school, other adults take charge of the small brothers and sisters while the older ones are in class. This strategy involves trained staff and adequate facilities. However, it is a creative way of overcoming one of the most common factors which prevent adolescent girls, in particular, from attending school.

On the other hand, the action programme in Sogne, **Senegal**, works with the Association of Women Educators, which has quite a large network, to try to identify girls at risk of dropping out and keep them in school, by going door-to-door talking with their mother, organizing summer school to keep the girls from working and going to town, developing enrichment courses to keep them from dropping out, and providing transportation between home and school.

Knowledge assets

- These two practices show different strategies taken to address the same issue of keeping girls in school, in different contexts. The key lesson that can be learned from them is that it is important to analyze risks and vulnerabilities of the target groups, in particular social, cultural and economic contexts in order that appropriate action can be taken to address them effectively.
- There are always local groups and people who are ready to take action on child labour problems. Probably they will need some exposure, stimulation, and initial support to get them started.
- Working pro-actively, before the problem actually starts, such as identifying girls at future risk is more effective, easier, and less costly.
- Mobilizing existing institutions and organizations leads to long-term sustainability and is more effective than creating new ones.

4.2.7 School child labour warning committee

Good practice

IPEC-**Cambodia** has made efforts to work with teachers and school administrators both in primary and secondary schools to develop a child labour warning system in the school by promoting awareness, knowledge and understanding among them on the issues of child labour, child rights, and the worst forms of child labour. In Kompot and Sihanoukville, the School Child Labour Warning Committee (SCLWC) was established in the action programme to promote the teachers' readiness in detecting children who had earliest signs of dropping out or becoming victims of child labour, such as dropping grades, arriving at school tired, hungry and not ready to learn. They conduct training and encourage teachers to work with students to promote their awareness on these issues, and support the teachers to identify the children who are at potential risk for becoming victims of child labour by looking at their records of school attendance, the children's interests in school work, their physical and emotional health. They also encourage the teachers to contact the children's parents when they see confirmed signs that the children are regularly missing school or if their school

performance deteriorates significantly. A number of such teachers attended a training of trainers facilitated by IPEC staff, staff from LICADHO which has been working on the issue of child rights, and the staff from MOSALVY, on the issues of child labour, child rights, gender sensitivity, and working with victimized children, as well as on how to use LICADHO's learning kit to raise awareness among the children. After attending the training, these teachers conducted two echo trainings for fellow teachers on the same issues by using the same training techniques. The teachers worked with their students on a regular basis by trying to integrate the issues of child labour into the various subjects they taught as a routine. In addition they organized special activities for the children at risk for two hours each week. They also kept watch on the children at risk who had a tendency for drop-out. They would visit and talk to the parents when they saw signs of the children's dropping out or becoming victims of child labour.

On the other hand, in **Kenya**, KNUT, KUDHEIHA, ANPPKAN and the Ministry of Education, Science and Technology set up a child labour committee in each project school. The committee comprises the head teacher, teachers and representatives of administrative officials, religious organizations, local political organizations and other stakeholders. All actors in child labour areas are encouraged to join the child labour committee and make a contribution towards the elimination of child labour in the area. Specifically, the school based Child Labour Committees identify children to be assisted based on whether they are in child labour, or at risk of dropping out of school into child labour. The child labour committees also mobilize resources to use to help children removed from child labour. They also raise awareness on the dangers of child labour and advise on best ways to raise income. These committees were useful in identifying children who need support, withdrawing them from child labour and re-routing them back to school.

Knowledge assets

- Such committees served as the necessary mechanism promoting effective communications between the parties involved in the planning and implementation of project activities. The participatory approach nurtured the sense of ownership of the common problem and fostered common commitment to providing solutions based on concerted and continued efforts.
- Apart from parents, teachers are those closest to the children and spend most time with them; therefore, building capacities for the teachers will enable them to detect potential cases and work with these children effectively.
- Working with the teachers has multiple impacts as the teachers will work with many groups of children before they retire from teaching.
- Establishing the SCLWL is establishing built-in mechanisms at the local level and ensures sustainability.
- Incentives should be provided for teachers to work on child labour issues on a continued basis, and can include several forms such as recognition of their dedication, compensation for transportation incurred in meeting with parents and community leaders, and so on.

4.2.8 Training teachers and trainers on child labour issues

Good practice

There are many good practices on training teachers and trainers on child labour issues. In **Turkey**, MONE attached much importance to both the training of trainers and training of teachers who were in contact with working children in their respective schools. Within the framework of the programme *Increasing the Attendance, Retention and Performance Rates of Working Children in the Primary Education System*, 30 informed and competent trainers from the various departments of

MONE (such as counseling , inspection and primary education) trained 180 teachers within a period of two years. Teachers were selected from 20 schools identified by provincial action committees in nine provinces as having relatively large populations of children who combine school with work. Similarly, the programme *An Education Campaign for the Elimination of the Problem of Working Street Children* focused on training 125 teachers, counselors and principals in selected PIOs, YIBOs and primary schools. The aim of the training was to better meet the educational needs of ex-working children enrolled in YIBOs and PIOs by educating teachers in effective methods for preventing children from dropping out of school to go to work. In addition, 120 staff members of governmental and non-governmental institutions were trained in in-service training instituted by the MONE for primary school directors and teachers.

Before the design and implementation of training programmes, careful needs assessments were conducted, a consultant recruited and teacher attitudes and knowledge levels regarding the problem of child labour were identified. Training content was developed on the basis of these assessed needs. Selection of training participants was overseen by the MONE project coordinator through the establishment of central and regional committees. Criteria for selection included education, experience and performance of teachers.

A training-of-trainers approach was used in order to reach as many people as possible. The success of this approach was due to the careful selection of staff members to be trained as trainers, the skill of the individual trainers, the appropriateness of the training materials used and a proper mix of classroom and field-oriented training activities.

The training methodology and content was developed by a consultant and included the following topics:

- the nature of child labour;
- child labour in relation to the educational system;
- how to identify students at risk in the classroom;
- differentiated classroom management skills;
- how to improve student learning in the classroom;
- child to child programme techniques;
- conflict resolution and social skills;
- counselling needs of working children;
- remedial teaching; and
- developing educational support programmes.

Training programmes had built-in evaluation and follow-up mechanisms for assessing their effectiveness and relevance. These usually took the form of questionnaires and/or interviews rating specific elements of the course. The results of such evaluations proved useful in revising and updating training programmes. Sufficient attention was given to following up the job performance of teachers in order to assess the effects of training programmes through individual follow-up by the MONE project coordinator.

Knowledge assets

Lesson learnt from this experience include the following:

- Established commitment in the form of vision, policies, plans, and actions on child labour and education at the central (ministerial) level is a prerequisite for long-term change in

teacher attitude towards child labour and education issues. Some crisis management may be needed in the short term.

- The authority, flexibility, and responsibility for developing relevant child labour programs should be delegated to the schools.
- Opportunities should be created for teachers to spend time with working children.
- Schools and local education directorates should be required to inform teachers and principals about child labour issues and promising methodology related to the retention of children in education and to assist staff in their implementation.
- Schools should be given assistance in providing the teaching resources necessary to achieve goals.
- Long-term, ongoing training strategies grounded largely in school-based in-service programmes for the integration of child labour issues should be developed.
- Committed teachers should be selected and provided with adequate training and support to enable them to provide support to working children. Most such skills are best learned through on-the-job practice with coaching, which can be achieved through either a traditional pre-service programme with substantial supervised practice teaching or through close supervision and ongoing in-service training.

4.3 Mainstreaming

4.3.1 Mainstreaming children in the formal primary schools

Good practice

The local primary school in Rangpur, **Bangladesh**, accepted the children from BRAC for mainstreaming in its classes. Altogether the school had accepted 71 children, 58 of whom mainstreamed into primary education grade one, and a small number in grades two and three, since January. Classes lasted three hours, from 9.30 am to 12.30 pm. So far there had been no drop-out, and the children rarely missed class. According to the teachers, there were no problems. The mainstreamed children apparently got on well with other children and did not have problems with homework because classes were still quite basic and easy. In fact, the teachers thought the mainstreamed children were more eager to learn than other children. The principal mentioned the following factors contributed to the absence of problems in mainstreaming:

- The children had been well-prepared by BRAC and its NFE teachers, so they had adequate literacy and numeracy skills to study at the prescribed level.
- There had been sufficient preparations by the school system due to proper co-ordination by BRAC. The school had been informed since beginning of the year of the number and names of the mainstreamed children to expect in this school year. They had been able to pre-order the number of necessary textbooks etc. for these children so there was no problem when the children actually enrolled in the school. Besides, knowing there would be a large number of students coming in allowed the school to request an additional teacher from the education authorities, hence the increasing number of children did not create a problem for the school at all.
- Both BRAC's NFE teachers and community mobilizers had been visiting regularly to follow up on how their children were coping at school and whether they had problems.

The principal mentioned that she had learned a lot about child labour problems from her involvement in this project, was glad to be a part of the process for removing and mainstreaming the working children, and hoped all child labourers would be withdrawn from work and mainstreamed in school.

However, she also cautioned that sometimes children would not like to come to school, especially if they were older, so mainstreaming in a regular primary school would not be the answer for them and a different education programme should be provided for them instead.

On the other hand, in **India**, the TECs in Tirupur project faced problems in mainstreaming the children in the initial year, which it overcame in the subsequent years by actively involving member-teachers of Government Teachers' Forum in supporting the TEC teachers (who meet every 3rd Saturday of the month). Also, TEC teachers as a group worked as mediators in facilitating transfer of children in the non-formal school to formal system. It was also their responsibility to issue the age certificates to children. Class I & II competency can be developed in six months, and Class III to Class V in six months for each class through transitional schooling. Thus in two years time a child can acquire class Vth level competence and can join the formal school. The TECs functioned as centres for providing bridge courses for the children to prepare them for admission into regular formal schools in the area. To this extent the stay of each child in the centre was temporary and the child was mainstreamed into regular schools as soon as possible. After such mainstreaming, the role of the project continued to bring the mainstreamed child for tutorials, counselling and follow-up to the centres regularly every day after or before classes. This would ensure that the child does not drop out. The project also held special after-school tutorials for the children mainstreamed into schools. These after-school tutorials provided moral, psychological and academic support to the mainstreamed children to continue in schools and to prevent drop-outs. The after-school tutorials were run in the same premises as the transitional education centres by the same TEC teachers.

The TEC teachers, the voluntary agency running the centre, the programme staff of the project would establish a continuous rapport with the formal schools to ensure that the children are accepted by the teachers and students and properly absorbed by the formal schools.

MVF, also in India, has been able to overcome the difficulties in transiting the students from non-formal residential camps to formal schools by getting the responsibility of completing transfer formalities entrusted to teachers rather than in leaving it to parents who are often illiterate. This institutional arrangement was carried out in 1999. Also, they have been successful in influencing government policies, i.e., changing the admission rules for flexible admission period, anytime during the year. Once the children move from work to school, it has proved to be crucial for them to have a 'fall-back' or follow-up support. MVF provides such support in the form of para-teachers called 'education activists' in formal schools who act as liaison between the students who have come from bridge course and government teachers already in schools. The state government also acknowledged the demand and need for additional staff by posting 'Vidya Volunteers' in schools having children mainstreamed by MVF (NCERT 2000). CINI-ASHA conducts coaching support outside the formal school hours in their community centres.

In **Cambodia**, Mith Samlan, the organization which worked with street children in Phnom Penh, attached a great deal of importance to the process of mainstreaming their children. They had special mentors who would follow up and provide assistance to the integrated children throughout their first year in the new school, especially during the first school term when the children were adjusting to a new environment and a new way of studying. The project was closely monitoring the students' performance and their adjustments, by working closely with the teachers in the school throughout the period. The students were also encouraged to revisit the NFE programme which was conducted at the organization's office, in order to talk with their old teachers and younger children who were still studying. In addition, the project also 'donated' desks, textbooks and other necessary items to the new schools which accepted their ex-working students to the school. Additionally the project worked with the community to provide assistance to the children's parents and/or families so that they would see the importance of their children's going to school and reduce the pressure they would

put on the children to get them off school and into work. As a result, they had a success record rate of 95 per cent in reintegration.

Knowledge assets

Reintegration of child labourers into the regular formal schools usually is a process that requires several types of support on a continued basis. It requires co-ordination with teachers and the primary schools, including supporting the schools which are already overwhelmed with regular students to be more prepared both in terms of simple logistics (such as desks and chairs for the reintegrated children) and more complicated things such as the teachers' understanding on child labour problems, the teachers' way of teaching and treating which are more supportive of working children or ex-child labourers.

Good advanced planning and preparations, as well as close consultation and collaboration with the local school and teachers, helps make mainstreaming efficient and effective for both the mainstreamed children, the other children in the school, the school teachers, and the project staff.

Mainstreamed children need both academic support and moral support during the transition period, to help them adjust to the new system and catch up with other children. Most children cannot keep pace with other classmates in the regular school, so they need special tutorials at least in the beginning. They also need to adjust themselves and accept that studying in the regular school is not as relaxed and flexible as in their previous NFE classes, although being older than other children in the same class makes it more difficult for them to adjust themselves. Provision of counseling or moral support from their ex-NFE teachers, the project staff, and the teachers in the new school is of utmost importance. However, different children may need different assistance at different times, so project staff and teachers need to be sensitive enough to identify emerging needs and respond to them in a timely manner.

Transiting of students has been relatively more successful in projects that have been able to institutionalize the interaction between non-formal and formal structures in terms of teacher as well as transfer procedures.

4.3.2 Multiple entry points and multiple channels of delivery

Good practice

In **Turkey**, the main strategy was to enrol and retain working children in school and ensure their proper academic progression. Recognizing the diversity of needs, IPEC supported activities to take advantage of multiple entry points, including family and peer education, multi-purpose youth centers, youth-friendly services and youth participation. Unconventional approaches and focused efforts were required to reach those working children who were not part of the formal education system and others who were particularly vulnerable, such as children living in remote rural areas, urban slums or the streets and ethnic minorities. Entry points outside the formal school system included outreach strategies such as the use of art, theatre, sports and other recreational spaces; youth employment and training programmes; and rural and urban development programmes. Basic strategies included developing alternative forms of education, including general and vocational education, and making them available and accessible to working children. Education programmes targeting working children included multi-channel approaches for delivering basic education, developing low-cost education alternatives and reintegrating dropouts into the education system.

Knowledge assets

This system of using multiple entry points and multiple channels of delivery provides the flexibility necessary for promoting access to NFE for working children who live and work in different contexts with different limitations.

The major challenge involved ensuring coordination between educational authorities and those responsible for health, employment and social services at all levels to bring about convergence and complementarity among the efforts. One significant step to overcome this was to take into account and carefully review the actual and potential role that semi-public agencies and NGOs can play in the enhancement of educational experiences of working children.

4.3.3 Bridging schooling

Good practice

In **India**, bridging schooling was provided as transitional non-formal education to prepare the children for mainstreaming into formal schools. For the initial first few months, all children were acclimatized to the changed environment, particularly when they were in residential camps and were exposed to non-formal teaching methods. Both MVF and CINI-ASHA used logographic method of teaching- through pictures and sentences rather than through alphabets and rote system: materials which use an accelerated method of teaching learning, enabling a learner in the age group 5 – 14 years to be prepared for formal school curriculum (age appropriately) within a year's time. This meant that children should have reasonable language skills. MVF Foundation and CINI-ASHA had peculiar problems. In MVF project area, many girls (as well as a few teachers) come from Lambadi tribes who speak colloquial Telugu, which is quite different from the textbook literary Telugu. CINI-ASHA's target group was essentially from the Muslim community and the children speak Urdu, whereas the formal schools where they were to be eventually transited have Bengali as a medium of instruction. In both the cases this meant that teachers constantly expose the children to the Telugu and Bengali languages as used in the formal schools, which they do by interacting (and encouraging) with children accordingly. In this sense, imparting language skills becomes a continuous process of learning by doing.

In CINI-ASHA and MVF the child learns through a logographic method with free association through the most common of things and relationships around him/her (any deprived child could have experienced in his/her surroundings), thus the method is not very traditional, but at the same time concurs with the limitations of preparing a child for the formal school (traditional) curriculum. A child learns the 3R's through fun games, exploring and inventing information into knowledge. Bridge course aims to prepare children with life skills (as much as the volunteers can provide within a year's time), which helps the children retain themselves in the mainstream society. The materials need to be developed thoroughly in all three local languages, i.e., Bengali, Hindi and Urdu.

In every project area, after the initial learning through informal material, preparation for age-appropriate entries in the formal schooling was the goal and hence the children followed the course material and the curricula of the formal schools. The subjects taught were as required by the formal schools.

Co-curricular activities include art/craft, drama and creativity inputs. Children are also taken for excursions to museums, aquarium, Science City (CINI-ASHA), etc (with active support from community, who raise funds), though this is not part of all project components. Children are also sensitized about health and hygiene benefits and basic civic responsibility of keeping themselves and their neighbourhood clean.

Knowledge assets

Bridging schooling or transitional NFE is very important to successful mainstreaming. If it is well-designed and well-conducted, the children who participate in the programme will be adequately prepared academically and psychologically for re-integration in the formal school. Usually the activity has to consist of: a comprehensive curriculum relevant to the children's life as well as connected to the formal school content; a diverse array of materials; understanding teachers and teaching-learning methods that are educational but also varied; participatory and fun so as to hold the children's attention; and, motivation and concentration.

4.4 Support services

4.4.1 Working with mothers

Good practice

In the Tirupur project in **India**, the mothers of child labourers rehabilitated from work were provided training and thereafter support for setting up, running and sustaining micro income generation activities that would supplement their family income. This was done within the framework of the pilot project for training mothers of child labourers developed under ILO-IPEC, India and ILO-SAATs Economic Empowerment of Women (EEW) project. A total of 1100 women, in groups of 60 women each, were trained in entrepreneurship. A training programme of twenty one days duration was planned in three modules of seven days each. Specialist organization/s was identified by IPEC to carry out the training programme for mothers of child workers. Self-help groups were formed of mothers of the identified child labourers. The community workers in collaboration with the community animators would carry out this task. In addition, project activities also included: establishing a savings/credit scheme specifically focused on strengthening the socio-economic level of the family; provision of skills for income generation; monthly meetings; entrepreneurial training; development of a corpus of funds to address their consumption and business related credit needs; setting up enterprises; and creating linkages with industrial and business organizations.

Knowledge assets

- Involvement of mothers of child workers is crucial in combating child labour. Not only do mothers play an important role in the family, but their ability to supplement the family income is important in providing a good future to the working children and prevents younger siblings from entering child labour. Their participation in decision making about work and education is also important. Improvements in the socio-economic status of mothers and their empowerment through income generation and entrepreneurship development schemes have been seen to have a positive impact on the well-being of the child and the family.
- It requires extensive work with mothers and other women in the community to motivate them to participate in the activities of the groups.

4.4.2 Promoting parents' self-help/support groups and networks

Good practice

In **India**, a parents' self help group was created, to specifically focus on strengthening the socio-psychological capacities of the families. This helped the families prevent their children from becoming child labourers, to acquire better skills for income generation, and seek legal help and other support if need be from the local bodies. A network of parents groups was also be set up to act as the wider support base. Representatives from these groups were given representation in the NCLPS.

Knowledge assets

- Self-help groups provide families with more alternatives economically and help them become more aware about child labour issues.
- Support groups and networks also help create an enabling environment in the community which is helpful to elimination child labour in the long term.

4.4.3 Child participation

Good practice

Both BRAC in Haranggach and CB in Mornia, **Bangladesh**, included child drama training and performing in their action programmes. CB's concept and practice of the child brigade not only aimed at training children to perform plays or sing songs as an extra-curricular activity or a means to do awareness-raising within the community, but also as a means for youth empowerment, to promote child-to-child communications, and peer education. While the impacts of the performances on raising the awareness of child labour issues among the parents and the community people may be tremendous, the impacts on the young performers themselves are also very powerful. These youth develop greater self-confidence and self-esteem; reconfirm their abhorrence of child labour, and gain recognition and acceptance from the adults for their abilities, which provide a solid shield against them relapsing into child labour again. At the same time, they also serve as good role models for the younger children to emulate. The child brigade is likely one of the project's activities which promises sustainability in terms of keeping the community children out of exploitative work.

Knowledge assets

- Children have the capacities to respond to child labour problems and related issues, and to educate their peers as well as their communities on these issues. These capacities should be stimulated, nurtured, strengthened, and mobilized. It is important that adults (parents, families, schools, action programmes, etc.) recognize and strive to release such capacities rather than stifle them.
- Support services such as drama training, sports and recreation activities, life skills training, awareness raising on child rights, etc. are important to children's character development, and help them adjust themselves better, become more self-confident, enjoy education, and avoid drop-out.

4.4.4 Education for younger siblings

Good practice

Education for younger siblings was organized for children aged 5-6 years old in the CB action programme under the USDOL project in Rangpur, **Bangladesh**, as part of the effort to send young siblings of the working children to school and prevent them from being sent to work. The emphasis therefore was to make the class enjoyable and friendly, to foster positive attitudes towards going to school. For this reason, the classes were not facilitated by ‘NFE teachers’ but by ‘child’s friends’ who were selected for their abilities to work with young children and whose roles were a cross between a teacher and child-minder, but included following up on the children and checking on the children who were absent. The child’s friend was assisted in her duties by a caretaker. The class would last two to three hours each day, and would include a variety of activities such as singing, doing physical exercises, playing games, and story-telling. The class was conducted in a room in the MPC. The room was airy, with adequate light and good ventilation. It was decorated with many colourful posters on the wall, and housed many children’s books and toys in the learning corner. The child’s friend used a fun, participatory approach to engage the children in class activities, so the children were responding cheerfully and eagerly even when they were learning basic numbers.

Knowledge assets

- The interesting concept used with this type of class was that the focus is on preparing the children so they will be ready physically, developmentally and psychologically to enter a primary school when they attain school-going age. This should help promote their school attendance and school retention when they go to school later, and keep them away from child labour.
- On-the-job training and regular supervision and technical support will help the child’s friends to become more effective.

4.5 Strategies/approach

4.5.1 Integrated strategy/co-operation with UN agencies

Good practices

The Erzurum-Uzundere Project, **Turkey**, included multiple interventions to maximize impacts through synergetic efforts including anti-poverty measures, vocational training, educational support, reproductive health and family planning, awareness-raising, family and community involvement. It also included collaborating with the various UN agencies, including joint efforts of UNDP on income generating activities, UNICEF on education support programmes, UNFPA on reproductive health and family planning, and IPEC on vocational training, and income generation for parents.

The Tirupur pilot project in **India** worked with a wide variety of issues with a wide variety of stakeholders including: education and skills training for children; support services for the family; mobilizing the community and community leaders; involvement of teachers and schools; advocacy with policy makers; awareness-raising and social mobilization through and with the media, the employers and employers’ association, as well as trade unions.

Knowledge assets

- Clear understanding of the linkages between poverty and child labour and a holistic approach to the child labour problems increase the chances of success.
- All the measures such as anti-poverty measures, skills training, family planning and reproductive health, and support activities do supplement and reinforce each other, increasing the chances for success.
- There are many stakeholders involved in the eradication of child labour, including not only the family and the community, but also the schools, the media, policy makers, UN agencies, employers and employers' union, and trade unions, so all of them can be and should be mobilized.
- Multiple-partner involvement and collaboration ensures exchanges of experiences and know-how, reduces duplication, and promotes sustainability.

4.5.2 CLC/Multi-purpose centres (MPCs)

Good practice

The projects in Sihanouk Ville and Kampot, in **Cambodia**, have established the Community Learning Centre (CLC) which is used for conducting: NFE classes; vocational skills training; organizing activities for children; and, for conducting meetings for parents and the community. Some CLCs were constructed with some kind of contribution from the local community such as land, construction labour, or voluntary time for up-keeping of the centre. IPEC has supported establishing a CLC in each of the communities that the projects work in, which is a good idea. The fact that the CLCs are open everyday except Monday means that they provide easy access for the children to come and use them, and even students from the primary schools also come to use them. While the majority of CLCs are still ill-equipped to serve as a learning centre, some CLCs do have a fair amount of reading materials, sports equipment, plus various posters on the walls.

In several action programmes in **Bangladesh**, the MPC provides a venue for the children and their families to learn, share, and participate. It is sometimes also used for group formation, training, and activities related to other project components, such as awareness raising, capacity building, and monitoring, verification and tracking. The costs for establishing and maintaining the MPCs in Dhaka are shared among the four implementing partners. The operation of the MPCs is also managed by the four implementing partners through the Management committees, which report regularly to the Implementing Team. In Rangpur and Mornia, the MPCs are run by the implementing partner of the particular action programme, sometimes with community contribution: in Mornia, for example, the CB's MPCs are built with locally available materials on land donated for the purpose by community people. Sizes, furnishing and decorating of the MPCs vary from one action programme to another, and from one locality to another. In Dhaka, the MPCs are usually small and space is rather limited for the activities and the audience, but in Mornia the MPCs are more spacious and provide for more flexible usage.

In the **Philippines**, the MPC was established in an accessible site as a venue for providing all the social protection services like medical and dental services educational activities for children, technical skills training, counselling, lending, and livelihood training, among others. The MPC serves as a venue where the children, parents, and the project implementation team personnel regularly meet, and gives easy access for the target beneficiaries in availing of their services.

Knowledge assets

- The CLCs/MPCs are usually built in or near the community, so this is one strategy to bring education closer to the children, family and community. They do not involve long travel for the children to get to class, so they assure safety for the children, while no transportation or meal costs are needed. Therefore they promote greater access to education.
- The CLCs/MPCs can serve as the centre for learning, the centre for meeting and doing various activities for the children, the outlet where both child labourers and other children can meet, learn and share, and just relax and have an enjoyable time. Equipping them with various kinds of reading materials and not just textbooks as well as with sports equipment and games for recreation will encourage the children to come and utilize them more often. Besides, establishing the CLC/MPC in a central location in the community, having sufficient lighting to ensure safety, and having well-observed opening times will make it more convenient for not only the children but also the parents and other community members to come and make full use of these centres. With sufficient mobilization and support, the CLC/MPC can become the centre for learning and social interactions in the community.
- With the community's contributions to the building and/or maintaining the CLC/MPC, it promotes more community interest and participation in the children's and the community's education and learning. The increased sense of ownership and continued learning and involvement on child education and child labour issues will promote sustainability of community action on these issues.

4.5.3 Community ownership

Good practice

In the **Philippines**, a local council/committee for the protection of children was formed. It was composed of representatives from the government agencies and units, NGOs, socio-civic groups, and people's organizations in the area. It supported and eventually sustained the education programme through provision of school supplies and uniforms, allowing the use of the *barangay* hall as library, and the construction of the Children and Youth Development Centre, as well as the other activities for the protection of child workers.

In **Cambodia**, parents as well as other community members participated in the community child labour watch committee (CCLWC) which helped to watch out for children who were vulnerable to becoming child labourers, and referred them for further assistance.

In **India**, MVF's residential camps have been held at government schools and hostels. In CINI-ASHA, the physical structures and other requirements such as water and electricity were taken care of by the community or schools. In Tirupur and in MVF project area, government teachers had mobilized themselves in consortiums and had worked in close proximity with teachers in the non-formal bridge courses.

Knowledge assets

- Community owning the problem of and solutions to child labour problems is the best way to promote sustainability.

- Community taking action on child labour problems is also an excellent role model; helps raise awareness in other communities and the public at large, and can motivate and inspire others to do the same.
- The best awareness-raising strategy is involving the parents and the communities in the work to eradicate child labour.
- Promoting parents' involvement in the CCLWC not only promotes the parents' participation in the initiative but also motivates the parents to own both the child labour problems as well as the solutions to the problems.
- Replicability of any programme is high when the existing infrastructures and institutional structures in the government machinery are used instead of creating parallel structures.

4.5.4 Mainstreaming child labour issues into sectoral policies

Good practice

IPEC's interventions in **Turkey** have integrated child labour issues in sectoral reform processes at various government levels, with focus on mobilizing political, economic and social institutions to formulate child labour policies within the context of overall national development goals and objectives. The MOLSS CLU took direct and active part in drafting the Eighth Five-Year Development Plan and subsequently produced a sub-committee report on child labour. The targets and principles adopted by the plan in relation to the elimination of child labour include the following: bringing national legislation in line with the Convention on the Rights of the Child (CRC) (Article 848); eliminating factors that drive children to the labour market, the streets, drug addiction and crime (Article 843); ensuring all children in the relevant age group are enrolled in compulsory basic education; re-designing the education system so as to encourage vocational training (in the long-term, the plan envisages the total withdrawal of boys and girls from work) (Article 844); staffing institutions serving children with adequate personnel and specialists (Article 845); and realigning provisions and standards relating to child employment to comply with international principles and standards (Article 850).

Knowledge assets

- Child labour programmes require teachers and staff who are sensitive to child labour issues, child rights, and gender issues.

4.5.5 Education task force

Good practice

In the **Philippines**, an Education Task Force on Child Labour was created. It was composed of representatives of teachers, unions, non-government organizations, peoples' organizations, and institutions working for the advancement of education interventions specifically for working children. This task force put together an Education Agenda for Working Children developed in line with the education principles defined in ILO Convention No. 182. A number of practical materials already emerged as a result of this initiative including: a practical guide for 'care-teachers' on how to prepare an alternative curriculum, based on the experiences in providing education to children earning a living by scavenging in a Manila dumpsite; and a guide for programme planners and implementers of education programmes for working children. Under this initiative DEP-ED, ILO/IPEC and various NGOS – including *Visayan Forum* – are also working together to develop a

mainstreamed curriculum for working children that can be implemented in informal environments, but which will act as a bridge to the formal school system.

Knowledge assets

- Building a coalition or network of various organizations is a way to broaden the base of support for concerned persons and agencies on the issue of child labour. It also helps to effectively push policy advocacy at the necessary levels.
- In order that the task force be successful, it is important for the members to have a strong sense of ownership with regard to the task force's initiatives. For this to happen, information and communication systems need to be established and strengthened within the task force. Documenting and publicizing the sharing of experiences will enhance mutual learning among the task force members.⁶³

4.5.6 Capacity building of ministries of education

Good practice

In **Turkey**, IPEC concentrated on developing the national capacity to assume ownership of an education agenda that addressed the educational needs of working children. Efforts at the central level concentrated on strengthening the capacity of MONE to manage and provide technical support for activities at provincial levels, including the provision of training aimed at upgrading the skills of teachers. These efforts were complemented by capacity-building activities within national-level structures for the development and implementation of effective model educational programs. To achieve these objectives, IPEC worked simultaneously with education authorities. Accordingly, priority was given to enhancing partnership with the MONE. Recognizing the pre-eminent role of teachers as well as other educational personnel, training of teachers, counselors, school principals and inspectors to equip them with the understanding, knowledge and technical skills necessary to increase working children's educational retention and performance rates was looked upon as crucial.

Knowledge assets

- Helping to build capacities for the personnel of the ministry of education in each member state is one of the best and most effective ways to solve child labour problems at the macro level. It also leads to sustainability in the long term.
- Building capacities of education personnel also helps to improve the local education system.

4.5.7 Roles and contributions of teachers' unions/teachers' associations

Good practice

The project on Teachers' joint project on child labour: Mobilizing teachers, educators and their organizations in combating child labour in **Bangladesh**, implemented by the Teachers' joint committee on child labour, which was a coalition of four national professional associations of teachers and educators, is a good example of how teachers' associations can be mobilized to understand and take action on the child labour issues. In the course of two and a half years, the

⁶³ IPEC: *APEC Awareness raising campaign: Eliminating the worst forms of child labour and providing educational opportunities*. Internal independent desk review evaluation, Draft 1. (Geneva, ILO, 2001).

project's achievements are impressive. They managed to raise awareness and conducted training on child labour issues among 750 teachers, 150 school managers, and 6,170 students, and formed 30 child labour activists clubs which conducted activities on combating child labour in their own schools throughout the year. The intention was to have the teachers and key students serve as 'child monitors' in the school and the community, and the initiative worked pretty well. The school-based activities jointly planned and conducted by teachers and students, included games, debates, drama, painting competitions, wall magazine, and rally. They also conducted home visits and reached out to many other children in the communities around the schools and successfully motivated 450 working children to enrol in 30 schools plus 315 out-of-school children to enrol in 21 schools. For these children, they managed to raise scholarships or waive school fees and provide free school uniforms and textbooks to enable the children to go to school.

In addition, they conducted awareness raising on child labour issues among 1,575 parents and 493 community leaders, to have them support the working and the out-of-school children to enrol in and continue to attend school. They also adapted the Teacher's Kit complete with posters, leaflets, stickers, Child Labour Handbook and board games (originally developed by ILO-IPEC HQ) into the local language, produced and distributed them to teachers, students, parents, community leaders, and working children as a means to raise awareness on negative consequences of child labour and benefits of education. The posters were also supplied to the Netherlands-supported project which put them up in the MPCs throughout Dhaka, and 81 NFE teachers working in ILO-IPEC action programmes all over the country were trained on how to use the Child Labour Kit effectively. Additionally, the teachers and students filled in 1,000 questionnaires on the causes of child labour and made their recommendations. Based on these findings, a memorandum was prepared and submitted to the state Minister of Labour and Employment and Advisor to the Prime Minister for Primary and Mass Education in May 2003.

Another interesting initiative of the teachers' union is the collaboration between the MOE and the Association of Women Educators in each of **Senegal's** 11 regions to keep girls in the villages by keeping them in school, based on the rationale that this will stem the tide of girls migrating from rural to urban areas to work as domestic workers or beggars. One of the interventions was a campaign to register girls in school combined with local NGOs to help them stay in school. With the help of teachers and others, they targeted girls at risk of dropping out due to poor grades, early marriage or domestic work. They go from house to house talking to mothers and encouraging them to keep their girls in school. They caravan with music through villages to capture attention and then talk to them about the hazards of child labour and the importance of education. They organize a summer school to keep the girls from working, develop enrichment courses to keep girls from dropping out, and sometimes help transport girls between home and school. The Association of Women Educators has animators working in each region to register and keep girls in schools as a way to prevent child labour. They have 43 members in each department who organize themselves to go door to door. They are not paid extra for their mobilization work – in fact they pay their own way. They also then identify local partners in the villages to help their sensitization and mobilization work. The AWE committees are trying to collect data on all the children, and continue to have mobile teams to register girls for school.

In **the Philippines**, there was also active involvement of teachers' unions both in the public and private sectors, in advocating reforms in educational policies and programmes and integrating the issue of child labour in the social development agenda of private-owned schools. This was done through community-based non-formal education out-reach activities for the child workers, their parents and through school-based advocacy-training for teachers who in turn used their learning in teaching their subjects to educate students on the issue of child labour.

Knowledge assets

- The initiatives were a good combination of face-to-face and mass awareness-raising, materials development and distribution, capacity building, multi-sectoral collaboration, practical assistance for working and out-of-school children, peer education programmes for children and youth, promoting school and community linkages, participatory policy advocacy, and attempting to establish a direct link between local action and national policy development.
- The efforts bear testimony to the potentials of teachers and teachers' associations, and shows how such potentials can be mobilized into concrete action that can have far-reaching impacts in the long terms. The kit can be revised and reproduced many more times in the future. The teachers and school managers can continue to conduct school-based activities with new students in the schools. The students who have participated in peer education programmes must have learned a great deal not only about child labour issues but also about themselves and how they could make a difference, so they will be able to continue to share their new understanding and awareness with other children and other people they come across in the future, and continue to make a difference in the life of those they have touched.
- There are a number of advantages for working with the teachers and schools, such as:
 - The schools are located permanently, and teachers generally stay at the same school over a long period of time, unlike NGOs which may move around depending on where they are funded.
 - The schools involve a large number of teachers and work closely with a large number of parents, and this represents a huge human resource.
 - Teachers are respected generally and have a good social status in society. They are opinion leaders in the community.
 - Teachers are close to children and have opportunities to do many things with and for their students.
 - The school children can communicate with their parents and siblings what they learn at school, and can put what they learn into practical use at home. Besides, the children are young and impressionable; if they learn and become aware of child labour problems at school, they will grow up to be conscientious adults and employers in the future.

For these reasons, working with the schools, teachers and students can have far-reaching impacts both in the short term and the long term, not only within the school walls but also in the communities. If schools are linked together and formed networks, the impacts can be even greater and lead to more replication and sustainability.

It is therefore a great advantage to work with teachers' unions and teachers' associations, which already work closely with teachers and the schools, to ensure that child labour and child education issues are institutionalized and that their work on these issues with the teachers, schools, children, and parents, will not be one-off efforts but will be conducted on a systematic and continued basis.

4.6 Quality enhancement

4.6.1 Monitoring, verification, and tracking (MVT)

Good practice

Two large projects in **Bangladesh** (i.e. the Netherlands-funded project and the USDOL-supported project) designed and implemented a very elaborate monitoring, tracking and verification system for use in their respective project. The Netherlands-funded project, for example, designed a system that included different types of monitoring such as MPC Monitoring and work place monitoring, involving different forms, different methods such as Sample verification, community watch and MVT Database. Each child was individually monitored through the MVT card. The USDOL-supported project also developed an extensive system of tracking each individual child through a child profile form, through the entire process from removal to participation in NFE through mainstreaming or vocational skills training. The data fed into a database of child profiles which was regularly updated.

Knowledge assets

- The two projects' databases allowed easy review of progress made on each child, timely responses to problems, prevention of drop-out, as well as provided a big picture of overall progress on all the respective project's target children.
- The system required regular and methodical follow-up on the part of action programme staff and IPEC staff, as well as good collaboration with the community and the workplace. Once the system is established and regularly maintained, it helps all parties concerned to adapt to the system and recognize the necessity and value of so doing.

Part 5: Lessons learned on the provision of education: What works

In addition to what has already been presented in Section 2.7, Characteristics of Effective Interventions, and on the basis of the review of country reports and other documents, the following paragraphs give additional information pertaining to other lessons learned on what works in the provision of education.

5.1 Provision of education and quality enhancement

- The CLC/MPC/TEC helps improved access to education, as it brings education closer to the children.
- The basic principles in curriculum development for FE and NFE consist of the following:
 - development of materials jointly with children;
 - involvement of those adults who are influential in the lives of children (teachers, role models, etc.);
 - piloting materials with a wide range of working children (street labour, children involved in rural child labour, children in the informal urban economy, etc.);
 - adapting visual and vocabulary elements of teaching materials to local conditions to ensure their relevance, and assessing children's preferences (colours, pictures, favorite singers, football players, etc.) to increase interest in the materials used; and
 - involving experts (child psychologists, curriculum specialists, material production specialists, etc) in the development of teaching material.
- It is useful to have supplementary instructional/learning materials from other agencies or organizations which are related to child rights, gender, and child labour which were shared or given for free to IPEC partner organizations implementing education programs.
- Non-formal education initiatives can only succeed when learners, parents and communities are first sensitized on the value of non-formal education.
- Free and universal education is the key instrument in combating child labour.
- To achieve universal primary education, it will be necessary to revise the school curriculum to make it more relevant to the needs of pastoral and conservative communities.
- There is a need for systematic tracer studies of individual students shifted to formal schools and close monitoring of their academic performance. There is no information/study available, with which to assess the post-school performance of 'out-of-work-into-schools' children vis-à-vis other children in a comparative framework.
- Teachers and action programme staff who understand the linkages between literacy, vocational skills training/pre-vocational training, and child labour issues are more effective than those who do not, and can create more impacts on eradication of child labour problems.
- What has been found to effectively promote school teachers' involvement in child labour advocacy and activities:
 - making teachers realize that child labour is a social problem and teachers are part of society;
 - pointing out to teachers that many children drop out of school because they find the lessons boring and without fun, and therefore it is the teachers' responsibility to make learning fun and prevent their students from dropping out;
 - getting endorsement on school activities from the Ministry of Education and relevant authorities at necessary levels;

- involving teachers' associations and/or unions;
- making supplementary materials, teachers' guides, Child Labour Handbook and kit available to facilitate the teachers' activities;
- allocating necessary resources for teachers to organize activities e.g. some budget for stationery as well as refreshments and snacks for students and parents attending the activities;
- inviting school principals to serve on project committees to get them involved and make it easier for them to give teachers the green light to initiate school activities;
- encouraging the teachers to integrate child labour-related activities into their regular teaching and work, so that the teachers do not feel overburdened with extra responsibilities; and
- encouraging and acknowledging teachers' contribution.

5.2 Mainstreaming

- Mainstreaming of students is more successful in projects that are able to institutionalize the interaction between NFE and FE structures in terms of teachers as well as transfer procedures.
- Smooth shift of students from bridge courses or transitional NFE to formal schools requires a systematic inter-linking of NFE and FE.
- Reintegration of child labourers into the regular formal schools usually is a process that requires several types of support on a continued basis. It requires co-ordination with teachers and the primary schools, including supporting the schools which are already overwhelmed with regular students to be more prepared in terms of: simple logistics (such as desks and chairs for the reintegrated children); more complicated things such as teachers' understanding of child labour problems; and the teachers' way of teaching and treating which are to be more supportive of working children or ex-child labourers. The children themselves need both academic support and moral support during the transition period. Most children cannot keep pace with other classmates in the regular school, so they need special tutorials, at least in the beginning. They also need to adjust themselves and accept that studying in the regular school is not as relaxed and flexible as in their previous NFE classes, although being older than other children in the same class makes it more difficult for them to adjust. Provision of counseling or moral support from their ex-NFE teachers, the project staff, and the teachers in the new school is of utmost importance. Therefore, follow-up support is crucial to the success.
- Transiting students from non-formal bridge course to formal school is still a difficult venture. Usually government-run schools take the students although there is no binding obligation for them to do so. Success stories are the result of individual's standing with the schools and/or depend upon the rapport NGOs have been able to build. Given the crucial roles formal schools have to play, more efforts have to go into creating enabling environments in formal schools.
- In maintaining the child workers in formal education, the school should provide a child labour-friendly environment (caring teacher and school administrators) and a conducive learning atmosphere to encourage child workers to continue schooling.

5.3 Support services

- Education alone is not adequate. It has to be complemented by other support services in order to be effective and make a difference in the fight to eliminate child labour.

- Children require sustained support as they transit from bridge schooling or transitional NFE to formal schools.
- Provision of school uniforms and school levies increases school enrolment.
- Direct incentives are counter-productive and ineffective as they increase dependency and raised expectations which cannot be sustained.
- Indirect support for parents in accessing various governmental scheme and provisions for income generating opportunities proved helpful.
- Follow-up support is crucial after mainstreaming.
- What the working children need first is not NFE or skills training, but emotional/psychological rehabilitation, so that they realize that they are important, they are loved and cherished by their family and society. Emotional rehabilitation will help them forget the bad experiences they have encountered and help them regain self-confidence and self-respect, so that they will be ready to accept other forms of assistance from society later. Therefore, emotional and psychological rehabilitation is of utmost importance and should be provided first and foremost.

5.4 Promoting sustainable solutions to child labour

- Encouraging the involvement of parents, family members and the community enhances and ensures their acceptance of the project as well as promotes the sustainability of the response to child labour problems in the long term.
- Involvement of all stakeholders – including NGOs, government agencies, communities, and most importantly the parents—was the best guarantee not only for the project’s importance but also the project’s sustainability.
- Involving parents and community members in monitoring the children’s progress in skills training not only discourages the children’s drop-out but also raises the awareness of both the parents and the communities, as well as promotes while promoting sustainability;
- Raising the parents’ and the communities’ awareness on child labour and child rights is crucial and needs to be done concurrently with economic empowerment activities.
- Locating the elimination of child labour in the child rights framework has a sustaining impact.
- Sustainability could be achieved relatively more successfully in the projects which have worked in close collaboration with government institutions through strengthening the existing structures rather than creating parallel structures.
- Capacity-building of community stakeholders in the areas of project development, implementation, and evaluation is a strong need that should be addressed continually to ensure greater sustainability of programme approaches.
- Sustainability is the greatest challenge overall. When an organization is community based, programmes have more success. When the NGO leaves the village, the village tends to revert back to old ways. IPEC and its partners need to learn to transfer the competence, expertise and experience in combating child labour through education and skills training (including sensitization and mobilization) to those in the village. Creating local capacity and empowerment is integral to improving sustainable programmes.
- Greater potential sustainability is found in cases when state agencies take responsibility for providing the necessary inputs for quality education for children.
- Community organizing is the core strategy to combat child labour. The establishment of a strong people’s organization that can continue the education and other social protection services for the child workers and their families, even after NGOs and other IPEC partners have stopped their assistance is crucial.

- Changing societal norms and attitudes about children as potential pool of workers and locating elimination of child labour in rights framework has a sustaining impact.
- Securing and sustaining political commitment at all levels is absolutely necessary for ensuring the education of child labourers. There is still an inadequate understanding of (and commitment to) child labour and education issues and their implications among government officials at various levels and institutions.

5.5 Partners and partnership

- Local grass-roots action through or via child labour projects has proved that it is possible for trade unions to make an impact on policy.
- It is possible for NGO's and trade unions and government agencies to work together to tackle the problem of child labour through education and training.
- Action against child labour requires partnerships with governments, employers, workers, teachers' associations, communities, and NGO's.
- Projects that involved people from the local community at all levels through religious, political, social and occupational community structures, all of which are represented on the child labour committee, were more successful than those that did not. This shows that, without real community involvement and ownership, projects such as IPEC education and training projects are unlikely to succeed.
- Networking among partners, contributes to the generation and pooling of resources in all levels and sectors that need support. Although convergence is still something to be achieved, the existing networks show that the road towards that direction is possible, and forthcoming.
- Strategic partnerships have the potential to strengthen and magnify any given response, provide a mechanism for gathering and sharing information and knowledge, provide technical guidance, and instil a sense of ownership that is essential for sustainability of any given intervention or programme.
- Broad-based community partnership and a sense of socially inclusive ownership is a precursor to the success of any intervention.
- Working with teachers and parents is crucial. Without the active support of these social groups little progress is possible. However, brief awareness-raising periods are not enough. Constant work is needed in this area. Family and school are the cornerstones of a climate of respect for children's rights.
- The inclusion of families in the development of solutions as well as in the identification of problems of child labour is of key importance. Family attitudes and the values they attribute to a child, education levels, marital status and division of gender roles as well as the psychological climate at home are important determinants of whether a child is sent to school or work.
- Successful projects are also those which have worked in close collaboration with existing government institutions and structures.
- Providing education for child labour needs institutionalized mechanisms and partnerships, not personal or haphazard connections.
- NGOs should modify their role, to become facilitators or intermediaries between the target group and the state, but should never substitute the service obligations which belong to the state to implement public policies and the related budgetary resources. While not the intention, such action by NGOs could be interpreted as legitimizing social expenditure cuts by the state.

- Forming broad coalitions and increasing the sense of ownership are vital elements for successful project implementation.

5.6 Strategies/approaches

- Using participatory methods involving the community includes an element of advocacy in itself.
- Advocacy is easier when the programme has clearly analyzed the existing realities.
- The Education Task Force (ETF) and other types of multi-sectoral working group is an effective way to build alliance, advocate for policy development, mainstream child labour issues into institutional and national agenda, and promote sustainability. For ETF to be successful, effective information and communication systems need to be established. It is also important that the relevant government agencies become members of the ETF, and that the ETF is mainstreamed into existing education structures as well as linked to other relevant programmes such as poverty and education programmes.
- The best way to improve advocacy's effectiveness is to design awareness campaigns over a sufficiently long period of time to change attitudes, values and cultural patterns of the populations as a whole.
- Mothers are usually more involved in interventions than fathers, therefore it requires more patient and persistent work in order to reach and mobilize the fathers.
- Promoting girls' education and gender equality in education is an effective strategy for getting girls into school rather than in the workplace.
- The successful implementation of programmes requires changes in ways of doing business, and thus in the relationships between governments and NGOs. Although major steps have been taken, deliberate efforts need to be made to address lingering resistance in this regard.
- An integrated approach such as that used by IPEC through a combination of withdrawal, rehabilitation and returning back to school and providing direct support to children, family and community is an effective way of combating child labour.

Part 6: Recommendations

Based on findings of the review of existing formal and non-formal education programmes to prevent child labour as well as for improving the quality of life and offering a new lease of life for working children and ex-child workers, the following recommendations are made for consideration by IPEC-HQ, IPEC country offices, and IPEC-supported action programmes and partners

6.1 Policy recommendations for IPEC-HQ

6.1.1 Formal education

- i. IPEC should continue to pressurize as well as support governments to improve both the quantity and quality of formal education including the schools, the teachers, the curriculum, the teaching-learning processes, the instructional materials, the monitoring and assessment systems, the educational environments not only in the schools but also in the communities and society at large, so as to improve formal education's capacities to attract, retain, and educate children.
- ii. IPEC should pay more attention to the provision of secondary education to children who already complete primary education but are still too young to enter the workforce. Secondary education can be provided in the formal school system or the non-formal education system depending on each country's circumstances.
- iii. IPEC should play an active role and work in partnership with other agencies and alliances in advocating governments and donors to support and enforce girls' education and gender equality in education.

6.1.2 Non-formal education

- i. IPEC should pay more attention to the non-formal education system and provide more support to standardize it and enhance its quality, so that it becomes a credible alternative system of education for the older children who cannot or do not wish to re-integrate in the formal schools.
- ii. As the world is ever evolving, only basic literacy/numeracy will not be sufficient. The general practice of providing transitional NFE to younger children to prepare them for mainstreaming, while providing only basic NFE to older children should be reviewed. Secondary NFE should be supported to provide needed education for the older children (14+).
- iii. IPEC should consider the policy of engaging governments in providing quality non-formal education which is certified as equivalent to formal education, and which is linked to formal education, skills training, and informal education, in order to provide not only basic education but also lifelong education which allows learners, including but not limited to child workers and children withdrawn from work, to participate in any type of education at any point in time depending on their particular circumstances.

6.1.3 Education for young siblings

More attention should be paid to education for young siblings in terms of quality as well as coverage since the component is very important for the prevention of child labour as well as the promotion of child education. It frees older siblings to attend education, while also promoting the young siblings' development and fostering a positive attitude towards education, which will help them do better in

school as well as prevent them from entering the labour market in the future. IPEC-HQ should therefore consider more monitoring and evaluation of this component and, based on the results of the studies, develop clear policies and guidelines for promoting effective education for young siblings as an essential part of the education package to eradicate child labour.

6.1.4 Addressing vulnerabilities and preventing future child labour

- i. To prevent future child labour, IPEC-HQ should develop policies and guidelines for all country programmes to promote and include a HIV/AIDS component in every country, but most urgently in countries where HIV/AIDS is becoming a serious generalized epidemic. The policies and guidelines should address both the provision of HIV/AIDS education and relevant activities to working children, ex-working children, and youth, to enable them to protect themselves from HIV/AIDS. They should also address the protection and support of AIDS orphans, since several documents within the ILO-IPEC itself as well as many documents published by WHO, UNICEF, UNDP and UNAIDS have pointed out that these orphans -- in an attempt to feed and treat ill and dying parents, feed themselves and hungry siblings as new heads of the family after parents' death, and/or struggle to continue their own education-- are highly vulnerable to child exploitation, including child labour, child trafficking and child prostitution.
- ii. IPEC should also pay more attention to other children who are vulnerable to HIV/AIDS and to child labour, particularly migrant children, street children, children of drug users, and children of sex workers. Initiatives should be encouraged to study their vulnerabilities and potential risks, conduct model development and piloting of programmes addressing these children in order to promote their access to education, life skills, skills training, and quality of life, in order to help them develop alternatives and viable livelihood, thus effectively preventing them from joining the child labour force in the future.

6.1.5 Strategies/approach

- i. IPEC should be more pro-active by paying more attention to the prevention of child labour, engage in policy advocacy and policy development, and adopt a more integrated approach to providing education and skills training, so that they are also connected to other development issues.
- ii. IPEC should consider focusing HQ energy on upstream activities such as policy and guidelines development, policy advocacy and enforcement, social mobilization at the global level, promoting and consolidating the development of global agenda on child labour problems, solutions and preventions. It should also decrease IPEC efforts on direct interventions but increase its efforts on promoting, mobilizing, leveraging, and assessing technical, capacity-building, and financial support to other global and regional organizations and networks so that they, in turn, can work with their partners and affiliates to effectively conduct necessary interventions at local, national, regional, and international levels.

Collaboration with UN agencies and other organizations

IPEC should consult and collaborate closely with other international bodies in order to advocate and facilitate the development of appropriate practices and enable policies and legislations:

- UNAIDS on prevention of child labour among AIDS orphans and other children affected by HIV/AIDS as well as prevention of HIV/AIDS among older children and youth;
- UNICEF and UNESCO on child-friendly schools and development of curriculum/instructional materials/teaching-learning processes/and teachers' training models which are appropriate for children, and which will promote retention rates in formal schools for school children as well as enrolment in NFE programmes for out-of-school older children and youth;
- UNESCO, the World Bank, the Global Campaign on Education, the Global March against Child Labour, Education International, the World Confederation of Teachers, and relevant governments to stimulate more efforts on Education for All and the Fast Track Initiatives;
- UN Girls' Education Initiative, UNICEF, UNESCO, UNFPA and the Global Campaign on Education to promote girls' education and gender equality in education;
- UNICEF and UNFPA on promoting youth forums and peer education/peer activities on such issues as reproductive health, sexuality education, life skills training, family education;
- UNDP on community development and poverty alleviation; and
- country clusters and alliances such as APEC, the EU, ASEAN and SAARC to find more entry points into working on child labour-related issues, advocating relevant child labour and education policies, and enforcing policy application in member states.

6.1.6 Quality enhancement

IPEC HQ needs to continue providing intensive training to IPEC country office and field staff on how to combat child labour through education, and IPEC needs to ensure that IPEC staff at country offices themselves:

- i. are clear about IPEC goals and strategies, and about the links between education, skills training, and eradication of child labour;
- ii. fully understand and appreciate the new Theory-of-Change Model that is being developed and refined within IPEC-HQ which contains in-depth analysis of child labour-related issues and which outlines key strategies and interventions that need to be undertaken to address the child labour problems effectively;⁶⁴
- iii. are adequately prepared and updated technically to be able to provide necessary technical support to implementing agencies and other partners; and
- iv. have the necessary advocacy, management, and communications skills to liaise with different key people not only at policy level but also at project level and at grassroots level.

6.1.7 Knowledge management

It is recognized that IPEC has already initiated a global programme to identify, document, disseminate and replicate good practices which use education to combat child labour and which will also promote the sharing of lessons learned between countries and regions. More can still be done to improve the existing knowledge management structure and mechanisms, such as:

- i. IPEC should pay equal attention to knowledge management and knowledge sharing of both explicit knowledge and tacit knowledge accumulated by its country staff, action programmes and partners. A combination of printed/electronic/digital channels and face-

⁶⁴ IPEC: B. Perrin: *Workshop for Development of a Model of Intervention for Education and Skills Training, held 28-30 October 2003*. Report of the facilitator. (2003).

to-face learning and sharing (such as in a multi regional training programmes, sub-regional thematic workshops and exposure visits), should be more regularly and more aggressively promoted, in order to enable the free flow of information as well as effective learning and knowledge transfer, which will lead ultimately to global improvement in performances.

- ii. In addition, more attention should be paid to conduct more longitudinal research and research on specific topics such as education for young siblings, mainstreaming processes, curriculum and materials for transitional NFE, combining NFE and skills training, and so on. If conducted across a spectrum of countries or cultures, the researches can provide more in-depth understanding of issues and practices that can be used to enhance the quality of programme implementation as well as refine strategies and policy advocacy messages in the future.

6.2 Recommendations for IPEC country offices

6.2.1 Formal education

- i. IPEC should collaborate with UNESCO, UNICEF, and the ministry of education in each country to promote better quality of formal education including of schools, teachers, principals, the curriculum, text books, and the instructional methodology, in order to make school more accessible, child-friendly, child-centred, and relevant to the children and to the community, so as to improve school enrolment, school attendance, and school retention, as well as reduce school drop-out.
- ii. Improving the quality of formal education needs to include more capacity-building, both pre-service and in-service, for the teachers so that they will be equipped with the important skills in instructional process and methods including teaching, communicating, and facilitating learning, as well as be able to understand such key concepts as gender, workplace safety, awareness-raising on child rights and labour laws, and the psychology and characteristics of child labourers and ex-working children, such as having short attention span, preferring practicing to theories, etc.
- iii. IPEC should pay more attention to the roles of religious leaders and religious schools -- such as Koranic schools in Muslim communities and Buddhist Sunday Schools in Buddhist communities— and explore the possibilities of working with them. As religious leaders are revered persons in any community, they can become partners in the efforts to eliminate child labour and promote child education by encouraging parents to send their children to school rather than the workplace. As many religious leaders tend to be conservative themselves, however, it may be necessary to do awareness-raising with them first. At the same time, religious school facilities can be utilized as small primary schools or CLCs to provide basic education and other NFE programmes for the community children, as is being practiced now in some countries such as Cambodia and Thailand with the monks conducting NFE classes themselves. This can be a highly cost-effective and sustainable initiative.

6.2.2 Non-formal education

At the country level, NFE needs to be certified as equivalent to the formal education at the primary and secondary education levels, to ensure that these certificates will be accepted by schools, colleges, businesses and industries, to prevent exploitation and discrimination against the programme graduates. This will allow the children to have more options for further study as well as occupation and career development. It will also make clearer linkages between education, income generation and quality of life. In order to achieve this, IPEC country offices and staff need to engage in active

advocacy and work closely with the various ministries, international agencies, and key national NGOs to design/develop the proper curriculum, develop instructional materials and methods, teacher training, supervision and monitoring, and the certification programme, etc.

6.2.3 Education for young siblings

In as much as possible, IPEC should promote education for young siblings as a compulsory part of any education package for the target children.

6.2.4 Strategies/approach

- i. At the country level, IPEC should be more pro-active by paying more attention to prevention of child labour, engage in policy advocacy and policy development, and adopt a more integrated approach to providing education and skills training, so that they are also connected to other development issues.
- ii. IPEC should adopt a rights-based and empowerment approach, rather than welfare-based approach, as this will be more sustainable in the long run. While assistance and services are provided as needed by the target children and their families, care should be taken not to promote dependency among children and families. A participatory and empowering process must be initiated and maintained from the beginning throughout the project duration, so that the capacities of children, family and community will be strengthened, and so that the communities, the key stakeholders, and local resources will be mobilized, to the extent that they will be able to continue to work on preventing child labour and to promote education and skills training on their own after the action programmes finally come to an end. More efforts should be made to prepare the families and communities for project completion and withdrawal well in advance, to generate necessary discussion on how to ensure sustainability of children's education and family's economic empowerment, and to promote more self-reliance. Ideally this process of 'preparing to withdraw' should begin from the very beginning of the project to prevent dependence on the project in the first place, and throughout the project implementation.
- iii. More efforts should also be made to build or strengthen mechanisms both at local and national levels to help detect and identify children who are potentially at risk and children at future risk. This ranges from strengthening labour inspection, labour laws, and laws concerning compulsory education at the national level, to establishing CCLWC and child labour monitoring committee at the community level, and working with the schools/teachers/school inspectors to establish SCLWL. This kind of work is not only pro-active, but is also a good way to raise awareness on child labour issues on a large scale and a good strategy to foster the sense of ownership in the public and in the community. Several countries such as Bangladesh, Cambodia, the Philippines and Turkey are good examples illustrating such efforts.
- iv. More attention should be paid to such macro issues as poverty and other national development and/or reform programs and their linkages to education and vocational training;
- v. Long-term social mobilization should focus on the following:
 - a. integrating child labour issues into the national curriculum at every level of education;
 - b. develop capacities of local agencies including teachers, policemen, labour inspectors, NGOs, etc.;
 - c. involve local community in working on child labour issues (such as in Bangladesh, Cambodia and Turkey); and

- d. working with employers and employers' trade unions so that they are aware of the dangers of child labour and recognize the value of human resources development.
- vi. As IPEC expands its programmes, selection and management of implementing partners will increase in importance. As all action programmes have to work with families and communities in order to empower them not only in terms of economic development but also in other aspects, especially including the capacities to start initiatives, negotiate, and be relatively efficient on economics matters, it is therefore important to select partners with care. If the NGOs with strong backgrounds in community development are selected as partners, it will be a great help to the action programmes, as found in the ILO-IPEC Greater Mekong Sub-Regional Project to Combat Trafficking in Children and Women.⁶⁵ On the other hand, with regard to selecting government agencies as partners, a number of action programmes have found it useful to select the agencies and officers with legitimacy and mandate in child labour and/or education issues to assist in working on such sensitive issues. These state agencies and officers included labour inspectors, various provincial authorities, education officers, particularly teachers and principals. The Peshawar project⁶⁶ in Pakistan, for instance, found that such agencies and officers with legitimacy made it easier to deal with employers whereas teachers and schools made it easier and faster to approach the communities.
- vii. As partners are usually selected from the vast pool of existing organizations based on their relative expertise, they deserve a certain level of trust and respect, even though they may not be perfect in everything they do. Efforts made by partners to improve themselves should be recognized and appreciated, to motivate them to do even better in the future. IPEC staff should find a balance between managing the logistics of the action programme administration and promoting the technical quality of the work being delivered. If they have to spend a great deal of their time checking all the details of reports and accounts and approving everything the implementing partners will do, they are likely not to have time to attend to the important issues such as:
 - a. the quality of the curriculum, the teachers and the actual teaching or skills training;
 - b. what technical and networking support is needed and how the partners need to be strengthened;
 - c. the bigger picture of how the action programmes are making impacts on the children/the family/the community, and whether education and skills training are systematically linked to the prevention and elimination of child labour; and
 - d. how the action programmes are preparing for withdrawal from the community and how the community is preparing to continue work on their own.
- viii. IPEC should make more effort to seek out and forge partnerships with different types of stakeholders and strategic partners at local as well as national levels, including the multi-sectoral Education Task Force, employers' and workers' organizations, teachers' associations, parents-teachers associations (PTAs), women's organizations, media networks, and civil society organizations and networks which work on issues related to education and the well-being of children.
- ix. In order to promote sustainability and broad-based collaboration, IPEC should try to maximize its efforts by embedding the issue of child labour and the importance of education into existing mechanisms and structures, and capitalizing or piggybacking on existing initiatives (such as government policies, poverty alleviation strategies, EFA, other UN agencies' programmes, etc.). This will ensure that promoting education as a means to

⁶⁵ IPEC: R. Bray and P. Ruenkaew: *Project mid-term evaluation report for the ILO-IPEC Greater Mekong Sub-Regional Project to Combat Trafficking in Children and Women*. (2002).

⁶⁶ IPEC: W. Aschmoneit and F.U. Khan: *Combating child labour through education and training in Peshawar, Pakistan*. Evaluation report. (Peshawar, 2001).

eradicate child labour will be embedded in the larger development framework of the country.

6.2.5 Policy advocacy

- i. IPEC should do more aggressive advocacy work, instead of more direct assistance with target groups.
- ii. More policy advocacy and policy development work needs to be done with the governments involving various line ministries, including working with the ministries of education to mainstream the child labour issues into government policies on education and in the curriculum of both formal and non-formal education.
- iii. Integrated child labour-centred agenda should be mainstreamed into all development programmes.
- iv. IPEC should, on the one hand, advocate for civil society organizations to play a more active role in implementing programmes at the community level, especially programmes dealing with complex and sensitive issues, such as girls' education, and, on the other hand, should advocate with governments so that they will strengthen and support community-based programmes involving families and communities to promote education for all. Technical and/or financial support should be provided as necessary.
- v. There is a need to further expand efforts to support community-focused action regarding educational issues of child labourers by affirming and strengthening the capacity of local communities to be assertively involved in all aspects of the response. Hence, advocacy strategies targeting governments and civil society leaders, the media, schools and workplaces should be systematized and made sustainable.
- vi. Further support is needed to strengthen national government policy coordination and to include broader participation from civil society and international partners.
- vii. A task group should be established, composed of a national consultant, members of related departments and selected teachers with the responsibility of reviewing education policy and programmes and making specific recommendations on the systematic integration of critical issues of child labour into ongoing and future programmes; needed policy and programme changes; and modalities for implementation of these changes to ensure that provisions are made to meet the educational needs of working girls and boys.

6.2.6 Quality enhancement

- i. IPEC should pay more attention to quality control of action programmes. This can be done through various strategies. One key strategy is to establish clear regulations and programmatic guidelines which all action programmes, all implementing agencies, and all training providers need to respect and follow with regard to curriculum, teachers' qualifications, teacher training and supervision, and evaluation of trainees' performances. IPEC should require implementing agencies to regularly assess and report what the children are actually learning. These assessments should be the same for each programme, at similar intervals. This will ensure an acceptable and comparable standard of all IPEC-supported programmes.
- ii. IPEC should also formulate and enforce clear guidelines suggesting what type of interventions and supports should be provided to children of what age. For example, mainstreaming should be provided to children under the age of 12, NFE and vocational skills training should be provided to children aged 12-14 years, and so on.

- iii. All action programmes need to develop or adopt a system for measurement and evaluation. This goes beyond just counting how many children were enrolled in the programme and how many children graduated from the courses. It is important to include qualitative dimensions such as what they children really learned, how much they learned, what skills they practiced, what they could master, and eventually what they did with those skills they had studied, and how well they turned out. A clear set of rules for harmonization of information gathering, reporting, monitoring and evaluation should be established and adhered to by all participating agencies.
- iv. Continued follow-up and tracer studies should also be conducted, so that the results can be used to inform IPEC's and implementing agencies' planning and directions of work in the future.
- v. IPEC should consider extending implementation time for action programmes for longer than one to two years, so that there is sufficient time to do quality work as well as to really change people's mindsets and attitudes.
- vi. The replication of alternative educational models (distance learning, non-formal education, apprentice training, etc.) should be given due attention. To expedite this process, materials developed and lessons learned should be widely publicized through IPEC's knowledge management system as well as other through other viable channels.

6.2.7 Knowledge management/knowledge sharing

- i. IPEC should organize regular in-country forums for action programmes, implementing agencies, and partners to share experiences, lessons learned, and good practices on various aspects relating to provision of education, in order to take stock of the existing models and available knowledge and information, and to review and compare the different models' strengths, weaknesses, limitations, and conditions for use, so that an agreement can be reached as to what will be the best or most appropriate model to be adopted and promoted or replicated elsewhere. Attention should be paid to different components of the education programme including curriculum and materials for different target groups in different types of education at different grade levels, curriculum and methods of providing pre-service and in-service to teachers, methods for mainstreaming, monitoring and follow-up system, methods for evaluation, types of support activities to be provided to different target groups in different conditions, models for providing life skills training and quality of life education, indicators of effective teachers, components of successful programs for children of different types and different age groups, etc.
- ii. Action programmes and country office staff should be encouraged to learn from action and experiences. They should be encouraged to document their experiences, observations, and good practices based on their projects, and to summarize lessons learned from these practices into knowledge assets which can readily be shared with and digested by others. They should also try to involve their partners, communities and target groups in the learning and sharing process, since the habit and the ability to learn will remain with these people and help them to continue working on child labour issues after the action programmes end.
- iii. Lessons learned through various forums and channels should be documented and publicized in a variety of appropriate forms such as regular newsletters, synthesis reports, guidelines, manuals, and so on, which should be widely disseminated to all implementing agencies, partners and stakeholders in the country. Action programmes should be encouraged to pay attention to these documents and to apply these lessons learned to their programme design and implementation, and IPEC staff should make sure that these lessons are taken into consideration and new programmes will benefit from them.

- iv. Knowledge management and knowledge sharing among IPEC staff, implementing agencies and partners should be systematized, formalized and institutionalized, which will make it more efficient, credible and effective than when conducted informally as in the past.

6.3 Recommendations for IPEC partners/action programmes

6.3.1 Formal education

- i. Re-enrolment programme (such as in Cambodia) and having multiple entry points and multiple channels of delivery (such as in Turkey) should be considered and replicated or adapted to suit different country contexts.
- ii. To promote more efficient and effective mainstreaming into formal schools, action programmes should make the following efforts:
 - a. ensuring good-quality transitional NFE programme to prepare the children adequately for formal schooling;
 - b. making advanced planning and co-ordination with NFE teachers, the school and FE teachers in order to prepare for necessary facilities such as teachers, equipment, supplies, and materials;
 - c. working with the school, principal, and teachers so that they have clear understanding and high awareness about child labour and related issues;
 - d. working to raise parents' awareness about the value of education for their children;
 - e. helping the school to improve on the school, the classes, and the teachers, in order to create a more enabling, child-friendly, child-centred environment;
 - f. maintaining close collaboration with the NFE teachers, the school and FE teachers after mainstreaming, at least throughout the first year;
 - g. providing or facilitating the provision of necessary support services for the mainstreamed children (such as extra tutoring, texts books, transportation, meals, moral and psychological support), the parents and the families;
 - h. establishing a child labour committee in every school which is involved in and helps to supervise every step of the process; and
 - i. establishing a learning centre, resource centre, or reading corner of some kind in the community to ensure adequate learning resources for the children.
 - j. increasing efforts to reach and enrol girls and other marginalized children such as street children and children in families with migration, drug use, alcohol abuse, prostitution and/or HIV/AIDS problems who are at high risk for child labour and child exploitation.

6.3.2 Non-formal education

- i. Although the NFE curriculum and instructional materials have to be based on the government's national formal curriculum for the purpose of equivalency and mainstreaming, the instructional methods should be participatory and flexible in order to be appropriate for the ex-working children whose attention span is usually short, as well as to foster positive attitudes towards education for these children many of whom already experienced school failure in their younger days.
- ii. Transitional NFE programmes should be of sufficient duration to lay a solid foundation in literacy, numeracy, and necessary attitudes and habits such as discipline, keeping time, communications, and life skills. This will make it easier for the children to adjust themselves when they are re-integrated into regular schools.

- iii. NFE for working children and ex-working children should use a comprehensive curriculum which includes language skills, numeracy skills, life skills, and subjects enhancing quality of life of the target children. Subject matters and materials used in the NFE for working children and NFE for ex-working children programmes should be relevant to child labour issues and contexts. Math problems, for example, may be based on realities of different child labour conditions: number of hours worked vs payment received, number of child workers in different jobs, medical costs for treating illnesses caused by environmental hazards in the work place, calculating interests for taking a loan from the micro credit scheme, calculating interests received for the savings scheme, comparing earnings from engaging in different types of work, keeping simple account of one's own business in a week, etc.
- iv. NFE for working children and NFE for ex-working children should be developed specifically so as to be relevant for different age groups and different levels/grades.
- v. In the NFE class, it will be better to separate older children (15-18 years old) from the younger children (10-14 years old) even though they may be of the same grade level, because they have vastly different levels of development and maturity in many ways which causes them to require different subject contents and different teaching-learning methods.
- vi. The number of children in a NFE class should be limited to the size that will maximize the children's learning and the teacher's teaching: say, no more than twenty-five children per class.
- vii. Every child should receive the entire set of NFE materials although the teacher should not give all the textbooks at the beginning of the term which will frighten the children. Instead, the teacher should give one book at a time based on the children's progress. This will allow the children to recognize their own progress, and will be motivated to continue studying.
- viii. More attention should be paid to ensuring that a continuous supply of good, interesting, diverse, relevant and appropriate reading materials for the children is available in the schools, CLCs/ MPCs/TECs and in the communities. This will enable the newly-literate children to maintain their literacy skills while waiting to be mainstreamed or to continue to study successfully in school after initial mainstreaming, and will enable the older children who do not wish to be in school or who cannot be mainstreamed to continue to read and practice their literacy skills. They will also be able to continue to improve their quality of life and to keep abreast of news and events that could affect their work and their lives.
- ix. Selection of NFE teachers needs to take gender balance into consideration. It is important to remember that about two-thirds of the students are girls.
- x. All action programmes which include NFE should pay more attention to capacity-building for the teachers, both pre-service and in-service, so that they will be equipped with the important skills in instructional process and methods including teaching, communicating, and facilitating learning, as well as be able to understand such key concepts as gender, workplace safety, awareness-raising on child rights and labour laws, and the psychology and characteristics of child labourers and ex-working children, i.e. having short attention span, preferring practicing to theories, etc. Experience showed that in the Philippines the teachers from the Technical Education and Skills Development Authority who worked with the action programmes there had been well-prepared in this regard and hence were very effective.

6.3.3 Education for young siblings

- i. Teachers or child's friends who conduct the classes should be selected and prepared with care, to ensure they are qualified and perform effective roles as the young children's first teachers in their first exposure to educational activities.
- ii. More games, picture books, toys, and simple sports equipment should be provided for the education programme of the younger siblings, with periodical replacement for wear and tear. Refreshments and snacks should also be provided in order to promote better nutrition for the malnourished children.

6.3.4 Support activities

- i. Serious attention should be paid to the adequacy and quality of support activities which should be included in all action programmes.
- ii. Having CLCs/MPCs/TECs such as existing in Cambodia, India and Bangladesh is excellent. In cases where it is not possible to build and utilize formal centres like these because of lack of space or resources, however, it will be a good idea to replicate the successful initiative from the Peshawar⁶⁷ project in Pakistan, where small make-shift learning centres were set up in small corners in the work place such as textile factories and automotive workshops. Such learning corners were very useful for the children who could use the space there. They could be the beginning step towards a full-fledged CLCs/MPCs or rehabilitation centres later on. At the same time they also served to increase the employers' trust and raise their awareness as well.
- iii. Life skills and quality of life education should always be included in all education programmes, formal as well as non-formal. The life skills section should include communications skill, human relations skill, fact-finding skill, problem identifying skill, problem solving skill, decision making skill, negotiation skill, listening skill, appreciating self and others, etc. As teachers tend to have problems teaching life skills in class, it will be a great help to them if the life skills module can be developed into a learning kit like the Teacher's Kit. On the other hand, the quality of life education section should not only include the topics of child rights, labour laws, and occupational health safety but should also incorporate a wide range of subjects that are relevant to the children's developmental stage and contexts, such as training on occupational safety, health, and workers' rights, (OSHWR), reproductive health, sex and sexuality education, health care and disease prevention, leadership training, moral education, civic responsibilities, gender sensitivity and gender equality.
- iv. HIV/AIDS education should be added in the programme so that the target children in every country, but most urgently in countries where HIV/AIDS is already a serious generalized epidemic such as Cambodia, India, and Senegal. This is especially important for children aged 12 and over, so that they will learn to understand the disease and protect themselves appropriately. However, the teachers should avoid lecturing or teaching from the textbook. Instead the teacher should use a participatory approach to learning the subject so that the children can analyze and see how HIV/AIDS problem relates to them. A good example for such an approach is the use of participatory rural appraisal (PRA) to promote HIV/AIDS awareness. Teachers have to be trained to use the approach and PRA techniques.
- v. Sports, games and recreation (including exposure visits) should be an integral part of support services to be provided to all children.

⁶⁷ IPEC: W. Aschmoneit and F.U. Khan: *Combating child labour through education and training in Peshawar, Pakistan*. Evaluation report. (Peshawar, 2001).

- vi. Children/youth mobilization and empowerment should be one objective of all programmes and may incorporate appropriate activities such as child/youth participation, peer education, child/youth-initiated child/youth-led activities, etc.
- vii. Promoting income-generating activities in the school is an innovative model that should be encouraged, with good planning, management, and assessment mechanisms put in place. Students (ex-child labourers and others), teachers, parents and community people should all be involved in the initiatives and share the responsibilities, so that it will also be a learning and 'profitable' process for all. The activity should be done on a scale large enough to be really productive, not just serve as a demonstration. The initiative can be designed to be multi-purpose. In addition to imparting the vocational skills involved (such as raising chicken/frogs/fish, growing vegetables, mushroom farming, etc.), it can also be linked to:
 - a. the school lunch programme for the children;
 - b. teaching and practicing group work, team work, conflict management, and leadership;
 - c. teaching various subjects such as mathematics (calculating costs and profits), literacy (writing about the experience), arts (drawing and painting about the experience), sciences (plants, animals, food chain, etc.), social sciences (market, savings, etc.), hygiene and nutrition (food groups, cooking, etc.);
 - d. children's micro-credit and savings scheme;
 - e. parents' micro-credit and savings scheme;
 - f. inviting a parent or a community person with experiences in the relevant skills to come teach the skills, to show respect and recognition for local expertise;
 - g. inviting parents and community organizations to serve in working group or committee overseeing the project, to promote their involvement in school activities as well as to increase the activity's transparency; and
 - h. inviting staff from relevant government agencies to come and provide technical support and other resources as appropriate.
 - i. This activity can make clear linkages between education, skills, quality of life in a simple and practical manner. If well executed, it can result in the children being better nourished, better school-family-community relations, and parents' higher appreciation of education for their children.
- viii. Literacy and/or adult education should be provided to parents as appropriate, as it has been found that parents who are educated and who recognize the value of education will strive to provide education to their children as well. This will serve to prevent new cases of child labour in the future. In addition, if the parents, especially the mothers, are literate and learn new knowledge about child care and child development, nutrition, health promotion, etc. they will be better able to look after the children.

6.3.5 Strategies/approach

- i. More effort should be made to reach and promote protection of the AIDS orphans in all countries, especially in Cambodia India, Kenya and Senegal, where HIV/AIDS is a major epidemic. Several documents within the ILO-IPEC itself as well as many documents published by WHO, UNICEF, UNDP and UNAIDS have pointed out that these orphans -- in an attempt to feed and treat ill and dying parents, feed themselves and hungry siblings as new heads of the family after parents' death, and/or struggle to continue their own education-- are highly vulnerable to child exploitation, including child labour, child trafficking and child prostitution. Efforts should also be made to provide HIV/AIDS education and relevant activities to children and youth on a regular basis involving a variety of formats and activities and reaching a wide coverage.

- ii. Awareness-raising should be linked with direct interventions.
- iii. More attention should be paid to quality enhancement of the action programmes through focused actions and focused messages, development of short-term/medium-term/long-term goals, better impact assessment, ensuring involvement and ownership of stakeholders and target groups.

6.3.6 Knowledge management

Action programmes and the implementing agencies should consciously try to transfer the competence, expertise and experience in combating child labour through education and skills training (including sensitization and mobilization) to those in the community. Creating local capacity and empowerment is integral to improving sustainable programs.