



International
Labour
Office
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Independent Evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC)



September 2004

ILO EVALUATION



EVALUATION
UNIT

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In the memory of Nathalie Rousseau, 1970-2006,
who designed the layout of this publication

Preface

This evaluation report provides the background documentation and analysis for the basis of the findings, conclusions and recommendations set out in the summary report GB.291/PFA/11, “Evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC)”, presented by the Office to the Governing Body at its 291st Session in November 2004. This background paper provides additional information and substantiation for better understanding the summary report.

This report was prepared by independent consultants with no previous involvement in the IPEC programme. Responsibility for the content and presentation of findings and recommendations rests with the evaluation team. As such, the views and opinions expressed in the report do not necessarily correspond to the views of the ILO, its members, or implementing partners.

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Acronyms and Abbreviations

ACT/EMP	ILO Bureau of Employers Activities
ACTRAV	ILO Bureau of Workers Activities
AIDS	Acquired Immune Deficiency Syndrome
AP	Action Programme
APEC	Asia Pacific Economic Cooperation
APPI	Anti-Poverty Partnership Initiative
BS	Baseline Survey
BWI	Bretton Woods Institutions
C 138	Convention 138 concerning Minimum Age for Admission to Employment
C 182	Convention 182 concerning the Prohibition and Immediate Action for the Elimination of the worst Forms of Child Labour
CAS	Conference Committee on the Application of Standards
CEARC	Committee of Experts on the Application of Standards and Recommendations
CBOs	Community Based Organisations
CCA	Common Country Assessment (UN System)
CDF	Comprehensive Development Framework
CDL	Child Domestic Labour
CDW	Child Domestic Work(ers)
CHODAWU	Conservation, Hotels, Domestic and Allied Workers Union
CLCs	Child Labour Committees
CLU	Child Labour Unit
CODEV	Development Cooperation
Constituents	Members of the ILO (governments and the recognized workers' and employers' organizations of the member States)
CTAs	Chief Technical Advisors
DAC	Development Assistance Committee of the OECD
DCOMM	Department of Communication
DDC	District Development Committee
Declaration	ILO Declaration on Fundamental Principles and Rights at Work and Its Follow-up
DED	IPEC Design, Evaluation and Documentation section
PNet	Development Policy Network
DFID	UK Department for International Development
EA	External Auditor
EC	European Commission
ECLT	Eliminating Child Labour in Tobacco Growing
EFA	Education for All
EI	Education International
ESP	Committee on Employment and Social Policy
EU	European Union
GENDER	Department of Gender Equality
G8	Group of 8 Industrialized Countries
GB	Governing Body
HCL Net	Hazardous Child Labour Network
HIV	Human Immune-deficiency Virus
HQ	Headquarters
ICA	International Confectionery Association

ICFTU	International Confederation of Free Trade Unions
ICI	International Cocoa Initiative
ICLS	International Conference of Labour Statisticians
IFI	International Financial Institution
IFP	ILO InFocus Programme
IFP/SKILLS	InFocus Programme on Skills, Knowledge and Employability
ILC	International Labour Conference
ILO	International Labour Organisation
ILO/AIDS	ILO programme on HIV/AIDS
IMF	International Monetary Fund
INGO	International Non-Governmental Organization
INTEGRATION	ILO Department of Policy Integration
IOE	International Organization of Employers
IPEC	ILO's International Programme on the Elimination of Child Labour
IPSC	International Programme Steering Committee
IPU	Inter-Parliamentary Union
IRIS	Integrated Resource Information System
ITGLWF	International Textile, Garment and Leather Workers Federation
IUF	International Union of Food, Agriculture, Hotel, Restaurant, Catering and Allied Workers Association
KIWOHEDE	Kimanga Women's Health and Development organisation
LAN	Local Area Network
LILS	Committee on Legal Issues and International Labour Standards
LSMS	Living Standards Measurement Survey
MDDG	Millennium Declaration and Development Goals
MDG	Millennium Development Goal
MDT	Multi-Disciplinary Team
MICS	Multiple Indicator Cluster Survey
MOE	Ministry of Education
MOL	Ministry of Labour
MOU	Memorandum of Understanding
NCLS	National Child Labour Surveys
NGO	Non-Governmental Organisations
NORMES	ILO Department of Standards
NPC	National Programme Coordinator
NPM	National Programme Manager
NSC	National Steering Committee
OAS	Organization of American States
OATUU	Organization of African Trade Union Unity
OECD	Organisation for Economic Cooperation and Development
OTTU	Organisation of Tanzania Trade Unions
PFAC	Programme, Financial and Administrative Committee
POM	IPEC Programme Operations Manual
P&B	ILO Programme and Budget
Progress Report	Annual Report to the IPSC from IPEC (titles vary every year)
PRSP	Poverty Reduction Strategy Paper
RA	Rapid Assessment (Survey)
RB	Regular Budget
RBTC	Regular Budget Technical Cooperation
RBF	Results Based Framework

RO	ILO Regional Office
SCREAM	Supporting Children's Rights through Education, the Arts and the Media
SEAC	SIMPOC External Advisory Committee
SEED	Boosting Employment through Small Enterprise Development
SFU	Social Finance Unit
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
SMM	Strategic Management Module
SPF	Strategic Policy Framework
SPIF	Strategic Programme Impact Framework (IPEC)
SRO	ILO Sub-Regional Office
STAT	Bureau of Statistics
STM	Committee on Sectoral and Technical Meetings and Related Issues
SWAP	Sector Wide Approach
SWOT	Strengths, weaknesses, opportunities, threats analysis
TAMWA	Tanzania Media Women's Association
TBP	Time-bound programmes
TCC	Technical Cooperation Committee
TCRAM	Technical Cooperation Resource Allocation Mechanism
TFTU	Tanzania federation of Trade Unions
TOR	Terms of Reference
UCW	Understanding Children's Work
UN	United Nations
UNAIDS	UN Joint Programme on HIV/AIDS
UNCHR	UN Commission on Human Rights
UNDAF	UN Development Assistance Framework
UNDCP	UN Drug Control Programme
UNDG	UN Development Group
UNDP	UN Development Programme
UNESCO	UN Education, Scientific and Cultural Organisation
UNICEF	UN Children's Fund
UNTG	UN Theme Group
UNI	Union Network International
UNICEF	United Nations' Children's Fund
WB	World Bank
WCL	World Confederation of Labour
WEO	Workers' and Employers' Organizations
WFCL	Worst Forms of Child Labour
WFSGI	World Federation of Sporting goods Industries
WFT	World Confederation of Teachers
WFTU	World Federation of Trade Unions
WHO	World Health Organization
XB	Extra-budgetary funds
YEN	Youth Employment Network

1 Executive Summary

1.1 Introduction

The evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC) is in keeping with the ILO evaluation strategy examined by the Governing Body in November 2002 (GB285/PFA/10) to evaluate all ILO's eight InFocus programmes over two biennia.

This document presents findings, conclusions and recommendations of the evaluation team. Some findings relate to general ILO programme and management issues requiring Governing Body Office-wide action. Thus, recommendations are addressed, as appropriate, to the Governing Body, the Director-General and IPEC.

Child labour is a complex, pervasive, and long-term problem. Child labour is not a static phenomenon as children move in and out of the labour market for a variety of reasons but poverty is a primary cause. The ILO's comparative advantage in eradicating child labour is anchored in its knowledge-based standard-setting and advocacy, and its tripartite structure.

IPEC's strategic model is based on the interlinked approaches of downstream interventions providing and testing direct services for children at risk and their families, and upstream interventions to change the enabling environment through knowledge development, advocacy, and capacity building of partners in actions against child labour. Practical knowledge generated from the downstream interventions is a significant element in influencing partners to effect change in the enabling environment.

IPEC has been evaluated extensively at the project, thematic and country levels. This programme-level evaluation examines the relevance and effectiveness of IPEC's strategies and design in the context of a results-based framework, and the efficiency of organizational arrangements for achieving programme outcomes.

The methodology involved an extensive review of documentation including evaluations, consultations with constituents, interviews of ILO staff and external key informants, and five sub-regional case studies covering ten countries, with selection based on country characteristics and IPEC programme approaches.

The evaluation timeframe (January 1998 to December 2003) generally coincides with accelerated expansion of the IPEC programme, the inclusion of the elimination of child labour in The Declaration on Fundamental Principles and Rights at Work, adoption of Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour Declaration, and the restructuring of IPEC as an InFocus Programme (1999). It also coincides with the introduction of strategic budgeting and results-based management in the ILO.

1.2 Programme strategies and approach

IPEC's primary strategies to support a worldwide movement and strengthen national capacity to implement programmes to combat child labour are relevant to ILO constituent needs, the international social and economic development agenda, and interests of external partners. IPEC has delivered an innovative programme based on its comparative advantage of standards-related knowledge and tripartite action.

IPEC continues to evolve and respond effectively to new challenges of the complex child labour environment. The Programme is internationally recognized for generating new knowledge and practical tools for the elimination of child labour. The interrelated strategies of advocacy, building partnerships and mainstreaming child labour into the

international and national social and economic development agenda are effective, but can be more efficiently managed. IPEC has been highly successful in attracting new partners but transaction costs are high and a more selective approach is required.

The synergies of tripartite action have been a major factor in realizing international and national strategies, with a multiplier effect to influence civil society. There is potential for greater involvement of social partners at national level through strategic and targeted actions.

The shift in emphasis towards upstream interventions and the Worst Forms of Child Labour (WFCL) require refinement and some adaptation of the existing strategies. An important channel for mainstreaming child labour into the international and national development agendas is the processes associated with the Millennium Development Declaration and Goals (MDDG).

IPEC's staged approach to programming at national levels – small action programmes, multi-component integrated projects and support for Time-Bound Programmes (TBP) has been effective. IPEC has responded flexibly to country situations, and applied lessons learned as the programme evolved at national level. The technical cooperation modalities of area/sector-based projects and TBPs require different approaches to designing and implementing programmes and measuring results for direct and indirect impact.

Knowledge management, a central feature of the IPEC programme, is designed to capture and structure knowledge for targeted dissemination to different groups – IPEC/ILO staff, constituents, and external partners. IPEC effectively links knowledge generated through research and downstream interventions to its national and global knowledge base. ILO's aim to become an international knowledge centre on child labour requires interface with internal and external information bases and these linkages require further development. IPEC knowledge management has progressed faster than ILO systems through support from extra-budgetary resources. The integration of IPEC and Office-wide systems should ensure that IPEC's advanced knowledge base remains intact and accessible.

Recommendations on programme strategies and approaches

It is recommended that:

- a) *The Governing Body reconfirm its commitment to the elimination of child labour as one of the Organization's highest priorities and endorse ILO/IPEC strategies and programme approaches to support a worldwide movement against child labour and strengthen national capacities.*
- b) *IPEC, in consultation with relevant ILO units:*
 - i) *reassess its advocacy strategy to take into account new programme directions and evaluate its dissemination and use of materials;*
 - ii) *review its strategic approach and selection of partnerships; and*
 - iii) *provide evidence of linkages and appropriate indicators to ILO units and external partners for mainstreaming child labour into the MDG processes.*
- c) *IPEC, in collaboration with constituents and donors, develop improved means to deliver technical cooperation modalities in a programme mode by:*
 - i) *Assessing the implications of increased emphasis on upstream interventions and the WFCL, and area/sector-based programming; and*

- ii) *Formulating indicators for institutional change and tracer methodologies to better assess direct and indirect impacts;*
- d) *Governing Body invite member States to ensure effective participation of social partners in national steering committees and IPEC activities; and the Director-General instruct IPEC, ACT/EMP and ACTRAV to explore ways of enhancing collaboration on the basis of defined strategies and a task-oriented approach.*
- e) *The Director-General monitor the integration of IPEC's knowledge base on child labour with evolving Office-wide developments and ensure the ILO is positioned as an international knowledge centre on child labour.*

1.3 Governance: policies, structure and processes

The Declaration on Fundamental Principles and Rights at Work (Declaration), Convention No. 138 concerning Minimum Age for Admission to Employment, and Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour provide a comprehensive framework for the ILO's programme on the elimination of child labour. The multi-sector nature of eliminating child labour means related policy issues are discussed in different Committees of the Governing Body. Stronger procedures are required to ensure child labour is integrated into all relevant Committee discussions. There is potential for better linking of standard-setting with technical cooperation and promotion through information on country situations provided in the follow-up to the Declaration and the supervisory machinery for ratified Conventions.

IPEC's presentation of its programme in the Programme and Budget has been evolving in tandem with ILO developments in strategic budgeting. Further progress is required in defining the programme logic in a results-based framework that restates IPEC's existing strategies as outcomes and provides better balance of targets and indicators to assess direct and indirect impact. A clear definition of IPEC's accountability is also required.

The International Programme Steering Committee (IPSC) has evolved with IPEC's expansion of programme countries and donors. The IPSC is not constituted as a committee of the Governing Body. Its role is ambiguous and IPEC's accountability is unclear under current arrangements. Consultations with member States and social partners indicate general agreement on the value of the IPSC as a partnership forum for information exchange and discussion of issues. The Progress Reports provided by IPEC are consistently praised for content and quality. More efficient use of meetings are also required.

Recommendations on governance: policies, structure and processes

It is recommended that:

- a) *The Governing Body continue to examine ways to better link standard-setting with technical cooperation through more effective use of information from the Declaration follow-up and the supervisory machinery for ratified Conventions.*
- b) *The Director-General initiate work in the current biennium for a participatory process to establish the basis for a future impact assessment of the IPEC programme in a results-based framework, and invite the donor community to contribute.*
- c) *The Governing Body endorse in principle a role for the IPSC as a partnership forum or consultative group for IPEC and request the IPSC through the Director-*

General to propose a redefinition of its name, purpose, and terms of reference for confirmation by the Governing Body.

1.4 Management issues

Many IPEC management issues are related to ongoing evolution of ILO structures and systems and can only be addressed within an Office-wide framework.

IPEC's management model is a mixture of centralized and decentralized functions and structures that have evolved in an ad hoc manner in response to Office changes, financing arrangements, and programme approaches. A consistent theme for this evaluation is the need to better integrate IPEC into the regular programming and structures of the ILO. The operational model of the Office is changing with the recent introduction of the Integrated Resources and Information System (IRIS). A review is now timely to update the ILO's management model for its child labour programme, taking into account IPEC shifts in emphasis in programme strategies, new modalities of technical cooperation, and institutional changes within the Office.

There has been a continuing increase from 2000 in ILO extra-budgetary funds with a progressively higher share for child labour. Delivery rates have improved for all programmes. There has been an increase in decentralized projects. The combination of these factors has caused some capacity misalignments in the field to backstop technical projects.

There has been progress in collaboration between IPEC and other units but further development of frameworks and mechanisms to define and monitor collaboration are required.

There are delays and inefficiencies in programme delivery due to a number of factors such as ambitious and unrealistic planning horizons for projects, delays in signing Memorandums of Understanding (MOUs) and receipt of donor funds, and bottlenecks in central administrative and financial systems.

Recommendations on management issues

It is recommended that:

- a) the Director-General develop a management model in the medium term for the ILO's child labour programme in the context of new Office-wide changes in operating systems based on interim measures to:*
 - i) provide guidance for more formal collaborative arrangements between units working on the elimination of child labour and improve reporting to the Governing Body on the total level of effort expended by the Office; and*
 - ii) improve the interface of IPEC business processes with Office-wide structures and systems at headquarters and in the field, taking into account the implications of IPEC strategies and programme approaches.*

2 Introduction and Evaluation Methodology

2.1 Background

The ILO's evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC) is one of eight InFocus evaluations mandated by the ILO Governing Body. The evaluation supports the ILO Governing Body to decide on the future directions of the ILO's strategy for eliminating child labour within a results-based framework. This includes consideration of whether the programme should be continued. This evaluation focuses on the strategies and performance of IPEC within the larger context of the ILO's collective effort to eradicate child labour.

In 2004, the IPEC programme celebrated its twelfth year. During that period, both awareness of and action against child labour increased substantially at global and national levels. IPEC itself experienced a precipitous expansion in programme size, scope, and forms of interventions. IPEC now is the largest ILO programme with an estimated annual expenditure of \$50 million, or nearly 40 per cent of ILO technical cooperation funds.

The evaluation covered January 1998 to December 2003. This period generally coincides with the point of accelerated expansion of the programme, the inclusion of the elimination of child labour as a core labour standard and its subsequent incorporation into the Declaration of Fundamental Rights and Principles at Work (1998), the new Child Labour Convention No. 182 on the Elimination of the Worst Forms of Child Labour (1999), and the restructuring of IPEC as an InFocus Programme (1999) combining all work on child labour into an integrated structure, including support in implementing the Declaration, and Conventions Nos. 138 and 182. It also transcends the restructuring of the Programme and Budget to the introduction of strategic budgeting for the biennium 2000-01.

As described in the ILO's Programme and Budget documents, the IPEC programme objective can be summarized as "progressive elimination of child labour through the strengthening of national capacities and the promotion of a worldwide movement against child labour with priority to the eradication of the most hazardous and exploitative forms of child labour and to provision of alternatives for children and families".

2.2 Evaluation methodology

The evaluation has been designed and implemented in line with the ILO's evaluation framework, endorsed by the Governing Body in November 2002 (GB.285/PFA/10). That document provides that the scope of programme and thematic evaluations should be the "coherence, effectiveness and strategic focus of ILO programmes" in comparison with the objectives set in the Programme and Budget. The evaluation implementation followed the methodology indicated in the Terms of Reference, which are provided in Annex A.

The main client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. The evaluation is also intended to provide a basis for improved decision-making by the ILO management.

Specific aims of the evaluation were to:

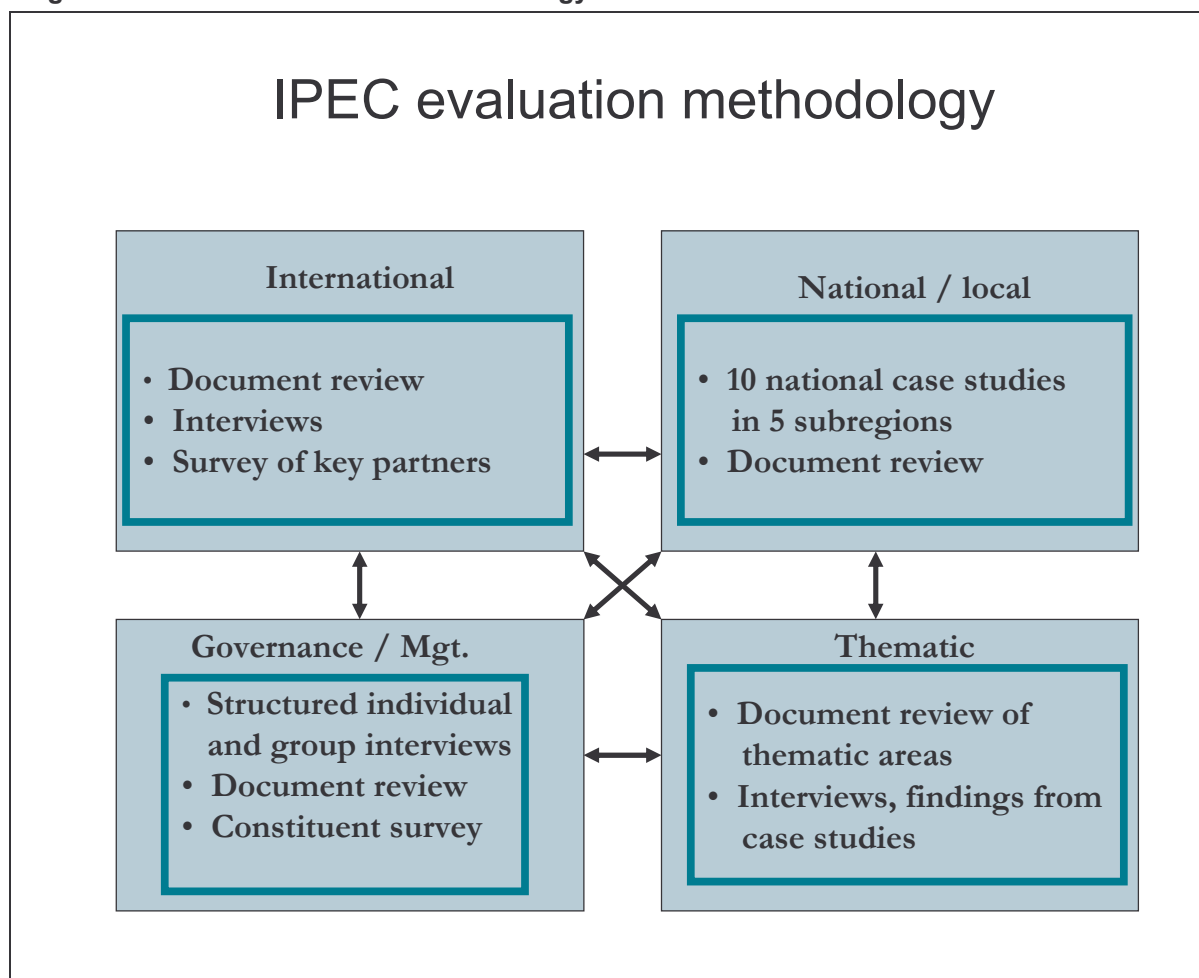
- a) Assess the continued relevance, effectiveness and efficiency of IPEC's strategies and programme approach – including the relative emphasis placed on direct downstream interventions aimed at community services, and upstream interventions to influence the policy and enabling environment – to attain its goal of progressive elimination of child labour;

- b) Review evidence of the direct and indirect effects on target groups of ILO's global and national programme strategies for eliminating child labour; assess the appropriateness of IPEC's operational objectives, performance indicators and targets, and recommend alternatives, if warranted.
- c) Review governance and management arrangements that characterize IPEC and its interfaces with ILO programmes and services, in regard to accountability, fostering synergy and mutual support;

This evaluation has focused on the intended outcomes of IPEC's strategies, identifying contributing factors or constraints, and actions needed to improve performance.

The evaluation findings, conclusions and recommendations are based on several levels of analysis, as shown in figure 1 below. At the global level, a review of goals, strategy, partnerships, main means of action, with focus on evolution of the IPEC programme over time was supported through a series of interviews and review of relevant documentation. Interviews with internal and external partners focused on how the elimination of child labour is being institutionalized outside the ILO, and how IPEC is responding to a dynamic external environment.

Figure 1 IPEC evaluation methodology



A desk-based review analyzed selected project and programme documentation, key performance criteria and indicators, to compare and assess IPEC's development and performance over time. Attention was given to IPEC's implementation under major

components and methods. To the extent possible, the perceptions of key target groups on major progress and significant achievements was gathered and summarized.

Five sub-regional case studies provided material to assess the importance and usefulness of IPEC's technical assistance work within ten member States. Each case study entailed a review of country-level project documentation followed up by evaluation missions to these countries. Findings from case study examples have informed global level issues on strategic goals and approaches for the overall programme, including its management and governance.

Choice of countries was based on a matrix of sub-regional and country characteristics, i.e. a review of magnitude and diversity of the child labour problem, the history and nature of ILO's child labour interventions, donor mix, scope and nature of the national and sub-regional programmes (including technical assistance modalities), programme approach and stage of development.

Priority was given to countries where IPEC has worked for most of the period included in the evaluation (1998-2003) and have a signed Memorandum of Understanding with the ILO (IPEC). The number of case studies completed was based on the resources and time frame available for completing the evaluation. A summary of key characteristics for each case study is summarized in table 1 below.

Table 1 Summary of criteria used in selection of case studies

Case study	Per capita GDP \$	Population (million, 2002)	Adult literacy rate (%)	Current level of IPEC activity	IPEC active since '98
Costa Rica	9,460	4.1	95.7	Medium	Yes
Nicaragua	2,450	5.3	66.8	High	Yes
Senegal	1,500	9.9	38.3	Medium	Yes
Mali	810	12.6	26.4	Low	Yes
Bangladesh	1,610	143.8	40.6	High	Yes
India	2,840	1,049.5	58.0	High	Yes
Tanzania	520	36.3	76.0	High	Yes
Uganda	1,490	25.0	68.0	Medium	Yes
Brazil	7,360	179.1	87.3	Medium	Yes
Peru	4,570	26.8	90.2	Medium	Yes

Source: UNDP, Human Development Report, 2003.

2.3 Limitations of the evaluation

For a programme of the size, duration and complexity of the ILO/IPEC, no single evaluation can assess all aspects of its performance and impact. The evaluation has therefore aimed at assessing high-level issues of particular interest to the Governing Body that would not be addressed in other child labour-related evaluations concerning thematic, project and action programme components. These include global issues of programme design, governance and related organizational arrangements pertinent to mainstreaming child labour into ILO programmes and field operations. The evaluators have used as an input the findings and conclusions of over forty of IPEC's independent evaluations at project, country and programme level.

The evaluation was able to conduct case studies in ten of the estimated fifty countries where IPEC has been active over the evaluation period and currently carry out regular activities. Within case countries the evaluators were able to visit a sampling of action programmes outside of major urban areas.

The evaluation did not systematically survey and interview direct beneficiaries of IPEC action programmes to assess impact at this level. In addition to extending beyond the primary purpose of the evaluation, the high costs, limited baseline data available, and length of time needed for such an assessment precluded consideration of this methodology.

2.4 Structure of the report

The report is organized into ten chapters. Chapter 3 provides a short history of the child labour context ILO's programme approach for eliminating child labour. Chapter 4 reviews the evaluation framework and logic. Chapter 5 summarizes findings of IPEC strategy implementation at international level. Chapter 6 presents findings of strategy implementation at national and local levels. Chapter 7 summarizes findings related to knowledge development, looking both thematically and organizationally at IPEC's approach to generating and sharing knowledge. Chapter 8 summarizes key findings related to existing organizational arrangements at the governance level, while Chapter 9 focuses on management arrangements and associated issues. Chapter 10 presents a summary of major conclusions and recommendations from the evaluation.

3 Context and Programme Response

3.1 Context

The magnitude and complexity of the problem of child labour remains daunting, as better research and data provide more light on its dimensions. It is estimated that there are 246 million child labourers aged 5 to 17 years, of which 186 million were below the age of 15 and 110 million below the age of 12. Some 171 million child labourers were working in hazardous situations or conditions of which 111 million were below 15 years of age. Approximately 8.4 million children were involved in the unconditional worst forms of child labour, including forced and bonded labour, armed conflict, prostitution and pornography, and illicit activities, and at least 1.2 million child labourers were also victims of trafficking. These estimates are considered conservative as many child labourers are active in the informal, illegal or hidden parts of the economy, and data is not available. Girls and boys are equally involved in economic activity up to the age of 14, but above this age, the proportion of boys increases.¹

Children are engaged in economic activity in a wide range of sectors, some in unconditional worst forms of child labour as defined in Convention No. 182 (slavery, trafficking, prostitution, illicit activities), others in unacceptable labour due to hazardous conditions, and others in acceptable work. The vast majority (70 per cent) are in agriculture, fishing, hunting and forestry, 9 per cent in manufacturing, 9 per cent in wholesale and retail trade, restaurants and hotels, 6.5 per cent in community social and personal services, including domestic work, 4 per cent in transport storage and communication, and 3 per cent in construction, mining and quarrying.

The informal economy is where by far the most child labourers are found. It cuts across all economic sectors, and in some cases is linked to formal sector production (e.g. textiles and agriculture). The informal economy is not protected under legal and regulatory frameworks and workers are very vulnerable.

The causes of child labour are complex and varied. Traditional cultural practices have involved children working inside and outside the home. Poverty has long been a root cause of children's excessive work. In rural areas with a high share of the population, low and irregular incomes coupled with large family size compel parents to use their children's labour to survive. Rapid population growth among other factors have further destabilized household income and aggravated the need for more children to work. The breakdown of extended family networks, the rapid increase in incidence of HIV, and the disintegration of nuclear families have all contributed to an alarming upward trend in the number of orphans and other vulnerable children and growing frequency of children becoming heads of households and holding responsibility for the welfare of their younger siblings over an extended period. Girls are particularly affected so that special efforts are needed to address gender based obstacles.

These issues combine with the inadequacy of access, affordability and quality of education for young people throughout much of the world.

Child labour is not a static problem. Children's involvement in the labour market changes constantly. Individual children move in and out of school and work and between different types and intensities of work depending on the season, family income needs, and where income opportunities exist. Its abolition in one economic sector may be accompanied by a

¹ 'A future without child labour'. ILO, 2002.

re-emergence in another, and nowhere has child labour been completely abolished. Thus the elimination of child labour is a long-term endeavour.

Box 1 Global environment

The Problem

- 240 million child labourers
- wide range of sectors
- 171 million in hazardous conditions
- 8.4 in worst forms

IPEC Resources

- US\$ 50 million annually

Millennium Development Goals

The global environment links elimination of child labour to the global development frameworks.

Public awareness and condemnation of child labour has steadily increased over the past decades. There is international consensus for the elimination of child labour. However, there is differing perceptions on what constitutes child labour, where it fits in the social and economic development paradigm, and how it should be addressed.

In general, there are two broad approaches to the analysis and elimination of child labour, reflected at both global and country levels. The first is to situate child labour into a broader development framework aimed at poverty alleviation through such measures as income generation through higher growth, improved education and health, and stronger social safety nets. The second is a rights-based approach, where the issue is addressed more through regulation and cultural change. The two approaches are of course interrelated, but the primary “prism” through which child labour is viewed affects both the analysis of the issue as well as the solution to it. The ILO/IPEC approach to child labour is firmly based on the rights-based orientation, and this is a factor in which the programme deals with its national and international partners for advocacy and mainstreaming child labour.

Within strategic alliances and partnerships, differences of perception on how child labour fits into the global agenda are also evident. A large number of national and international partners, including constituents, see child labour as a factor of social and economic development and best addressed indirectly through measures for poverty alleviation, in particular education and youth employment. Some partners, such as UNICEF and many bilateral donors, view child labour as a rights issue linked to the Convention on the Right of the Child, as well as its link to poverty alleviation.

There has been a global convergence on development objectives around the Millennium Declaration and Development Goals (MDGs), which in turn derived from a decade of summitry and international conferences such as World Summits on Social Development, and the Convention on the Rights of the Child (CRC). Specific references to child labour issues are contained in the Declarations and Plans of Action for all these summits.

The Millennium Development Goals (MDGs) are now the accepted framework for the multilateral development partnership at global and national levels. Although there is not a direct reference to child labour in the eight higher level MDGs, the child labour issue is assumed in a number of related targets and indicators, notably those associated with primary and secondary education, poverty alleviation, decent and productive work for

youth, and is linked to others such health, including combating HIV/AIDS and other diseases.

Another dimension of the consensus on the MDGs is the approach for translating from the global levels to country specific situations, i.e. the need for coordinated international partnerships to support nationally-led development plans with wide participation of global and national actors to ensure national ownership, reduce duplication of effort for optimum use of scarce resources, and to secure financing for the national social and economic development programme. In support of this approach, a number of coordination mechanisms and instruments have been developed to bring together the UN system, IFIs and bilateral partners at global and country levels. For the UN system these include the UN Development Group (UNDG), UN Development Assistance Framework (UNDAF), the Common Country Assessment (CCA), UN Country Teams (UNCT) and Theme Groups. For the Bretton Woods Institutions (BWI), the mechanisms include the Comprehensive Development Framework (CDF), and the Poverty Reduction Strategy Papers (PRSP).

Considerable progress has been made in bringing together the UN and IFI perspectives and processes, with high level commitment to consultation and cooperation. In general the UN can provide policy advice and technical expertise on social issues, assist in capacity building and promote broader dialogue with civil society. The IFIs provide the macro-economic framework, sector analysis, convening power, and financial resources.

The MDGs are timebound, measurable objectives to be achieved by 2015 and beyond. PRSPs, which have a timeframe of between 2-5 years, are considered as “a common vehicle through which 1) countries develop and express their nationally owned poverty-reduction strategies and policies, 2) the Bretton Woods Institutions identify lending requirements and appropriate policy environments and 3) the donor community and the UN system align and coordinate assistance strategies and budgets for poverty reduction at the national level” (UNDG Guidance note to Resident Coordinators – October 2003).

Although practice does not fully match intentions, there is an increasing commitment and discipline among multilateral and bilateral donors to participate in these nationally-led processes and to align their own policies and support to a national development plan centred on the PRSPs and MDGs.

Thus ILO/IPEC will need to participate at global level (where guidelines, indicators, operational policy, and translation of the MDGs into strategic directions, priorities and programmes of UN agencies and governments are formulated) as well as national level (where national development plans for MDGs are formulated and financed).

Box 2 ILO/IPEC comparative advantage

- Adoption and implementation of international labour standards
- Conventions Nos. 138 and 182
- Technical expertise on child labour issues based on research, data and knowledge
- International credibility on child labour issues
- Global data on child labour issues
- ILO tripartite structure

3.2 ILO and the elimination of child labour

The ILO brings its comparative advantage to the global effort to eliminate child labour through its tripartite structure and normative functions, research and data analysis at both country and global levels as a basis for advocacy and effective programme interventions, and its credibility in rights-based approaches for workers, including child labourers.

Programme origins and evolution

Child labour has been a preoccupation of the ILO since its inception with the adoption of six child labour instruments at the first session of the ILC in 1919. The early conventions established the principles of the minimum age and the link to schooling. The Minimum Age Convention, No. 138 (and Recommendation 146) adopted in 1973 consolidated the provisions of the earlier conventions, including the education link, through, *inter alia*, its definition that “the minimum age of entry into employment should not be less than the age of completion of compulsory schooling”. Elimination of child labour was adopted as a core labour standard with Convention No. 138 as one of the seven core conventions in 1996, and subsequently incorporated into the Declaration on Fundamental Principles and Rights at Work adopted in 1998. Recognizing that the elimination of child labour is a long-term process, but certain forms of child labour require urgent and immediate action, the ILO adopted Convention No. 182 (and Recommendation No.190) in 1999 on the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour. Convention No. 182 became the eighth core labour convention associated with the Declaration.

The ILO’s approach to child labour evolved in the 70s and 80s, as did its means of action. The adoption and implementation of international labour standards was (and remains) the main weapon to combat child labour, but as the complexities of the problem were better understood (or not understood), increasingly more attention was given to research, compilation and dissemination of information, advocacy and public awareness, and provision of technical assistance to member States in the design and implementation of national policies and programmes to combat child labour. These areas remain basic elements of the current programme.

In the late 80s and early 90s the ILO’s Programme on the Elimination of Child Labour was an Action Programme within the major programme of Working Conditions and the Environment. Activities were generally balanced across the basic elements with research/data aimed at providing evidence and knowledge to support advocacy and technical assistance in application of the child labour convention(s). The principal funding source for the Action Programme was regular budget funds, including some RBTC.

For most of the 90s, there were two aspects of the ILO programme on the elimination of child labour presented in the Programme and Budgets. The first was the Action Programme on the Elimination of Child Labour, generally funded from regular budgetary resources (including RBTC), and the second was the technical assistance programme “IPEC”, funded by extra-budgetary resources.

The period coincided with growing international interest and awareness of child labour as noted above. Within the ILO itself there was increasing attention for action on child labour including ILC discussions in 1979, 1984, and the ILC resolution of 1996, as well as greater ILO involvement in international conferences such as those in Sweden (1996), Amsterdam (1997), and Norway (1997). The ILO also responded by extending its advocacy and public awareness campaigns more emphatically to the global level with the explicit aim to foster a “worldwide movement against child labour”.

The multidimensional and cross-cutting nature of the issue was recognized in 1992 in establishing the interdepartmental project on the elimination of child labour with a mandate, dedicated resources and the participation of some ten units (e.g. norms, education, statistics, safe work, etc.). The programme was increasingly premised on collaboration with other international agencies such as UNICEF, UNESCO, WHO, the World Bank, and other external partners. The principal links with some of these agencies were at the corporate level or through different units in the Office.

The two aspects of the programme were reintegrated formally into the InFocus Programme on the Elimination of Child Labour (IPEC) established in 1999 which brings together all work on child labour under one integrated structure. Although IPEC was established as an InFocus Programme in 1999, it dates its beginnings from the event of the large German contribution in 1990 and its transformation into a large technical assistance programme with its own Programme Steering Committee as from 1992.

As major new extra-budgetary resources flowed into the programme, initially through the large contribution by the German government in 1991, but soon joined by other major donors, IPEC became an important implementing agency for technical cooperation projects and has been perceived principally as a technical assistance programme since that time. The traditional core competencies such as research, data, and advocacy tended to become components of projects at the national level, or donor-funded initiatives at the international level, with IPEC management more absorbed (and in the initial stages somewhat overwhelmed), by concerns of programme delivery. Figure 8 in Chapter 9 shows the increasing scale technical cooperation for eradicating child labour and its steady increase as a share of ILO technical cooperation.

Over its 12-year history IPEC has worked in a turbulent environment. IPEC has experienced a precipitous expansion in programme size, scope, and forms of interventions since that time. From a base of one donor and six programme countries, IPEC now is the largest ILO programme with some 84 programme countries, 30 donors (including governments, municipalities, employers' and workers' organizations) and an estimated annual expenditure of \$50 million. It has been under pressure to deliver donor-funded projects with contributions outstripping capacity to do so, while simultaneously developing and scaling up tools, models and approaches, as well as legal analysis, advocacy tools, research and statistics. During the period, the ILO underwent a major reorganization, as well as a fundamental change in the approach to programme budgeting with the introduction of strategic budgeting for the biennium 2000-01. The establishment of IPEC as in InFocus Programme also brought organizational change in the unit.

Despite the turbulent environment, IPEC has managed to deliver a quality programme, recognized as such by the Constituents through both contributions and requests for assistance. The programme also has attained international credibility with its partners, as an authority on child labour issues and a repository of practical models and tools to address it. IPEC has proved to be flexible and adaptable, adept at problem solving and crisis management through the quality and dedication of its staff. It has also increased its efficiency and improved its delivery rate through adaptability and management improvements.

Policy and strategic framework

IPEC's programme framework is based on three related instruments – the Declaration of Fundamental Principles and Rights at Work (1998), the Minimum Age Convention No. 138 and Recommendation No. 146 (1973), and the Worst Forms of Child Labour

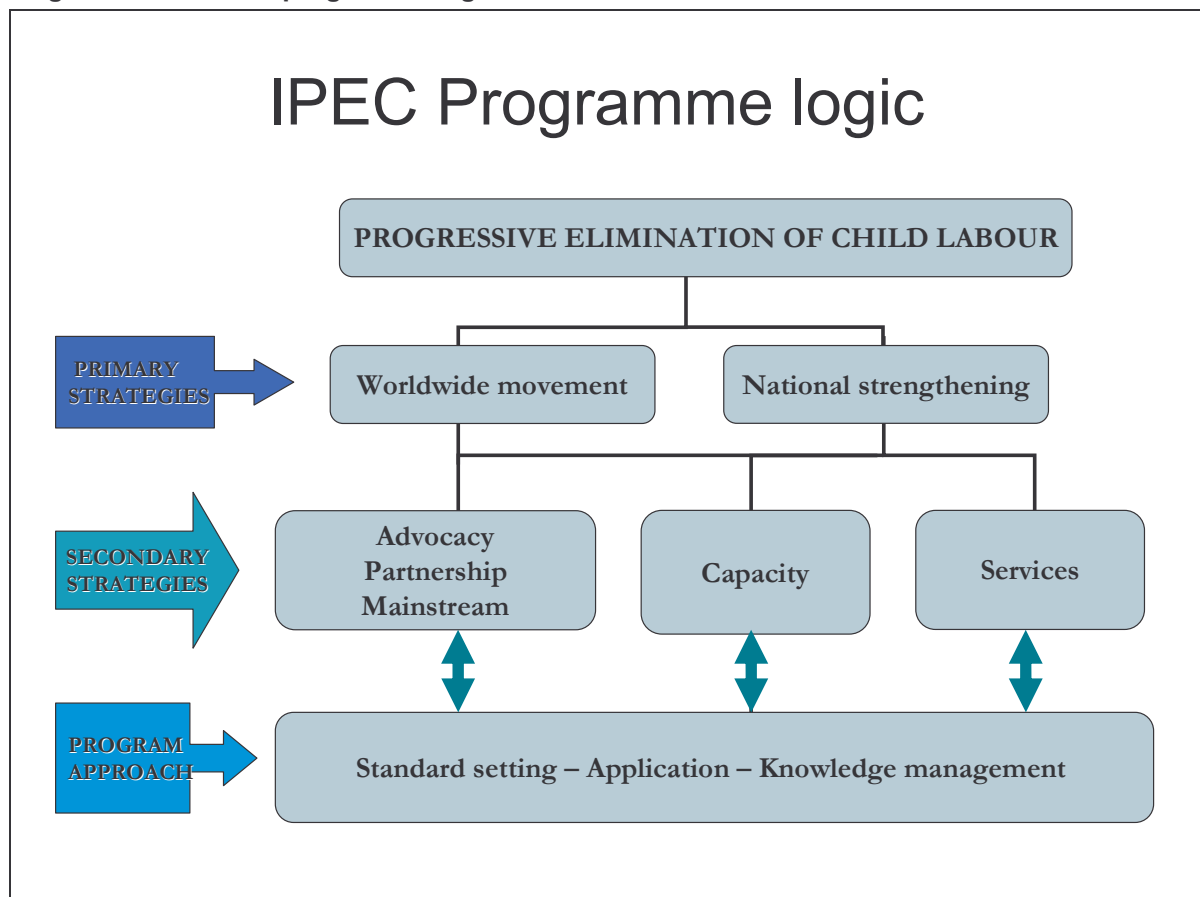
Convention No. 182 and Recommendation No. 190 (1999). The inclusion of the elimination of child labour as one of the four fundamental principles in the Declaration situates the issue of child labour in the rights-based and promotional approach of the Declaration, as well as its stated obligations for the ILO to assist member States in implementing its provisions. Adoption of Convention No. 182 as one of the core conventions of the Declaration, and promotion of ratification and implementation of Conventions Nos. 182 and 138 through IPEC has focused the programme around assisting member States in ratifying and implementing the core child labour conventions. Thus in addition to the policy framework provided by the instruments themselves, IPEC's technical assistance to constituents is intended to be guided by the follow-up mechanisms of the Declaration and the supervisory machinery of the Conventions.

With the introduction of strategic budgeting for the biennium 2000-01 that sets out the ILO's programme around the organizing principle of Decent Work, the elimination of child labour is part of the strategic objective of one of the four pillars, i.e. "to promote and realize fundamental principles and rights at work". The operational objective set out for 2000-01 and the subsequent biennium reflects the longstanding aim of IPEC, i.e. the "progressive elimination of child labour with priority to the eradication of the most hazardous and exploitative forms of child labour and to provision of alternatives for children and families". The phrase "through the strengthening of national capacities and the promotion of a worldwide movement against child labour" was added to the operational objective in the P&B for 2004-05, as a confirmation of a strategic approach that has also characterized the programme since the beginning.

Although the descriptive terminology has slightly varied over time, IPEC strategies have remained constant in principle. They are coalesced around two interlinked principle strategies and five secondary supporting strategies. The primary strategies are 1) to contribute to a world wide movement against child labour; and 2) to strengthen national capacity to deal with and progressively eliminate child labour. Three of the five secondary strategies apply to both international and national levels, for example: *a)* advocacy and social mobilisation; *b)* building partnerships and strategic alliances; and *c)* mainstreaming child labour into the social and economic development agendas. Two are for the national level, i.e. *d)* national capacity building; and *e)* protection, withdrawal and rehabilitation of children with priority to the worst forms of child labour. The secondary strategies are adapted to the particular social, economic and cultural situation of the country. Cross-cutting themes of gender, poverty alleviation and social exclusion have been built into this strategic framework.

Knowledge management is a basic programme approach underlying the strategic framework. IPEC aims to build its knowledge base sufficiently to support both international and national advocacy and programme effectiveness through data collection and analysis, surveys, monitoring and evaluation feedback. Figure 2 is a graphic representation of IPEC's programme logic described above.

Figure 2 IPEC programme logic



Although the timeframe for IPEC operational objective and strategies is not explicitly set out, it is a long-term endeavour and extends beyond the timeframe of the MDGs (2015); the Time-Bound Programmes (TBPs) correspond roughly to the timeframe of the MDGs (ten years); and the PRSPs approximately to the timeframe of the ILO's Strategic Policy Framework (four years).

Programme approaches

Over its ten-year plus history, IPEC has adjusted its operational strategies, means of action and models of intervention, building on research and data collection, pilot projects, lessons learned, and an extensive body of project, country and thematic evaluations. The IPEC programmatic evolution can be generally described as phased, applying to the historic global evolution of the programme over its 10-year history, as well as to current country programmes in relation to the length of time IPEC has been active in the country. The phases are not separate, sequential staging but rather a progression in building a fuller programme by adding and refining elements on the basis of experience.

-The first phase was a preparatory period of small, varied action programmes to test pilot models, collect accurate data, create awareness, and build strategic alliances. The second involved a consolidation of the experience and lessons learned into a country programme approach characterized by larger integrated multi-components projects that cover sector(s) or a geographic area, or a combination of both.

The third phase is based on the recognition that direct interventions are not sufficient to have significant impact on the global and national dimensions of child labour, and hence

the role of IPEC is evolving towards more provision of technical knowledge to facilitate effective actions by partners, and to influence the policy and enabling environment. This phase is characterized by a shift in emphasis towards upstream interventions (policy-related interventions aimed at creating a conducive environment for eliminating child labour) to complement direct downstream interventions (service-oriented activities at the community level).

Of the 246 million estimated child labourers, the IPEC programme aims to reach some 1.3 million – 300,000 through direct interventions and another 1 million through indirect actions, with the focus on the worst forms of child labour.

The development of time-bound programmes (TBPs) in conjunction with provisions of Convention No. 182, consolidates the approach of phase three noted above, in combining targeted interventions against the Worst Forms of Child Labour (WFCL) with building an enabling environment for sustainability. TBPs are designed around a set of integrated and coordinated policies and programmes to prevent and eliminate the WFCL. They include defined targets, goals and timeframe. They are multi-component and comprehensive and incorporate the traditional IPEC strategic elements noted earlier.

The multidimensional nature of the child labour problem, the experimental approach taken by IPEC in the early years to build knowledge and practical models, the earlier culture of denial in member states, and the focus of the child labour problem in the hidden and informal sectors of the economy has extended the IPEC concept and sphere of activities beyond the traditional ILO parameters of setting and application of labour standards for the workplace. ILO's work in child labour has a wider conceptual picture that requires, in addition to the central role of ILO's tripartite constituents, outreach to a wider range of national and international partners.

Organizational arrangements

IPEC has complex organizational arrangements borne of its history and more recently the mandate given to it in its establishment as an InFocus Programme that integrates all aspects of the ILO's work on child labour, and relates explicitly to the Declaration and two of its core labour conventions. IPEC is the only IFP that has a specific programme mandate to assist member states to implement the principles and rights of one of the four principles and rights of the Declaration, as well as the provisions of two associated core labour conventions.

Many elements of the ILO child labour programme that were traditionally done by other units are now part of the IPEC remit, including comparative analysis for the Committee of Experts on reports for countries that have ratified the Conventions as well as for the annual reporting for non-ratifying countries under the follow-up to the Declaration, normally carried out by the Standards Department, and statistical work and data analysis on child labour previously incorporated into the Bureau of Statistics. Research and statistical survey work is often undertaken as part of a multi-component IPEC project at national level. In addition, within the ILO, child labour is both a major programme and an organizational priority which depends on the work of many units and departments and internal collaboration for effective results.

The multifaceted IPEC mandate involves several governance structures and processes where various aspects of the programme are dealt with separately in different venues and committees of the Governing Body and ILC, including those associated with the Declaration follow-up, and supervisory machinery related to Conventions.

IPEC has unique organizational arrangements outside the regular ILO structures, both globally and in the field. At the global level it includes a Programme Steering Committee (PSC) that initially was to be composed of representative membership from donor and beneficiary member States, worker and employer representatives, and external partners such as UNICEF, UNESCO, and WHO as observers. The designated functions of the PSC were to approve strategies, work plans and budgets, and to review activities and reports prepared by Programme Management. The Programme Steering Committee expanded in tandem with the programme itself to evolve into the International Programme Steering Committee (IPSC). The IPSC now includes all active and potential donors, beneficiary countries, increased representation from the social partners (as of 1999, from one to four each), and increased participation of external partners – UN agencies and sector-based industrial organizations.

At the field level, National Tripartite Steering Committees (NSC) were established in participating countries as part of the MOU signed with the country for governing the IPEC programme. National Project Coordinators were appointed by IPEC headquarters programme management after consultation with the ILO field offices and the NSC. In the same manner, international country technical advisors were appointed by IPEC. Field arrangements have been modified recently with the restructuring of field offices for greater integration of multi-disciplinary specialists into Sub-Regional Offices (SRO) and the decentralization of child labour specialists to some SROs, but the IPEC NPCs and Chief Technical Advisors (CTAs) remain under the purview of IPEC arrangements.

4 The Evaluation Assessment Framework

4.1 IPEC programme strategies and approaches

IPEC is a major technical assistance programme, and perceived by many to be only that. However, in its establishment as an InFocus Programme in 1999, all aspects of the ILO's work on child labour were to be subsumed in the IPEC mandate. It has long been a cross-cutting issue and shared policy objective in the ILO, although not explicitly recognized as such. Substantive and critical elements of the child labour programme are delivered through the work of other ILO departments – e.g. Normes, SafeWork, Employment, Sector – yet there is no interdepartmental framework for assigning responsibility/ accountability for results.

The evaluation has assessed the ILO's programme on the elimination of child labour as an organizational priority, and the term IPEC is used in this respect. The evaluation focuses on the programme portion that is managed from the IPEC unit, but situates this work in the broader context of the ILO's programme and structures.

The IPEC programme has two interlinked primary strategies supported by five sub or secondary strategies. The **primary strategies** are: 1) contributing to a worldwide movement against child labour; and 2) strengthening national capacity to deal with and progressively eliminate child labour. The **secondary strategies** have been consistent over time but reflect variations in descriptive terminology contained in subsequent Programme and Budgets, ILO Reports on child labour, and IPEC progress reports.

Basic programme approaches are also consistent in principle, with developments and refinements based on programme experience, and these reflect the core competencies of the ILO:

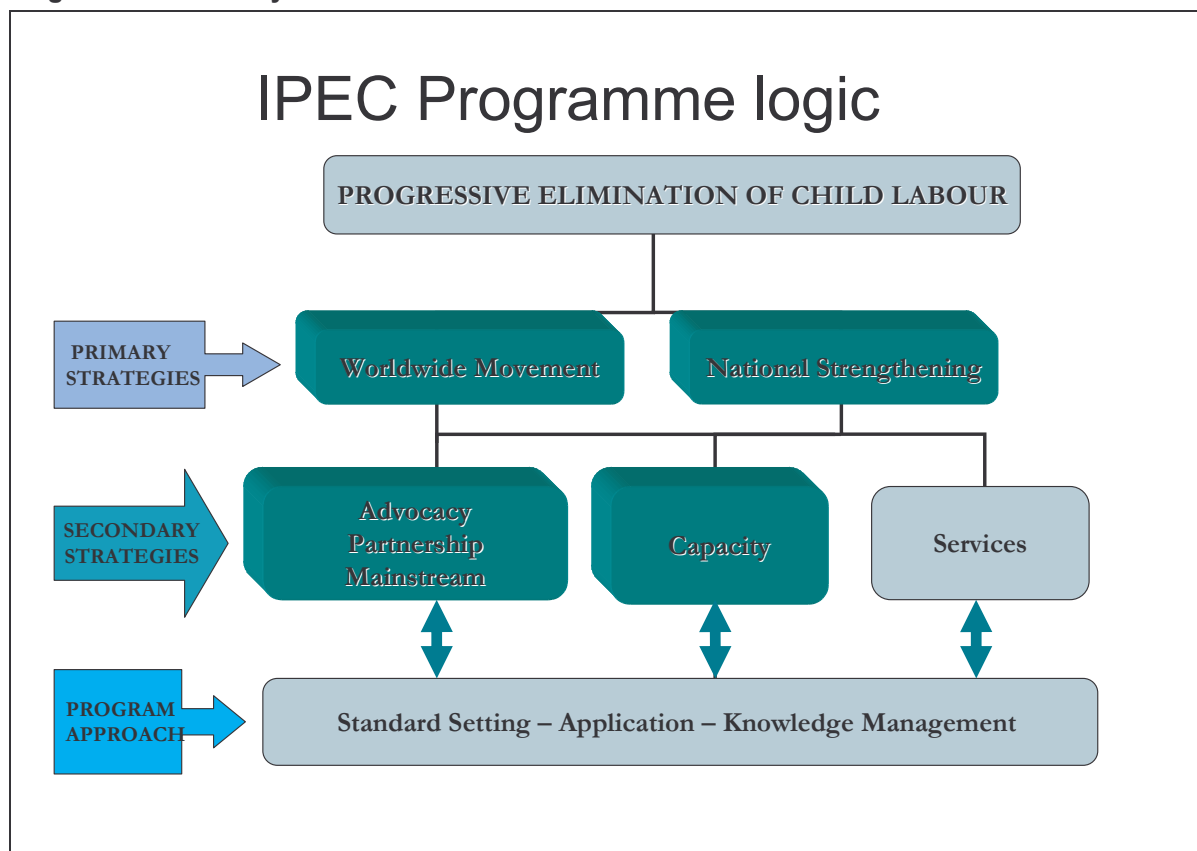
1. Adoption, promotion, and implementation of labour standards
2. Research and data gathering
3. Compilation and dissemination of information and knowledge
4. Advocacy, social mobilization and public awareness
5. Capacity building for national strengthening
6. Provision of technical services to member States to design and implement national programmes to combat child labour.

Knowledge related to standard-setting and implementation is an integral and essential element of IPEC's work. Knowledge assets, i.e. statistics, data, research, evaluations, good practices, technical products etc., knowledge infrastructure (data base, websites, systems for collecting and filing), and knowledge sharing (communication, dissemination and use of information, training) are components of knowledge management that support strategies and programme approaches at both national and international levels. The evaluation examines IPEC's knowledge management for effectiveness in supporting the strategies and programme approaches, and in relation to IPEC's stated objective to "position ILO as a global clearinghouse for good practices in the compilation and publication of statistics on child labour".²

² P&B 2002-03.

The programme logic model outlined in figure 3 sets out the analytical framework for the evaluation.

Figure 3 Analytical framework



IPEC secondary strategies are interlinked and contain common elements adapted for application at international and national levels. The “national strengthening” line of logic extends downwards to further development and application of the strategies and programme approaches in more detail at national level, as outlined in Chapter 6, as well as the distinct element of prevention, withdrawal and rehabilitation of child labourers. Table 2 provides illustrative comparisons to reflect the way in which the secondary strategies interlink and how the common elements are operationalized at the two levels.

Since its inception, IPEC has designed and implemented country programmes following a common approach based on the strategic elements outlined in table 2. Action programmes varied in each country according to the needs and phase of IPEC programming (i.e. preparatory, new, mature). Country programmes did not have an explicit strategic programming framework³ in a results-based format (as this period was prior to its introduction in the ILO), but the strategic elements and programme approaches were globally applied, taking into account the country situation. IPEC has now adapted its country approach and differentiates four types of programmes: global, country, SIMPOC, and project support to TBPs.⁴ Programmes are based on levels and scope of interventions, i.e. national, sector, area, regional/sub-regional, global (interregional), and these are project-based. The traditional elements of country programmes have been adapted and

³ DED Guidelines on Country Programme Evaluation Framework: Part A, p. 2.

⁴ Programme Operations Manual.

incorporated into the larger sector and area-based projects, i.e. research and data, advocacy and public awareness, policy and legislation development, etc.

Table 2 Comparison between worldwide movement and national strengthening

Worldwide movement	National strengthening
<u>Mainstreaming</u> <ul style="list-style-type: none"> • International social and economic development agenda. • Policy/programmes and priorities of UN and IFIs, organizations, donors, international NGOs. • Relate to MDGs. 	<u>Mainstreaming</u> <ul style="list-style-type: none"> • National social and economic policies and budgets. • Civil society organizations. • Institutional development. • Relate to PRSs.
<u>Advocacy, social mobilization, public awareness</u> <ul style="list-style-type: none"> • Inform global partners to facilitate their actions. • Mobilize media. • Generate international awareness through knowledge and messages. • Use international conferences and events as channels. 	<u>Advocacy, social mobilization, public awareness</u> <ul style="list-style-type: none"> • Build capacity in constituents and external partners. • Mobilize key political and community leaders. • Media relations and events using child labourers.
<u>External partnerships and strategic alliances</u> <ul style="list-style-type: none"> • Influence high level policy agendas and priorities of international action and partner organizations. • Increase number and scope of partners to combat child labour. • Use partner networks for multiplier effect and leverage of influence and resources. • Link child labour to themes and sectors of international development agenda. 	<u>External partnerships and strategic alliances</u> <ul style="list-style-type: none"> • Build national ownership in civil society. • Influence political agenda through concerted public opinion. • Engage external partners in action programmes against child labour particularly at community level. • Link child labour to themes and sectors of national development programmes.
<u>Tripartism</u> <ul style="list-style-type: none"> • Global level action to influence social and economic development agenda through synergies of partners and outward reach to broader constituencies. 	<u>Tripartism</u> <ul style="list-style-type: none"> • Public awareness and social mobilization at national and community levels. • Tripartite action in priority sectors at national level. • Capacity building in social partners.
<u>Knowledge</u> <ul style="list-style-type: none"> • Global data gathering. • Aggregation of data, research, knowledge, good practices to support ILO aim to be international centre on child labour knowledge. • Systems and dissemination of knowledge. 	<u>Knowledge</u> <ul style="list-style-type: none"> • Generation of knowledge of national context to support project/programme interventions. • Capacity building at national level on knowledge generation and management. • Capturing practical knowledge from direct interventions to contribute to global knowledge base.
	<u>Capacity building at national level</u> <ul style="list-style-type: none"> • Changing the enabling environment in wide range of national and community institutions

	<p><u>Direct action for the protection, withdrawal and rehabilitation of children</u></p> <ul style="list-style-type: none"> • Viable interventions and practical solutions at local and community level. • Action programmes, multi-component projects. • Models and tools
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IPEC’s overall strategic approach is based on the theory of change, i.e. directly in affecting the lives of the children (prevention, withdrawal and protection of child labourers) or indirectly through changing the child labour environment at both global and national levels, e.g. institutions, attitudes, resources, policies and legal frameworks, capacities etc. The theory of change applied to direct services to children at the national level (Services box in figure 3) translates into practical interventions related to affecting the lives of child labourers, e.g. provision of alternatives through such measures as income generation, education, security, child labour services. The theory of change applied to the enabling environment (shaded boxes in figure 3) or child labour universe, implies interventions that facilitate and persuade partners to effect actions against child labour, and are related to such areas as knowledge generation, awareness raising, social mobilization, policy and legislation development.

IPEC is now shifting its programme orientation towards more emphasis on “upstream” approaches, i.e. provision of technical knowledge to facilitate effective actions by partners and to influence the policy and enabling environment. “Downstream” interventions (direct services to child labourers) are the basis for building the evidence-based knowledge to support the shift towards upstream interventions. In addition, there is more emphasis on the WFCL as set out in Convention No. 182.

The programme logic set out above is the basis for placing the evaluation in a results-based framework. OECD/DAC defines a results framework as “the program logic that explains how the development objective is to be achieved, including causal relationships and underlying assumptions”. To evaluate against a results framework implies certain prerequisites that are generally recognized in the emerging evaluation practices of organizations, and can be summarized as set out by the World Bank’s Operational Evaluation Department (OED) in box 3.

Box 3 Results-based framework

- Clear and coherent programme objectives and strategies that give focus and direction to the programme, and provide a basis for evaluating the performance of the programme.
- The use of a results-based management framework with a structured set of (quantitative or qualitative) outputs, outcome, and impact indicators.
- Systematic and regular processes for data collection and management.
- Independence of programme-level evaluations.
- Effective feed-back mechanisms to reflect evaluation findings on strategic focus, organization, management and financing of the programme.

In tandem with the ILO’s evolution in strategic budgeting, presentation of the IPEC programme in the P&B has progressively improved in accordance with its longstanding programme logic. The evaluation team found there was no explicit “ready-made” results-based framework for IPEC as set out in the Programme and Budgets, although the strategic

elements that have been consistent since the inception of the programme were evident in descriptive material.⁵ The same situation has been found in other ILO programmes.

Over its history the programme components have been constant, but the terminology, associations and hierarchy are not consistent. The evaluation team therefore constructed the framework for the programme logic presented above to assess outcomes at the programme level, including the linkages to the national level results through case studies. Consistent with this approach, the evaluation set out a series of questions and performance criteria to provide an indication of targets and indicators that could align with specific strategy components of the programme.

The timeframe set out in the terms of reference for the evaluation is 1998-2003, with Programme and Budgets for that period as the primary reference points. However, the 2004-05 Programme and Budget has taken forward the work on definition of measures and indicators at the strategic level both for the IPEC programme and for global “shared policy objectives” that are common for some of the IPEC strategies. Thus the evaluation has taken into account the new indicators and targets of the 2004-05 Programme and Budget in its performance criteria for assessment, as these also reflect the evolution of IPEC’s own work during the actual period of the Evaluation. For the 2002-03 P&B targets for beneficiaries implied both direct and indirect, but in the 2004-05 P&B, IPEC provided specific targets for children benefiting directly (from projects executed by the ILO/IPEC), i.e. 300,000 and those benefiting indirectly (from initiatives executed by other development partners as a result of ILO support/advocacy), i.e. 1 million and this distinction has been used in the evaluation study.

Table 3 **Child labour indicators and targets planned and reported for 2002-03 biennium**

Indicator 2002-03	Target	Actual
1a. Member States that ratify: – the minimum age Convention, 1973 (No. 138); – the Worst Forms of Child Labour Convention, 1999 (No. 182)	No. 138 – 30 No. 182 – 65	No. 138 – 15 No. 182 – 34
1b.2 Member States that carry out national quantitative and qualitative studies on the extent of child labour.	32	25 additional member States
1b.3 Member States that formulate policies and programmes specifying time-bound targets for the elimination of WFCL, taking into account the special situation of the girl child.	20 additional	11 new TBP; 7 additional.
1b.4 Children who benefit from ILO action in particular in regard to the worst forms of child labour and the girl child.	1 million	1,120,000

As table 3 shows, IPEC has set ambitious targets for which a very large share of its operational budget comes from extra-budgetary funds.

⁵ IPEC will be presenting new targets and indicators in the P & B 2006-07. Discussions with IPEC management indicate that these are consistent with observations made in this evaluation.

4.2 Assessment of impact and outcomes

As noted in the terms of reference, this evaluation could not undertake an assessment of impact within the timeframe and resources available for the evaluation. The evaluation has assessed *outcomes*, i.e. evidence of the relevance, effectiveness and sustainability of the strategies and programme approaches, based on the derived programme logic of figure 3. The assessment aims to provide a basis for decision-making by the Governing Body on future strategic directions of IPEC.

The term *impact* has different connotations depending on the context and use of the term. OECD/DAC defines the term as “positive and negative, primary and secondary long-term effects produced by a development intervention, directly or indirectly, intended or unintended”. There is general acknowledgement that impact assessments can be complex and costly, in particular for programmes where there is a need to measure indirect impact. For IPEC, “impact assessment implies looking at the longer-term changes and effect on the target groups and on the enabling environment such policy changes, institutional development, capacities, awareness-raising were required for sustained action on the elimination of child labour. It involves a combination of tracking and tracer studies for direct impact on beneficiaries and impact studies on indirect impact on enabling environment.”⁶

IPEC has begun to develop methodologies for measuring project level impact on the direct beneficiaries through tracer studies. Such studies should shed light on the effectiveness of IPEC direct interventions, and contribute to the knowledge base for influencing the enabling environment. IPEC is also developing a Strategic Programme Impact Framework (SPIF) for assessing outcomes related to reduction in the incidence of child labour with regard to both direct impact on child labourers and families and indirect impact on the enabling environment.

There are a number of constraints for assessing outcomes that would also need to be addressed in impact evaluation. The prerequisites outlined in box 3 are not fully in place. The operational objective, primary and secondary strategies are not stated in terms of timeframes nor outcomes. The terminology and descriptions of the operational objective and major strategic elements is inconsistent throughout IPEC governing and management documents, resulting in lack of clarity on what constitutes the major components and how they interrelate horizontally and vertically. For example, the definition of direct and indirect beneficiaries is stated differently in the P&B (2004-05), IPEC’s Implementation Report to the IPSC (January 2004), and the TBP MAP. The redefinition of the levels of programming and project development away from the country programming concept is an evolution that better reflects the reality of the programme, in particular in addressing sectoral, cross-border and local aspects of WFCL, but adds complexity in aggregating results for the strategies as currently stated.

Although IPEC targets and indicators presented in the P&B for 2004-05 have evolved from 2000-01, they do not fully reflect the underlying logic of the programme, including the balance between those that measure direct or indirect impact. Current targets and indicators are imbalanced towards quantitative measures for action by Member states. The programme logic also implies the need for performance measures for assessing results of the indirect effects of the major strategies of advocacy, partnerships, mainstreaming, capacity building, and direct interventions involving child labourers.

⁶ POM.

IPEC's categorization of direct and indirect beneficiaries implies two types of target groups, i.e. *child labourers* directly affected by its interventions, and *partners* that will influence the enabling environment to combat child labour. Methodologies for measuring changes in institutional environments as a result of advocacy, partnerships and networks, an essential part of impact assessment of IPEC, are complex. They are difficult areas for setting results-based objectives, developing appropriate targets and indicators, setting benchmarks and performance measures, and attributing results and causality. The set of partners at international and national levels, while overlapping, are different, including within the same institution.

Finally, impact assessment implies measuring change over a longer timeframe. The programme is just emerging from the more experimental phase of development of programme approaches, models and tools. The shifts in orientation towards more indirect interventions and priorities associated with Convention No. 182 are recent, and the requisite benchmarks and baselines for these are not in place.

4.3 Strategic choices

One of the main purposes of the evaluation is “to enable the ILO Governing Body to take decisions on the future strategic directions of IPEC as part of a results-based programming approach”. The strategic choices on the programme are issues of relative emphasis rather than exclusive options, and include upstream and downstream interventions, direct or indirect target groups (i.e. child labourers or partners), WFCL versus non-WFCL, and the extent, nature and geographic location of the target group(s).

The basis for informed choices is similar to the prerequisite for outcome and impact assessments, i.e. a results-based framework with appropriate targets, indicators and data to establish benchmarks and monitor changes of the shifts in emphasis, in particular those related to more upstream interventions and to address the WFCL as a priority.

The issues are further developed in Chapters 5 and 6 in the assessments on implementing the international and national strategies, as well as Chapter 8 on Governance, but the evaluation is unable to present firm conclusions on the appropriate balance on these issues due to the factors noted above and the early stages of IPEC's new directions.

4.4 Conclusions

Although IPEC has an underlying programme logic that has been consistent over its long history, it is not explicitly set out in a results-based framework as noted in box 3. The Evaluation has constructed such a framework for assessment of outcomes, the only feasible approach given the limited timeframe, available resources, and other constraints associated with both outcome and impact assessments at the programme level. IPEC has started to develop the methodologies for impact assessment for direct and indirect beneficiaries, but this will require the development of a clear statement of linked results-based objectives at the strategic levels for its two categories of target groups – child labourers and partners impacting on the enabling environment – as well as associated targets and indicators, baseline data, and benchmarks relating to the current situation.

The evaluation assesses strategies and programme approaches at international and national/local and the synergies between the two. Downstream and upstream interventions are examined in the context of IPEC's comparative advantages and in terms of evidence of impact, lessons learned, and critical factors for success. Knowledge management is reviewed from the perspectives of supporting IPEC strategies, including its aim to position itself as an international knowledge centre on child labour data and research, and of

internal management of the function within IPEC. Evaluation questions and performance criteria are indicated in each section, taking into account indicators provided in the 2004-05 Programme and Budget.

The Evaluation has also applied to the extent possible a results-based lens to its assessment of organizational arrangements (governance and management). These are examined in terms of the effectiveness and efficiency of structures, systems and procedures in support of the policy direction, oversight of programme implementation, monitoring of performance, resource allocations, administrative and financial arrangements, interaction with corporate ILO services, and internal/external collaboration. The role, function and accountability issues with regard to the International Programme Steering Committee (IPSC) are also reviewed.

5 International Level Effectiveness and Impact

5.1 Introduction

One of the two primary strategies of IPEC is to contribute to a worldwide movement against child labour through related secondary strategies of 1) advocacy, public awareness and social mobilisation, 2) partnerships and strategic alliances; and 3) mainstreaming child labour into the global development agenda. The strategic infrastructure is founded on knowledge. A related global level strategy on knowledge generation and management is to “position the ILO as a global clearinghouse for best practices in the compilation and publication of statistics on child labour”.⁷ Knowledge management and ILO/IPEC aspirations for this objective are addressed in Chapter 7.

The international consensus to base social and economic development policy around the Millennium Declaration and Development Goals (MDDG), and the associated United Nations (UN) and International Financial Institutions (IFI) processes to translate these into nationally-led development plans sets the context for the IPEC strategies. IPEC’s aim is to ensure that child labour is included as an explicit factor in the major policy instruments, guidelines and programmes of partner institutions, including their field level representatives. These forums also provide opportunities to build strategic alliances both internationally and nationally to influence policy, change attitudes through better understanding, exchange information and experiences, and disseminate information through a wide range of stakeholder networks.

Chapter 5 will look at the aggregate effectiveness and evidence of impact of the strategies on creating a worldwide movement. The strategies are interrelated – knowledge based advocacy supports effective partnership building and mainstreaming. Thus the examples cited provide evidence of results for each as well as their synergies, and there is some overlap in examples and findings in the different sections.

5.2 Advocacy, public awareness, and social mobilisation

Evaluation questions and performance criteria

To what extent has ILO/IPEC advocacy informed the global partnerships, generated public awareness and mobilized actors against child labour? How effective have IPEC advocacy functions of provision of information and analysis, and campaign materials been for public awareness and mobilization? Have global level campaigns and actions had an effect on national partners/event?

Performance criteria:

- use of IPEC knowledge assets by constituents and external partners,
- media interest and coverage of child labour issues,
- tripartite and citizen action against child labour, results of promotional campaigns against child labour,
- political statements to combat child labour.

⁷ P&B 2002-03. The formulation of the objective varies in different documents and should be clarified. For this evaluation report, the standard phrase “international knowledge centre on child labour” has been used to refer to this objective.

Knowledge-based advocacy

Convention No. 182

IPEC's work leading up to the adoption of, and subsequently its promotion of Convention No. 182, is one of the most noteworthy achievements. Its longstanding advocacy in presenting the elimination of child labour as a long term, progressive exercise was modified in light of new knowledge to recognize the need for immediate action for the worst forms of child labour. This approach was the focus of the international advocacy campaign during the nineties. Information, data and analysis provided by IPEC in their advocacy work had considerable impact, initially on the tripartite constituents, and subsequently a ripple effect internationally through their respective networks.

The unprecedented number of ratifications for Convention No. 182 within three years of its adoption, and the accelerated rate of ratification for Convention No. 138 are clear indicators of results of IPEC's promotional campaigns. Convention No. 182 was drafted with the aim of universal ratification, and the flexibility provided on defining hazardous conditions (Article 3(d)) within a country-specific context has aided the high rate of ratification. The IPEC approach to adapt its global strategies to take into account national situations was effectively demonstrated to tripartite constituents resulting in the way in which the Convention was drafted and adopted.

IPEC has also made efforts to inform and educate member states and the international community on the interpretation of the provisions of the core child labour Conventions 138 and 182, which has contributed to the high ratification of both. This is evident in the explanation provided by IPEC for the Global Report on child labour for follow-up to the Declaration (A Future Without Child Labour), but has been part of IPEC information to the Governing Body and constituents prior to that time, as early as the mid-90s.⁸

Political statements

Major impetus was given to recognition of the elimination of child labour as one of the core labour standards in the Action Programme of the World Summit on Social Development (1996) with spin off in the ILC Resolution of 1996 on child labour for priority to the worst forms. The World Congress on the Commercial Sexual Exploitation of Children (Stockholm, 1996) and its follow-up in Yokohama (December 2001), the Amsterdam Child Labour Conference on the most intolerable forms of child labour (1997), and the International Child Labour Conference in Oslo (1997) advanced the understanding and commitment of tripartite and international partners for the focus on the worst forms of child labour, as well as concerted global action to eliminate child labour. One of the results attributed to the Oslo conference was the establishment of the Joint ILO/UNICEF/World Bank project on Understanding Children's Work to collaborate on gathering and disseminating better data and information on child labour. The advocacy path culminated in the unanimous adoption of Convention No. 182 and Recommendation No. 190 on the worst forms of child labour in 1999 and its formal addition to the list of core labour standards.

Although the result benefited by the general momentum and public awareness generated by international summitry and conferences, and the combined efforts of IPEC and its partners, the continued advocacy for its goal for progressive elimination of child labour with immediate action on its worst forms, based on increasing evidence through research, data

⁸ GB.264/ESP/1 (November 1995).

and analysis, and generation and dissemination of knowledge, can be attributed to IPEC as clear evidence of impact on its primary strategy.

Further evidence of successful ILO advocacy efforts is the inclusion of references to child labour and the core conventions in international policy documents. Most notable is the Resolution adopted by the General Assembly for the Special Session on the Rights of the Child (A World Fit for Children). References to hazardous child labour occur in the preamble and substantive sections with a specific reference in the Plan of Action for ratification of Conventions Nos. 138 and 182.

Other recent examples of increased political commitment and action against child labour include references to child labour, including some direct references to Convention 182, in the statements of the Education Task Force of the Eight Industrialized Countries (G8), the OECD/DAC Guidelines on Poverty Reduction of 2001 (in consultation with the World Bank and UNDP), the Declaration of Lucca from the European Union (EU) Ministers responsible for Childhood (25-26 September 2003), the EFA High Level Meeting for 2003.

Further evidence of successful advocacy supported by objective information and data is the acknowledgement by member states that child labour is an issue that requires action as indicated first by the ratifications and secondly by the increasing number of requests to IPEC for assistance in implementing the provisions of the Conventions, in particular Convention No. 182. This changing awareness and perspective that something can and must be done immediately to eliminate the worst forms of child labour is in part attributable to its inclusion as a fundamental right and principle in the Declaration, but also to the provisions of the Conventions and Recommendations, and the action programmes that IPEC undertakes. The Annual Report of the Expert Advisors that review the situation of countries that have not ratified the core conventions initially attests to the wide range of technical assistance requested to implement the principle of the elimination of child labour.

Media and public awareness initiatives

On the media side IPEC has sponsored several media/public awareness initiatives with tangible results. The Red Card to Child Labour campaign initially associated with World Cup Football events has expanded to other sporting events and public transport systems.

The SCREAM project (Supporting Children's Rights through Education, the Arts and the Media) has extended awareness and recruited new advocates globally. Its list of partners covers schools, artists, government ministries, Scout Movement, international organizations in some 18 countries spread globally in developing and industrialized countries. The SCREAM Education Pack comprises 14 education modules, a User's Guide and photo-CD. Through SCREAM advocacy work, in particular at the Genoa meeting on Children and the Mediterranean in January 2004, there has been a multiplier affect whereby the World Congress for Paediatricians and the World Conference on Montessori Schools has requested IPEC to participate and provide materials at their meetings.

The World Day Against Child Labour initiated for June 12 in 2002 has resulted in global publicity during the ILC as well as in countries with associated events. IPEC uses the occasion to highlight specific themes and links to child labour, e.g. child domestic labour (2004).

Under the Asia-Pacific Economic Cooperation (APEC) project on child labour and education Education Task Forces are being formed involving education authorities, teacher training colleges and higher education institutions, teachers' organizations, government ministries, workers' and employer's organizations, NGO's, UN agencies, IFIs, bilateral

donors and local networks for education and against child labour. Their activities include large-scale campaigns for public awareness and social mobilization, including in support of the rights of indigenous peoples to education.

ILO/IPEC support and instigation of the Global March Against Child Labour at ceremonies and public events in conjunction with the International Labour Conference in 1998 brought world wide attention and public awareness on the issue and was instrumental in consolidating the strong support and commitment for Convention 182. The Global March Against Child Labour was constituted as an international NGO in 1998, and has become one of the main IPEC partners and allies.

Media coverage on the ILO's work on child labour has been substantial in electronic and print form. A brief review of DCOMM's statistics on coverage indicate that a significant percentage relates to child labour. Coverage relates to a range of topics including publications, statistical information, child labour testimonies, interviews with IPEC staff, and campaign events such as the World Day against Child Labour and the Red Card Campaign. Visits to the IPEC website also indicate a significant rising trend over the past three years as noted in other sections.

Interviews indicate general agreement that the global media coverage of child labour by international media (e.g. BBC) has resulted in consumer pressure on commercial enterprises to provide "child labour free" products and had direct and indirect impact on withdrawing child labourers from the workplace, in particular in the export industries such as carpets, soccer balls, textiles, cocoa, and tobacco. The media stories were based on information and materials produced by IPEC, and IPEC staff have frequently participated in related TV and radio emissions on the issues of child labour. This includes recent attention by the media on trafficking and child prostitution, and the costs of child labour.

Telephone survey⁹ responses on advocacy questions indicate general satisfaction that information and campaign materials provided by IPEC are attractive. There were different degrees of familiarity with the full range of available materials, and selectively in use. For greater efficiency there should be more targeted dissemination of materials according to needs of users.

Publications that received specific mention(s) of appreciation and use included the Global Report "A Future Without Child Labour", "Investing in Every Child", the "Handbook for Parliamentarians on Eliminating the Worst Forms of Child Labour: A practical guide to ILO Convention 182", "Stolen Childhood" (photo essay), as well as evaluation reports and fact sheets.

The success can be attributed to a number of factors:

- a) Availability and use of data, research, information to support the advocacy initiatives initially sensitized and mobilized tripartite constituents to the need and means to fight child labour;
- b) The adoption of Convention No. 182 and the promotional campaigns for ratification of the two core child labour conventions have provided a concrete focus for activities;

⁹ Telephone interviews at international level with nine donors, four employers' and workers' organizations, four UN partners, and three international non-governmental organizations conducted in May/June 2004 to solicit information on approaches to eliminating child labour, and views on IPEC advocacy materials and collaboration with IPEC.

- c) Provision of effective media and public relations materials and events that galvanize public opinion and consumer pressure;
- d) International interest in child labour generated by other global events that provide avenues for IPEC advocacy on child labour;
- e) Effective use of ILO/IPEC constituent networks and other global interest groups to extend the multiplier effect to create the critical mass of public opinion against child labour.

IPEC's efforts in advocacy and public awareness on child labour have benefited from the wider ILO promotional efforts on the Declaration and Decent Work, and in some instances it would be difficult to attribute results exclusively to IPEC advocacy. Correspondingly, promotion of the Declaration and Decent Work have benefited from IPEC's work, as child labour has been an entry point for core labour standards with some strategic allies such as the World Bank, and for Decent Work in national development planning, in particular through the TBP approach.

Although it is difficult to clearly delineate IPEC actions from wider promotional efforts by the ILO, there is sufficient evidence to link IPEC outputs to results in terms of its advocacy, public awareness and social mobilization strategy. In terms of direct impact on the target groups, IPEC actions in concert with constituents and multi-partner industrial initiatives has resulted in thousands of child labourers being withdrawn from export industries. The indirect impact on the target group cannot be quantified, but work in the output results is evident in global momentum against child labour. Results include the expanding number and type of organizations involved, the changing attitude towards child labour, and inclusion of child labour as an explicit factor in political statements and development guidelines.

IPEC will need to review its advocacy approach in line with the shift in emphasis in strategic directions towards more upstream policy work and to the WFCL as these changes imply new audiences and a more difficult target group of child labourers. This issue is further addressed in Section 7.2 on Strategic Choices.

Management of the advocacy function

Up until 2002, the advocacy and campaign functions were discharged by a separate unit in IPEC of professionals in media and communications. The advocacy function within IPEC has been restructured in line with Office consolidation of the public relations and media services centralized in the Department of Communications (DCOMM). IPEC retains responsibility for technical content and selection of materials and themes, with DCOMM providing media services. A corresponding reduction in staff accompanied the transfer of the function to DCOMM, and the IPEC advocacy unit is now composed of one staff member who manages a donor funded project SCREAM (Supporting Children's Rights through Education, the Arts and the Media).

It is not yet clear what impact the restructuring will have on IPEC advocacy. Collaboration between IPEC and DCOMM is considered good. The situation will bear monitoring to ensure that adequate resources are available for the function and that management of the content of the materials is clear and produces quality information. These issues are further addressed in Chapter 9 on Management Issues.

Conclusions on advocacy and social mobilization

There is substantial evidence that IPEC's knowledge-based advocacy has informed global partners, generated public awareness and mobilized actors against child labour. Media and campaign materials have been effective and timely, although there is varying degrees of familiarity and use of the materials within different target audiences. Some adaptation will be needed to respond to the shift in emphasis towards more upstream interventions and the WFCL.

The effect of mainstreaming of advocacy and social mobilization to operational IPEC units, and the transfer of media/public relations functions to DCOMM needs to be monitored and assessed.

Recommendations on advocacy and social mobilization

1. IPEC adapt its "message" and promotional campaign materials in line with the thematic areas of the WFCL, and aimed at new audiences and recently recruited advocates (as noted for the SCREAM project).
2. IPEC monitor the effect/impact of its mainstreaming of its advocacy work to ILO units in relation to advocacy functions such as knowledge and information, public awareness, media and public relations campaigns, etc.
3. IPEC define with DCOMM their joint responsibilities and accountability for IPEC public awareness and advocacy.
4. IPEC conduct an evaluation on the effect of the dissemination and use of their advocacy materials (information, data, media).

5.3 Tripartite partnership

Evaluation questions and performance criteria

To what extent has IPEC supported the tripartite partnership and used it strategically to achieve outputs/outcomes?

Performance criteria:

- engagement of tripartite partners in elimination of child labour,
- joint programming/funding,
- synergy of combined actions of tripartite partners,
- extension of networking.

Introductory observations

The tripartite constitutional structure is the foundation of ILO/IPEC partnership approach, and one of its comparative advantages in the international system. Its longstanding experience in bringing together governments and social partners in constructive dialogue well situates the ILO in the current global environment for partnerships and alliances for social and economic development, and increasing UN/IFI outreach to non-governmental partners.

Child labour is a priority for ILO as a core labour standard and one of the fundamental principles and rights of the Declaration. The commitment and individual measures by member States and the social partners in addressing the issue of child labour, and the result of the synergy of their combined actions is the primary driving force in eliminating child labour. The evaluation looked at the tripartite partnership from this perspective. It also notes how IPEC supported the efforts of the tripartite partners.

The tripartite partnership is reinforced in the IPEC programme through its governance instruments, in particular Convention No. 182 where ratification of the Convention, which is almost universal, requires member states to establish tripartite national steering committees to oversee implementation of the Convention, and in particular to take steps to define “hazardous” forms of child labour in accordance with local conditions and context. In IPEC programme countries, the provisions are reinforced and extended through its MOU, where national tripartite steering committees are established as a general provision for assistance, independent of ratification of Convention No. 182, and oversee implementation of IPEC programmes overall.

IPEC receives contributions from all parts of the tripartite partnership. Contributions to IPEC from workers and employers organizations are in the order of US\$4 million from 13 donors (30 per cent of contributors),¹⁰ with considerable funds coming from organizations in poor countries, notably Pakistan and Bangladesh. Contribution figures are understated generally for all partners, as they do not include the substantial funds that are provided to IPEC at national level, direct and in-kind, from members States and social partner organizations. Some examples of these contributions are provided below.

The highest indication of success in tripartite action against child labour has been the unanimous adoption of Convention 182, the inclusion of the elimination of child labour as a fundamental principle and right in the Declaration, and the designation of Convention No. 138 (and later 182) as core labour conventions. The promotional campaign for ratification of the core child labour conventions launched by ILO/IPEC using its advocacy and campaign materials, in concert with complementary campaigns and materials through the trade union movement, and sensitization of employers through their membership, is an outstanding example of results from the synergies of the tripartite partnership supported by IPEC.

Employers’ and workers’ organizations

It was difficult for the evaluation team to have a full appreciation of the extent to which the social partners could realize their full potential in combating child labour. A global overview of initiatives from employers’ and workers’ organizations was not available, nor was there an inventory of ACTRAV and ACT/EMP activities with regard to child labour, (although the evaluation team was informed that these are under preparation). A noteworthy exception was the document provided by the World Confederation of Labour (WCL) with a strategic plan setting out objectives, means of action, budgetary resources, and a global inventory of the work of their affiliates in combating child labour.

Examples of the extensive activities of the social partners was drawn from documents, websites, interviews and case studies and examples are noted in the following sections.

With IPEC technical support, the International Organization of Employers (IOE) produced a Handbook on Child Labour as a best practices guide for employers. Employers associations have taken the initiative for tripartite action in specific export sectors at national and regional level (e.g. textiles in Bangladesh, soccer balls in Pakistan). In addition to financial resources provided to the Bangladesh project supported by IPEC and UNICEF, which involved 800 factories and targeted 8,000 children, employers participated in surveys, verification and monitoring systems, education programmes, compensation schemes to child labourers and their families, and public awareness raising for families and communities.

¹⁰ Source: Information provided in “IPEC Action against child labour 2002-03”, January 2004.

Trade unions from industrialized countries (Italy, Japan) have contributed funds to IPEC for projects in South and South-East Asia. Trade union activities, supported fully or in part by IPEC, extended trade union involvement to a wide range of activities: awareness raising, campaigns and pilot projects targeting specific industries (e.g. ports, sugar plantations, hazardous farming and fishing); inserting the elimination of child labour in collective bargaining agreements; community involvement in surveillance and detecting child labour. Trade union activities span the globe, some in conjunction with ICFTU, but others at the instigation of regional unions. Examples of documents and plans of action include “Elements for the settlement of trade unions’ actions against child labour” (Latin America), and Plans of Action for trade unions (Central America).

The following are further examples at global and regional levels on the initiatives of the partners as a result of the synergies, and the direct or indirect support from IPEC either through implementation or providing basic information on child labour.

The Norwegian government funded a project on Developing National and International Strategies to Combat Child Labour supervised by ACTRAV which resulted in a series of publications, including child labour in the agriculture sector, a survey of national legislation relating to child labour in agriculture which covered 157 countries, and a series of “how to” booklets on trade unions and child labour. One of the outcomes of the project included discussion of the issue at the Congress of the International Union of Food, Agricultural, Hotel, Restaurant, Catering, Tobacco and Allied Workers Associations (IUF) and resulted in guidelines for affiliates to combat child labour.

The ITGLWF (International Textile, Garment, and Leather Workers’ Federation) undertook a survey of child labour in textile, garment and leather industries in affiliated trade unions in Bangladesh, India, Pakistan, Philippines and Thailand, published in a booklet “Children are our Future”.

In addition to specific projects to support social partners, some donors reported that they indicate to IPEC that preference be given to social partners to implement action programs for their projects and that they monitor the allocation of funds between social partners and non-governmental organizations (e.g. Canada).

In the Americas region, members of the Organization of American States (OAS), ensure that trade agreements contain labour side agreements that stipulate that core labour standards, including child labour, must be respected.

The tripartite partnership relates most strongly to the workplace, and the formal or organized economy. In this context, the tripartite partnership, and the bipartite industrial partnerships involving workers’ and employers’ organizations relating to export products has been effective. In response to consumer pressures in importing countries there are examples where some industries precipitously dismissed child labourers from the factory floor with disastrous consequences for the children, many of whom were then forced into more hazardous work environments. With IPEC support (e.g. with UNICEF and Bangladesh garment manufacturers), Pakistan (soccer balls, medical instruments, carpets), the social partners came together to put in place programmes to rehabilitate and support displaced child workers. In addition, the social partners have contributed resources, including financial, and have used the experience in their own efforts of public awareness and social mobilization. Evidence suggests that the original model established in Bangladesh and Pakistan is replicable to other sectors and geographic regions, with adaptation to local conditions as noted below.

An innovative partnering approach is the formation of a number of multi-partner sector-based industrial organizations (e.g. International Cocoa Initiative (ICI), Eliminating Child Labour in Tobacco Growing Foundation (ECLT), as well as regional and national bipartite industrial initiatives in the agriculture, garment, soccer ball, surgical instruments and leather industries. These new models have demonstrated potential to strengthen the tripartite partnership, and to extend it to include civil society to address child labour through informal and formal sector chains from production to export.

Representatives of some of these organizations participate in the meeting of IPEC's International Programme Steering Committee (IPSC) as observers and have expressed appreciation and satisfaction with their collaboration with IPEC. The representative of ECLT specifically noted their objective of offering alternatives to children and mentioned programmes in Indonesia, Dominican Republic, and Tanzania. The representative from the International Confectionary Association (ICA) appreciated IPEC's support in the cocoa sector in West Africa.

There are other examples of the multiplier effect into civil society of the tripartite partnership, thus extending the scope of action to combat child labour. For example, the joint project of the Pakistan Ministry of Commerce, Carpet Manufacturers, and a prominent NGO with support from IPEC donor funds (Germany and USDOL) has had significant outcomes. It has resulted in action at the community level, establishment of a Child Care Foundation with a tripartite management board, and mobilization of substantial funds from the private sector. This is only one example, among several, where the social partners contributed funds from their own resources – financial and otherwise – to initiate action which was then supported by complementary government and IPEC support, both financial and technical.

Although industrial partnerships generally relate generally to the formal economy, there is a spin-off effect to at least the first level chain of supply which often is part of the informal economy where child labour is found. In the field, employers' and workers' organizations cited examples of how advocacy and social mobilization against child labour extended their traditional sphere of action. For employers, they were able to exert action at the first link in the supply chain, and sometimes further down, where child labour was suspected. For workers, their extension into communities and the first graduation of the informal sector, was a source of potential recruits for their organizations, and a force for common cause. There is also evidence that the ILO support for cooperatives has included child labour considerations.

The social partners have a clear assessment of the role they can play in combating child labour. Although the emphasis on each may vary between workers and employers, the list would include (at both global and national levels):

- Fact finding at local and national levels on child labour situations, in particular in hidden forms of child labour;
- Institutional development, including establishing sustainable structures such as committees, focal points, networks;
- Contributing to practical policy and action plans;
- Monitoring provisions of conventions, collective agreements, codes of conduct;
- Public awareness and campaigns;
- Establishing codes of conduct, joint policy statements;

- Direct support on withdrawal, rehabilitation and alternate provisions for child labourers.

The social partners indicated a need for materials, information, kits, and training for their advocacy work. Their respective organizations could provide resources, including within their general activities (such as training), but they needed the tools and materials from IPEC.

Although it is not possible to directly correlate IPEC interventions with outcomes as tripartism is an ILO principle, the examples cited above provide evidence of a synergetic tripartite partnership on child labour, resulting from IPEC actions i.e. 1) longstanding advocacy work based on research, data and analysis on child labour by IPEC; 2) initial success in raising awareness within the ILO constituents, and securing the commitment to promote the elimination of child labour through ILO means of action, in particular the adoption of a new Convention on the worst forms of child labour; 3) extension of advocacy supported by knowledge and effective campaign materials via the tripartite networks to influence the global agenda, i.e. intergovernmental negotiations of the major summit documents and programmes of action, industrial sector actions in the workplace.

The tripartite base for action against child labour is a powerful take-off point for influencing the global agenda and extending action to members of civil society at the national level. The tripartite national steering committees established under the MOUs and Convention No. 182 provide a mechanism for extending the tripartite partnership to other external actors, and coordinating within national authorities Chapter 6 provides additional examples of good models of these extended partnerships that have demonstrated potential for scaling up. Some critical factors for success include commitment by the tripartite partners for practical action at the community level; openness to working with different partners; IPEC and government support for the social partners; recognition and respect for the roles and contributions of each partner; mobilization of resources from internal sources for partners, supported by IPEC funds.

As IPEC evolves its work for implementing the provisions of Convention No. 182 on the worst forms of child labour through support to TBPs, and provides more information, data and analysis on child labour, in particular at the national and regional levels, the context for action becomes more specific to sectors, especially for the definition of hazardous child labour.

Conclusions on tripartism

On the basis of the available information the evaluation found there was considerable synergy among the tripartite partners, and IPEC had played a supporting and facilitating role to many of the initiatives. In addition, donors from governments and social partners provided resources to IPEC to support their programme. As IPEC moves into more support and facilitation for partners, and support to TBPs for the WFCL, there will be a need for a more focused approach.

New developments towards the establishment of multi-partner industry-based organizations with tripartite and external partner participation provide support in sectors vulnerable to hazardous forms of child labour. Some of these organizations are regionally-based and IPEC could benefit from an inventory, with the assistance of the Sectoral Activities Department (SECTOR), ACTRAV and ACT/EMP. This information would assist in matching relevant employers' and workers' organizations at national level in areas identified in TBPs for addressing the WFCL.

There is potential for further development of tripartite action. There is strong evidence of commitment and activities of the tripartite partners, and a general understanding of how synergies can reinforce the common objective of the elimination of child labour. Documents and websites indicate a wide range of activities. More awareness of social partner activities could identify specific opportunities for enhanced collaboration and/or donor support.

Recommendations on tripartism

1. Member States, through national steering committees, ensure that representative sector national/regional workers' and employers' organizations are included in tripartite discussions, including sectors of hazardous child labour;
2. Workers' and Employers' Groups at global level develop/consolidate a strategy for their efforts to eliminate child labour, and provide an inventory of activities by their affiliate members; and ACTRAV and ACT/EMP develop/consolidate a strategy and action plan on child labour, including its integration into its international promotional and advocacy efforts for related issues such as Decent Work, participation in PRSPs, and the Global Compact.
3. IPEC work with workers' and employers' organizations to identify and provide materials, information and tool kits for advocacy in particular for the worst forms of child labour.
4. IPEC with ACTRAV and ACT/EMP explore ways of extending systematic collaboration in a task-oriented approach, e.g. fact finding, awareness raising, tracking and monitoring.

5.4 External partnerships and strategic alliances

Evaluation questions and performance criteria

To what extent has ILO/IPEC extended the number and scope of its external partners and strategic alliances to effect the world wide movement against child labour? What have been the success/constraint factors and lessons learned?

Performance criteria:

- increase in number and range of partnerships and networks;
- multi-sector cooperation/collaboration;
- advocacy and actions against child labour by partners.

Introductory observations

Tripartism is the foundation of ILO/IPEC partnerships, but ILO/IPEC have longstanding partnerships with UN agencies such as WHO, UNICEF, UNESCO and UNDP where shared sectoral interests are most evident.

ILO has a comparative advantage in partnering as the only UN specialized agency with a constitutional tripartite structure, which forms the basis for networking among a wide range of affiliate organizations as well as further outreach to other aspects of civil society.

As more knowledge on the contextual factors impacting on the elimination of child labour, in particular its worst forms, became available and as public awareness campaigns took effect, the multi-sector and multidisciplinary nature of the programme extended the conceptual framework of child labour and required more collaboration with external partners both within the multilateral system and with civil society organizations. A corresponding development occurred at national level as the experimental nature of the

initial phase through small action programmes involved a wide range of civil society organizations.

At present, IPEC has different types of collaborative arrangements with UN agencies and International Financial Institutions, international and national non-governmental organizations, research and academic institutions, business and industrial organizations, and financial enterprises.

While IPEC has its own specialized list of external partners, it also “shares” partners in the ILO at the corporate level and with organizations more closely associated with other ILO sector departments, e.g. the United Nations and International Financial Institutions, WHO, UNESCO, and OHCHR.

Relations between UN organizations and IFIs are at two levels – the intergovernmental organization where the relationship is between Member states through governing bodies, and the Secretariats where the relationship is at the official level. Thus for influencing the policy agenda/priorities IPEC needs to work to reach the political level, in particular through Member states, but to translate the political commitment to operational reality is an officials-based secretariat relationship.

There is global recognition that collaboration is essential to realize development goals. There are different levels of collaboration depending on the degree of interaction and the type of linkages involved. In assessing partnerships and strategic alliances, therefore, it is necessary to look at the **objective** of the collaboration (i.e. cooperation, coordination, joint ventures), the **nature of the linkage** (i.e. formal, informal, networking, partnership, coalition etc), and the expected **role** of the collaborators.

For this study, a **partnership** is an agreement between two or more parties to work together for a common purpose with parties committing resources (financial, technical staff, reputation). The partnership can be governed by a formal agreement outlining such elements as agreed objectives involving shared responsibility for outcomes, distinct accountabilities, reciprocal obligations, and resources, or an informal agreement to work to a common purpose/objective. A **strategic alliance** is an intentional inter-organizational understanding between parties to cooperative in realization of a common purpose/goal.

An organization can be both a partner and a strategic ally. For example, UNICEF is a partner in implementing projects and a strategic ally in policy influence and advocacy for eliminating child labour.

Most UN and IFI agency bureaucracies, including ILO, have the endemic challenge of managing horizontal cross-cutting themes over vertically organized programme arrangements. Thus collaboration at the corporate or political levels does not necessarily translate into coherent policy and programming approaches across an organization or government, including between headquarters and the field. This is a challenge for IPEC in working with its partners at the official level which can entail relations with several units or departments at headquarters and field level relating to different sector actions. The issue is compounded by the different organizational arrangements of partners, some of which are highly centralized and others decentralized to regional or national levels (e.g. WHO, UNICEF).

IPEC's partners and strategic allies

A summary of IPEC's key partners and allies highlighting the objective, nature and role is presented in the following section. Although donors, employers' and workers'

organizations are part of the tripartite partnership, they are included in this analysis to highlight their specific role in collaboration with IPEC.

Child labourers and families

IPEC's natural constituency of child labourers, families and their advocates as partners and strategic allies has covered the spectrum of collaborative arrangements, and has resulted in the strong showing of the programme at global and national levels in contributing to the realization of its operational objective and the effectiveness of its primary and secondary strategies. Partnerships with child labourers in project design and implementation have increased the effectiveness of the projects as well as contributing to the models and programme approaches. The testimony and examples of child labourers in advocacy and social mobilization has been effective in making child labour a human reality and not a statistic. The global organizations, e.g. Global March, Child Labour Coalition, Anti-Slavery International, are strong advocates against child labour and some are peer groups of child labourers from a wide range of countries. These organizations have built a strong international constituency for actual and future action against child labour.

UN agencies

UNICEF is a longstanding partner and strategic ally on child labour. Its mandate corresponds to the ILO in its strong rights-based approach to child labour, its focus on the importance of education, and on protection. UNICEF has been an active ally at the global level, in particular in the references to the Declaration and child labour Conventions in the Declaration and Plan of Action on the Convention on the Rights of the Child, in the Education for All initiative, and the UN Girl's Education Initiative (UNGEI). It has collaborated with ILO at country level for promoting the ratification of Convention No. 182, and to have a reference to child labour in the PRSPs. ILO and UNICEF have jointly funded/implemented projects. It participates in the IPSC as an observer.

UNESCO is another longstanding partner and ally of ILO/IPEC. There is increasing interaction with IPEC around the Education for All (EFA) initiative, the universal recognition of education as a primary factor in poverty alleviation, and the specific link to elimination of child labour through education. IPEC works with UNICEF on the G-8 Education Task Force. In November 2003, an international round table jointly organized by ILO, UNESCO, Global March and World Bank in New Delhi with participation of Education and Labour Ministers, various multilateral agencies and donor agencies resulted in the New Delhi Declaration which specifically linked the elimination of child labour to achieving EFA and set out policy issues and programming approaches. UNESCO also participates in SEAC (SIMPOC External Advisory Committee) for providing expert advice to IPEC on research, data collecting and analysis on child labour. UNESCO also is an observer on the IPSC.

WHO and ILO have a long history of working together on issues of occupational safety and health, including through the Joint ILO/WHO Committee on Occupation Health. The WHO participates as an observer in the IPSC. WHO is working with IPEC on establishing normative standards for hazardous work as it applies to children.

OHCHR and the ILO have worked together on human rights in a number of areas where ILO conventions are particularly relevant. These include the specific core child labour Conventions, other core Conventions such as discrimination and forced labour, and others that could impact on children, e.g. Convention No. 169 on Indigenous peoples. IPEC legal officers provide information to the OHCHR based on the reporting requirements on ratified

conventions, as well as the information on annual reports for non-ratified core conventions. ILO participates in the Commission meetings with statements on ILO's work. At the 59th Session (2003), the ILO statement specifically addressed the issue of the rights of the child and child labour.

UNDP is another UN organization with a long history of collaboration with ILO in capacity and institution building. The UNDP manages the UN resident coordinator system, including guidance notes on specific topics for UN Country Teams and Theme Groups in the field. Recently they have issued with the World Bank a guidance note on participation in PRSPs. The UNDP is the coordinator of special initiatives related to child labour, including the Anti-Poverty Partnership Initiative (APPI).

Other UN organizations are also important partners for IPEC, i.e. FAO for agriculture-related issues, World Food Programme for food and nutrition issues, as well as their part in the food-for-work and food-for education initiatives. More recently as the boundaries of child labour have extended to other areas the International Organization on Migration (IOM), and the UN Drug Control Programme (UNDCP) have become collaborators with IPEC, in particular with regard to the issues of migration and trafficking.

International financial institutions

World Bank and IMF. The Bretton Woods Institutions (BWIs) are key partners for ILO/IPEC. Their comparative advantage, in addition to the substantial funds they provide for development, is their convening power and their macroeconomic and sector analysis related to child labour. The relationship with the institutions has evolved since the mid-90s and the ILO became an observer of the World Bank's Development Committee in 1999. The rapprochement with the ILO and the UN system generally reflects a changing attitude – in particular for the World Bank (WB), in acknowledging the importance of social dimensions in economic restructuring, and the need for international partnerships and coordination for realizing the ambitious development targets, including MDGs.

The interest of the WB in child labour issues was precipitated in 1998 by a request from their Board to see what role the Bank could play in eliminating child labour. The period coincided with a growing international interest in the subject, the growing acceptance of core labour standards as contained in the ILO's Declaration, and the success of ILO advocacy work resulting in the adoption of Convention No. 182. Child labour was a strategic "entry point" for the ILO in its early dialogue with the Bank on core labour standards.

The WB has recently issued a note on "Addressing Child Labour in South Asia that draws heavily on ILO/IPEC information and statistics including the recent publication "Investing in Every Child".

As the role of the WB in the broader development paradigm increases, in particular through its convening power in the PRSP process, and its influence on finance departments and major bilateral donors, their strategic importance as a key ally and partner is of paramount importance to IPEC.

Despite good cooperation and understanding between IPEC and some WB units, there remain constraints for ILO/IPEC in inserting child labour into the PRSP frameworks and processes. These stem from a range of factors. The general orientation of the PRSPs is on shorter term adjustment and stabilization measures with some lack of attention to longer term social considerations. Child labour is seen through a broader lens of development related to poverty alleviation through education and employment. There is a tendency in

the WB to under-appreciate the social aspects of development in favour of economic concerns. Finally, in some countries there is lack of or weak ILO field presence where WB initiated national development processes are under way.

The Bank is persuaded by economic and development arguments rather than rights and humanitarian considerations. IPEC's publication Investing in Every Child, which provides an economic rationale for combating child labour, resulted in a joint WB/ILO seminar on the publication and its findings.

Multilateral co-sponsored programmes

UNAIDS: Since 2001, ILO has become a co-sponsor of the UN Joint and Co-sponsored Programme on HIV/AIDS. The other co-sponsors are UNICEF, UNDP, UNFPA; UNDCP, UNESCO, WHO, World Bank, and the WFP. UNAIDS is responsible for a coordinated UN response on HIV/AIDS. ILO brings to the partnership its tripartite structure and extensive global data base on labour issues and workplace concerns. The significant increase of HIV/AIDS orphans and their vulnerability to child labour, including its worse forms, is an important conceptual link to the health sector. ILO has a unique opportunity to further its advocacy work to combat child labour through the nine other cosponsors, all of which are also key bilateral partners of IPEC. IPEC has a focal point for HIV/AIDS to liaise with the ILO's programme on HIV/AIDS and thus to some of the external partners of UNAIDS.

Understanding Children's Work (UCW) is a joint inter-agency (ILO, World Bank, UNICEF) research project that aims to 1) improve child labour research, data collection and data analysis; 2) enhance capacity for child labour data collection and research, especially at the local and national levels; and 3) improve impact assessments of interventions against child labour. It was established following the Oslo Conference in 1997 at the behest of donors to encourage agencies to pool data and information on child labour.

Regional development banks

The ILO has general cooperation agreements with the Asian Development Bank, the Inter-American Development Bank and the African Development Bank. The ADB is the most active in child labour action in its region through a project on core labour standards. IPEC has participated in seminars and provided information to the ADB for its publications and analysis on child labour in the region.

Other multilateral organizations

European Commission (EC): The European Commission has an established policy of establishing strategic partnerships with UN Agencies in Development and humanitarian affairs (COM(2001) 231) and has selected the ILO as one of its early partners. Cooperation between the EC and ILO is based on an exchange of letters (14.05.2001) and a series of meetings to define specific areas for cooperation, i.e. social dimensions of globalisation, poverty alleviation and decent work. One of the five areas for cooperation is the promotion of core labour standards with a special focus on child labour and education. In addition to possible funding for action programmes, the EU is committed to working with the ILO in areas such as policy dialogue, outreach, bilateral and multilateral cooperation.

OECD encompasses the member State bilateral donors for IPEC. The OECD guidelines on poverty alleviation make a specific reference to child labour, and the issue was promoted through its business and trade union units. IPEC provided considerable information to

OECD for their publication, *Child Labour*, and IPEC's contribution was acknowledged in the introduction.

International business organizations: IPEC has partnered and supported industrial organizations as noted above.

International workers' organizations: In addition to the trade unions officially associated with the ILO (ICFTU, WCL, OATUU, WFTU), IPEC has worked extensively with UNI, in particular with the media and arts network, and with the World Confederation of Teachers and Education International.

International non-governmental organizations: Of particular note is the Global Campaign for Education, the Global March against Child Labour, and Anti-Slavery International.

Multi-stakeholder initiatives: The International Cocoa Initiative (ICI) is a good example of a partnership/alliance that covers the spectrum of a sector from growing to manufacturing. It includes multinational corporations, business associations, trade unions, and NGOs and consumer associations. Funding is provided primarily by industry members and the ILO/IPEC provides advisory services. The ICI has developed a common approach to the eradication of slavery and child labour in the cocoa sector within a broader development context, and a common set of operating principles. Another example noted previously is the ECLT.

Views of partners and allies on collaboration with IPEC

The evaluation undertook a telephone survey with key global partners on their assessment of collaboration with ILO. The sample was small but representative and included responses from child labour advocacy organizations, UN agencies, International Financial Institutions, Employers' and Workers' Organizations, and multi-stakeholder partnerships. The response from all groups was general satisfaction with IPEC collaboration, but a recurring theme was delays or non-responses in providing information requested or expected.

Extension of number and scope of partners

IPEC's approach to partnering resembles its first phase approach to programming, i.e. testing and trial of partners, partnerships and collaboration. It has been successful in attracting a wide number and variety of external partners, many of which function at international level with national affiliates. This is also true of worker and employer organizations.

IPEC has extended its scope and range of external partners substantively during its recent history. The programme has longstanding collaboration with key UN organizations (e.g. UNICEF, UNESCO, UNDP, WHO, UNHCR), and NGOs (e.g. Anti-Slavery International). The increased public awareness and involvement in child labour issues has created new advocacy groups and awakened interest in established NGO and civil society organizations.

New organizations were formed for elimination of child labour, and others became aware of the issue and responded with requests or actions. The new organizations would include Global March, Child Labour Coalition, the newly created industrial foundations (cocoa and tobacco). Established organizations that responded to the advocacy work of IPEC would include Inter-Parliamentary Union, research institutions, arts/theatrical groups (e.g. UNI).

For the key international summits and conferences, including the Millennium Special Session, ILO/IPEC established partnerships and alliances to ensure that child labour was included as a reference in the Declarations and Plans of Actions for these meetings. This included references to the ILO Declaration and to Conventions Nos. 182 and 138. In addition to the mobilization of support through the extended networks of the tripartite partnership and the UN partners, ILO/IPEC allied with key child labour advocate organizations at global level such as the UN Sub-Group on Child Labour (currently convened by Anti-Slavery International), and the media.

As the high level policy declarations are translated into operational guidelines, priorities and programmes of partners at global and national level, the evidence of results is less clear. ILO has taken the leadership at the international level by chairing a working group for the UNDG to assess the role and experiences of UN agencies with PRSPs. The working group included members from UN funds, programmes and specialised agencies, the World Bank and the IMF. The assessment resulted in a revised guidance note for UN Country Team engagement in PRSPs. Distribution of the Guidance Note was under a joint letter from Heads of the UNDP and World Bank to signal the joint commitment to working together on PRSPs. However, there was no explicit reference to child labour either in the assessment document or the revised guidelines.

This could be viewed as a minor omission, but PRSPs are an important vehicle for national development plans in support of the MDGs in many countries. It is important that the bias to subsume child labour under different labels is not reinforced by invisibility in global guidelines for key partners. The guidelines can be an important factor for the inclusion of child labour in development plans, and subsequent monitoring through performance indicators, including those linked to PRSPs and ultimately to MDGs.

Different perspectives of partners on child labour

This omission highlights a constraint/challenge for IPEC. Although there is global acceptance of the need to combat child labour, in the higher level operational programming frameworks it is generally not a “stand-alone item”, but is subsumed under more general themes related to poverty reduction, e.g. education, employment (especially youth employment), social protection, vulnerable groups. In the ILO a similar situation exists, in that child labour is often subsumed under the Declaration as “one of” the fundamental principles and rights at work, or in Decent Work as one-quarter of “one of” the four pillars.

The importance of ensuring visibility for child labour is reinforced by the fact that many of IPEC’s partners, including the national governments and donors, do not see child labour as a distinct factor in social and economic development, but rather part of broader poverty alleviation themes. The exception is the general acceptance of the Worst Forms of Child Labour as a distinct problem that requires immediate action in relation to Convention No.182. The momentum of the establishment of national steering committees in accordance with the provisions of Convention No. 182, and the formulation of TBPs that fit well with the timeframe of the MDGs and processes of the PRSPs is in IPEC’s favour for addressing the constraint.

Transaction and maintenance costs

There are transaction and maintenance costs for sustaining partnerships and strategic alliances, and these vary with the nature and type of collaborative arrangements.

An OECD/DAC peer evaluation of four donors in Tanzania identified 27 government-led consultative mechanisms involving UN, IFIs, donors and NGOs, and 18 additional consultative mechanisms led by DAC members and involving donors, UN, IFIs and NGOs.

Case studies noted in Chapter 6 confirmed the extensive number and range of consultative mechanisms operating in the field and the high transaction costs for the ILO/IPEC to participate in all that are relevant to the programme. Other organizations (including donors) noted that they needed to take a selective approach due to the transaction costs of meetings and associated preparation/follow-up work and that consultative groups on child labour (generally led by ILO or UNICEF) are not as high a priority as some others. ILO/IPEC will need on both counts to find partners to carry the child labour message in groups they cannot participate in, and conversely to promote the importance of child labour to consolidate strong partners in groups they lead or participate in.

IPEC's mandate requires partnerships and strategic alliances and for sustainability will require investment in key partners both in terms of capacity building, but also in terms of mutual interests. IPEC has already consolidated some implementing partners at country level as the programme moves to larger integrated projects, and these partners tend to be the traditional ones noted above. As the programme moves to more policy-orientation, it will need to closely examine its strategic partners for greatest distribution effect. It will also need to see how its interests can be leveraged, internally and externally through combined efforts with other units in the ILO, including Office-wide promotions of the Declaration and Decent Work.

The principles/approach that the programme could take to do this would include:

- Consolidation of traditional collaboration with known partners and alliances;
- Differentiated approach according to the objective, type of relationship and role;
- Recognition of the different optic or entry point of partners in the promotional messages and information provided to them;
- Priority to partners with extended networks for a multiplier effect;
- Strong common interest of the organization involved in combating child labour;
- Representative organizations, including umbrella and federations to reinforce the leverage and distribution effect;
- A representative range of partners to reinforce the multi-dimensional nature of child labour;
- Potential for leverage of resources and policy influence;
- Complementary and joint events for advocacy against child labour supported by high quality public awareness materials (e.g. posters, cards).

Conclusions on external partnerships

Although the results chain from IPEC actions to impact on the target population cannot be measured precisely, as ILO/IPEC benefited from a global convergence of interest in combating child labour, and shared advocacy roles with a number of key partners, there is sufficient evidence that IPEC's partnering and strategic alliances had a significant effect on the global movement.

The transaction costs of partnering and collaboration can be high and non-sustainable in the longer term. IPEC needs to develop a more focused approach based on objectives,

selection criteria, and performance assessment. The importance of finding “standard bearers” for the child labour message in forums where IPEC is unable to participate directly is critical to a sustained effort to ensure that child labour is present in the various sector groups and consultative/coordination mechanisms.

The new global context for convergence and coherence in the multilateral system, including coordinating mechanisms coincides with IPEC’s own shift of emphasis and timeframes towards upstream policy influence and facilitation in connection with priority on WFCL. TBPs generally span the timeframe of the MDGs. These factors provide an opportunity for IPEC to consolidate its partnering for increased leverage of influence and resources through both tripartite and external partnerships, in concert with the global environment for partnering and coordination with national development plans and consultative processes.

Recommendations on external partnerships

IPEC develop a more strategic approach to external partnerships and strategic alliances based on the principles/approach noted above with a “differentiated” collaboration that takes into account transaction costs and the need for efficient management of the partnership portfolio.

5.5 Mainstreaming child labour into social and economic development

Evaluation questions and performance criteria

To what extent has child labour been mainstreamed in the global development policy agenda of the tripartite and external partners as a result of IPEC advocacy, public awareness, and social mobilization?

Performance criteria includes:

- reference to child labour in political statements, policies/programmes;
- increased allocation of resources, including technical;
- inclusion of child labour indicators in guidelines, monitoring and evaluation.

Introductory observations

Mainstreaming is the incorporation of action on child labour into permanent institutional mechanisms and socio-economic policies at both national and global levels.

IPEC’s Programme Operations Manual (POM) defines mainstreaming as follows:

- “Mainstreaming child labour action refers to concerted efforts to influence processes, policies and programmes that have a significant bearing on the problem”.
- “It comprises several aspects, including: promoting the reduction of child labour as an explicit development objective; supporting and disseminating research on child labour and developing analytical tools (e.g. child labour impact assessments, budgets and indicators); including child labour indicators when developing monitoring and evaluation systems for national development programmes; strengthening the technical capacity of institutions concerned with child labour; strengthening child labour constituencies and pressure groups; strengthening dialogue with international financial institutions; and linking IPEC TBPs for the elimination of child labour, particularly its worst forms, to national poverty reduction strategies.”

This section will particularly look at the issue from the global perspective, while recognizing that the development policy framework now coalescing around the MDGs and the associated processes for national poverty reduction strategies are linked.

Mainstreaming at the global policy level

The many examples cited above of specific references to child labour in the declarations and plans of actions associated with key international conferences and summitry on development and rights of the child in recent years indicate that child labour is mainstreamed globally at the high policy level. The adoption of and ratification campaign for Convention No. 182, (and complementary extension to Convention No. 138), is evidence of the global mainstreaming of child labour in the tripartite partnership.

What is less evident is the translation of the high level policy pronouncements to operational strategies and programmes within partner organizations globally, through to the country level. There are many interim steps and processes for this to happen, and they are not generally linear. This is due to several factors. The multi-dimensional nature of child labour means involvement and collaboration from a large number of different institutions and actors. Partners address child labour in the social and economic development paradigm through different optics, i.e. a social, economic or rights issue. The MDGs are expressed at high level. The mechanisms and approaches for translating national development plans and poverty reduction strategies into operational programs in support of the MDGs are recent.

There is considerable evidence that child labour has been mainstreamed in the tripartite partnership. Examples are given in previous sections but would include a considerable augmentation of financial resources to the global program from all partners, as well as for country programs. (Figures and tables are presented in Chapter 9). In countries there is evidence of increased resources in funds and/or in kind for programmes against child labour, from governments and social partners.

Social partners have produced a number of good practice handbooks and guidelines for use by their members in their local actions with IPEC assistance. There are a number of examples cited where training on child labour issues was incorporated into regular programmes for trade unions and employers.

It is not clear to what extent donor agencies have mainstreamed child labour into operational strategies. Most approach the issue through a development prism of poverty reduction and associated root causes such as education, health, youth employment, vulnerable groups in their higher level operational policy frameworks. This was confirmed by a cursory sampling of website and publications from major donors.

For the external partners, there is some evidence of mainstreaming at the operational level... UNICEF includes child labour indicators in its monitoring for its annual report on State of the World's Children. An encouraging example is the World Bank. A recent note on "Addressing Child Labour in South Asia" jointly prepared by the Social Development Departments in Washington and South Asia WB Offices provides an analysis of the child labour problem in the region based on key ILO/IPEC reports, including the recent one on "Investing in Every Child". The note documents experience and lessons learned for addressing the issue through direct and indirect interventions.

An important instrument for providing operational guidance on the MDGs is through work now under way within the UN system on the Millennium Project, a three-year project that serves as an advisory body to the Secretary General. The Millennium Project researches on

identifying operational priorities, organizational means of implementation, and financing structures necessary to achieve the MDGs. It has established ten thematic task forces around the MDGs composed of representatives of UN agencies (UN Experts Group) and outside experts. The ILO is participating in the UN Experts Group. In addition the UNDG is coordinating country level activities of the UN through guidance notes.

The reference to child labour in the major international Declarations and plans of action is the first, and an essential step, for mainstreaming. However, to ensure that the high level policy translates into operational guidance at the country level, child labour will need to continue to be visible through the hierarchical cascade of operational programming instruments of the UN/IFI and major partners. These instruments and processes are at the formative stage and there is an opportunity for advocacy and influence.

The higher level MDGs provide entry points for including child labour indicators either through the board rubric of poverty alleviation, or a focus on related sectors/themes such as education, health, HIV/AIDS, youth employment, protection, vulnerable groups. The ILO has the lead on refining the indicators associated with youth employment in the MDGs and this provides an opportunity to make a linkage with child labour.

Recommendations on mainstreaming

1. IPEC continue to provide the evidence through its information and advocacy to key partners at global level for including child labour as a specific factor for social and economic development.
2. IPEC continue to provide evidence on the links between child labour and key sector concerns related to MDGs and develop indicators for global monitoring of child labour within the MDG framework.
3. IPEC provide guidelines and tools to field staff for participation in the PRSP and MDG processes, based on its experience and practice, in particular related to the TBP process.

6 National Level Effectiveness and Impact

6.1 Introductory observation

Addressing the issue of child labour at national levels is complex and high risk. The work of eradicating child labour is one centred on changing core values, attitudes and behaviour within culturally diverse, sometimes economically unstable, and rapidly changing social environments. Progress depends on a range of factors and players.

The issue of child labour is also often controversial and politically charged. Progress towards its elimination depends on greater national recognition of its burden to social and economic development, and the urgency and importance of ending its worst forms as a matter of human rights. ILO/IPEC, along with its international and national partner agencies, have been challenged to develop coherent and combined efforts to effect change within diverse, and sometimes adverse, environments.

This chapter outlines the evidence collected through five sub-regional case studies covering ten countries of the work of ILO/IPEC at national level in addressing child labour. The findings are supported through information gathered at national and sub-regional levels in these cases only, and therefore cannot be presumed to reflect the situation in every country.

The ILO/IPEC high-level strategy for the progressive elimination of child labour at national levels aims to strengthen agency capacities and promote action against child labour, with priority to the eradication of the most hazardous and exploitative forms of child labour, and to provide alternatives for children and families. This strategy includes explicit consideration of the girl-child and guidance on how to ensure incorporation of gender. Progress at the national level is reported as significant support to countries in implementing time-bound programmes, as well as action that directly benefits children through pilot projects, or indirectly through ILO support and advocacy to other development partners.

1. IPEC's strategic approach has evolved from an initial project focus to a set of policies and an integrated operational model based on five core elements:
2. mainstreaming child labour issues into the national social and economic policies and budgets;
3. building capacities, partnerships and networks among key players;
4. developing and applying knowledge to raise awareness and guide decisions, and share good practice;
5. advocacy and social mobilisation; and
6. direct action for the withdrawal and rehabilitation of children from the worst forms of child labour.

6.2 The ILO/IPEC's national strategies and options: coordination and institutional set-up

The aim of IPEC national-level technical cooperation is to provide relevant, coherent, effective and efficient support to national partners in progressively eliminating child labour. This requires attention to national priority needs, institutional absorptive capacities and potential for sustainability. Consideration of these factors are interwoven at the design, implementation, and review stages. There is need to avoid gaps, bottlenecks and duplication of effort throughout the process.

Toward this end, IPEC has benefited from increased efforts within the ILO to build more coherence across its work at national level. One result has been more attention to supporting national policies, institutional capacities and collaborating across agencies to embed child labour into an integrated and resourced national plan. These are anchored in inter-agency coordination to reinforce national efforts to support MDGs and PRSPs.

In addition, IPEC has both spurred and benefited from progress made in better understanding child labour in its many forms. This has directly supported a more adaptable programming mix and formula for handling child labour issues and prodding change in cultural attitudes and practices towards child labour.

Evaluation questions and performance criteria

Does IPEC's national programming adequately link adoption and application of child labour standards with effective technical cooperation for addressing the obstacles to successful application of C 138 and C 182? Are IPEC's programming approaches responsive and supporting coherent national strategies?

Performance criteria:

- IPEC's national support directed towards integrated national strategies for eliminating child labour and consistent with Core Conventions on child labour.
- National IPEC programming is responsive to national priorities, and constitutes a coherent strategy.

Since 1998, national efforts to eradicate child labour have largely been grounded in elimination of child labour as one of the four fundamental principles in the Declaration, and linked to the rights-based and promotional approach of the Declaration, with adherence to implementing the provisions of Conventions Nos. 182 and 138, and Conventions on the Rights of the Child.

National efforts supported by the IPEC programme have influenced rapid and widespread ratification of both Conventions. In the process IPEC has pursued coherency and commitment among major national actors to recognize the international Conventions as the foundation for integrated action and the yardstick for assessing progress made.

With ratification of C 182, the ILO's member States have committed to putting in place effective, time-bound measures for the elimination of the worst forms of child labour developed through tripartite dialogue.

IPEC's support to application of C138 and C182 has taken several forms:

- **Time-bound programmes**, constituting integrated projects to support national development of time-bound programmes (TBPs) combine targeted interventions against the WFCL with building a sustainable environment for continued national policy coordination and action.
- **IPEC country programmes**, characterized by larger integrated multi-component projects that respond to national and institutional contexts, primarily through targeted interventions with partner organizations on small-scale projects.
- **Sector and thematic projects**, at national, regional and global levels to deepen the understanding, broaden the products for support, and intensify operations within a geographic area or specific form of child labour.

The national programme mix requires finding the right balance and progression of technical cooperation initiatives.

IPEC was a pioneer within the ILO in developing country programmes through project funding. In nearly all case studies, the country programme framework was used at an early phase. The initial research, awareness raising, networking through media, social mobilisation, capacity development of government and nongovernmental agencies, and establishment of national committees to address integrated measures to address child labour was found to provide the groundwork upon which to launch more focused sectoral initiatives, more substantive time-bound initiatives, or a more paced strategy responding to national circumstances. Many donors are also moving towards Sector-Wide Approaches (SWAPs) and programme funding. IPEC leadership has recognized the importance and is moving towards supporting these frameworks.

The case studies documented IPEC's effectiveness in adapting to the national capacities and constraints of governments and social partners to develop strategies and capacities for addressing child labour, with somewhat less evidence of adjusting to the pace these agencies thought necessary. In nearly all case countries, the mix of agencies and actions were considered innovative and effective from a design perspective. The multi-dimensional approach has proven popular and durable, particularly in countries where child labour was not yet recognized as a problem. It has also been cost effective in developing the groundwork for eventually launching more targeted projects.

A fair share of partner agencies and implementers of action programmes, however, found the pace set by IPEC programmes ambitious and worried that efficiencies gained may be negligible if progress cannot be sustained by the agencies involved. Concerns were raised that in rushing to meet deadlines, process and capacity issues were often tabled, with a possible risk that agency buy-in and ownership of the initiatives was being compromised. Some expressed concern that donor pressure on delivery over a short time period allowed insufficient time for process development.

The ILO continues to implement projects in all modalities, with the result that there is often a web of projects in countries and regions with complementary aims and collectively supporting national initiatives to eradicate child labour. Table 4 summarizes the list of projects active in 2003 in each of the ten case study countries.

The multi-project portfolio approach at the national level has enabled ILO/IPEC to:

- Capture efficiencies and depth of focus that can be achieved through sector and thematic projects that cover more than one country;
- Maintain an IPEC presence and national strategy over an extended time period;
- Integrate child labour into programme-level technical cooperation that does not exclusively focus on child labour but may bundle as part of a broader poverty, gender or other thematic area of work.
- Aggregate global programme activities such as SIMPOC studies, thematic evaluations, and other global initiatives that take place in countries for short periods of time.

There is evidence, however, of project bundling that is not by design. In some countries, several cases of ILO project overlap and inconsistencies were found, leading to concerns among some stakeholders of inefficiencies and defused focus. These situations are due in part to:

- The individualistic way in which many donors steer and approve funding for child labour elimination, tending to rely heavily on project approaches rather than

thematic, national or regional programming frameworks, and tending to favour particular countries or regions.

- The often short time periods for which individual project-level funding is planned and approved (often not exceeding two years, rarely exceeding three years). Too often, there is too short a preparatory phase or limited staff time to adequately consult at the national level on formulation of a project design.
- The underdeveloped state of many national strategies and implementation plans within which donor funding can be proposed.

Table 4 Projects active in countries assessed: 2003

Bangladesh				
P.340.00.359.150	Country Programmes	Germany	4/2001	8/2003
P.340.74.359.070	Norad assisted BGMEA	Norway	10/1999	1/2004
P.270.10.359.014	Preparatory phase - TBP	Norway	1/2003	1/2005
P.270.10.359.004	Worst forms - TBP, prep	DFID	1/2002	1/2004
P.270.03.300.051	TICSA Phase II	USDOL	9/2002	9/2005
P.340.00.359.052	BGMEA Phase III	USDOL	1/2001	4/2004
Brazil				
P.340.00.216.150	Country Programmes	Germany	4/2001	11/2003
P.260.03.200.050	Child domestic labour (II)	USDOL	1/2001	12/2004
P.260.03.200.055	CSE Paraguay and Brazil	USDOL	1/2001	1/2004
P.260.10.216.050	Worst forms - TBP	USDOL	12/2003	12/2006
P.340.03.900.068	Child Soldiers	USDOL	1/2003	1/2004
P.340.74.216.050	SIMPOC Brazil	USDOL	1/1999	12/2004
P.260.10.216.051	Trafficking of children	US State	1/2004	1/2006
P.260.10.216.001	Trafficking girls and boys	USAID	1/2003	1/2006
Costa Rica				
P.260.08.200.002	CDW (Phase II)	Canada	1/2002	1/2004
P.260.08.221.003	Supporting TBP (Phase II)	Canada	1/2002	1/2003
P.260.08.204.070	Coffee industry (Phase I)	USDOL	1/2000	4/2004
P.260.08.221.050	Coffee industry	USDOL	1/2000	6/2004
P.340.74.204.050	SIMPOC Central America	USDOL	1/1999	8/2004
P.340.74.204.052	SIMPOC - Costa Rica	USDOL	1/2000	1/2004
India				
P.340.00.325.150	Country Programmes	Germany	1/2001	1/2004
P.270.05.325.001	Sericulture industry	Italy	1/2002	1/2005
P.270.05.325.060	Andhra Pradesh	DFID	1/1999	3/2004
P.270.05.325.061	IASP	DFID	1/2001	1/2004
P.270.05.325.050	IASP in 4 districts	USDOL	1/1999	1/2005
Mali				
P.340.00.135.051	Country Programmes	France	1/2001	1/2003

P.340.01.100.050	Afrique francophone.	France	1/2002	1/2004
P.340.01.135.001	Travail des enfants (Phase II)	France	1/2001	1/2003
P.250.03.100.053	LUTRENA (Phase II)	USDOL	1/2001	1/2004
Nicaragua				
P.260.08.200.002	Domestic (Phase II)	Canada	1/2002	1/2004
P.260.08.200.052	CDW - education	Netherlands	12/2004	12/2004
P.260.08.200.050	CSE (Phase I)	USDOL	10/2002	10/2005
P.260.08.200.056	Coffee/ Comag(Phase II)	USDOL	6/2003	6/2006
P.260.08.204.070	Coffee industry (Phase I)	USDOL	1/2000	6/2004
P.260.08.240.051	Coffee industry	USDOL	1/2000	6/2004
P.260.08.240.052	Farming stockbreeding	USDOL	1/2000	9/2004
P.340.74.204.050	SIMPOC Central America	USDOL	1/1999	8/2004
P.340.74.204.057	SIMPOC	USDOL	2/2000	1/2004
Peru				
P.340.02.900.004	Education	Netherlands	1/2003	1/2005
P.340.01.900.063	Gender Networking	DFID	1/2001	1/2003
P.260.03.200.050	CDW (Phase I)	USDOL	1/2001	31/2004
P.260.03.200.052	Small-scale gold mining	USDOL	2/2002	28/2005
P.340.01.900.077	APEC Awareness raising	USDOL	1/2002	30/2006
Senegal				
P.340.01.100.050	Afrique francophone	France	1/2002	1/2004
P.250.07.147.063	Supporting TBP	USDOL	12/2003	12/2006
P.340.03.900.068	Child Soldiers	USDOL	1/2003	1/2004
Tanzania				
P.340.01.100.055	CSE anglophone Africa	Austria	1/2001	1/2004
P.250.08.159.009	Child labour in tobacco	ECLT	9/2003	9/2006
P.340.00.159.150	Country Programmes	Germany	1/2001	1/2004
P.340.73.159.041	SIMPOC	Norway	1/2000	1/2003
P.340.02.100.016	CDW in East Africa.	Sweden	1/2002	30/2004
P.340.74.159.050	Investigative study	DFID	1/2002	1/2003
P.340.00.100.050	Commercial agricultural	USDOL	1/2000	31/2003
P.340.01.159.050	Supporting TBP	USDOL	1/2002	1/2004
P.340.02.100.051	WFCL Anglophone Africa.	USDOL	9/2002	2/2006
P.340.02.900.078	Tracer/Tracking	USDOL	9/2002	11/2003
Uganda				
P.340.01.100.055	CSE anglophone Africa	Austria	1/2001	1/2004
P.340.02.900.066	CDW - TCRAM	Netherlands	1/2003	1/2004
P.340.02.100.016	CDW in East Africa.	Sweden	1/2002	30/2004
P.340.00.100.050	COMAG (COMAGRI).	USDOL	1/2000	31/2003

P.340.02.100.051	WFCL Anglophone Africa.	USDOL	9/2002	2/2006
P.340.02.900.078	Tracer/Tracking Methodology	USDOL	9/2002	11/2003
P.340.03.900.052	Armed conflict	USDOL	9/2003	9/2006
P.340.03.900.068	Child Soldiers	USDOL	1/2003	1/2004
P.340.74.162.060	SIMPOC Uganda	USDOL	1/1999	7/2004

Evidence from the ten country case studies shows that IPEC has been largely successful in mapping out with their national partners the coherence and continuity of various project initiatives. In addition, IPEC has usually reinforced national ownership of child labour eradication by basing resource mobilization strategies and project designs on national priorities and participation in decision-making. IPEC has learned lessons from earlier work that did not always recognize adequately the importance of each. In some case study countries there was a general comment that national involvement was often at the approval stage, rather than at the early design stages. IPEC recognizes this as an issue. Shortfalls in communication, often from shortage of staff and short planning deadlines, have often impeded the level of progress that it has made.

IPEC's move to large-scale projects at the country level is aimed at better coordinating diverse project activities into a coherent national planning and implementation framework. Evidence through case studies shows progress already being made towards this. Internal and external constraints remain, however. IPEC can improve communication internally and externally, including through national strategy papers and integrated work plans, of how its work at the national level links across projects. Results-based planning that currently focuses on project deliverables could be more effectively developed within an integrated national, multi-project framework where all projects report progress against a larger national set of objectives for eradicating child labour.

Time-bound elimination of child labour is conditional on numerous external factors, at least in poorer countries; these impede progress.

In some case study countries where child labour elimination has been identified as a national issue, and most often focusing on WFCL with links to other development issues, governments have set bold targets and outlined ambitious initiatives to eradicate child labour over a specific time period. Within planning frameworks, national governments have increased support for expanding educational opportunities, and have taken steps to improve facilities and quality of teaching. Some explicitly set out policy frameworks for basic education, and alternative education schemes for disadvantaged children. Similar efforts address poverty alleviation, including supporting schemes to rapidly reduce the incidence of poverty.

IPEC has responded to national plans by supporting broad-based partnership networks, resource mobilization, and commitments to improve capacities and address environmental constraints. Through the TBP initiative, IPEC has shifted its strategies from coordinating project implementation, mostly through action programmes, towards reinforcing inter-agency collaboration and joint development of integrated national action plans.

In developing specific measures for eliminating child labour, governments have had difficulty in setting achievable targets for reducing the involvement of children in worst forms of child labour, over a delimited period of time. The effectiveness of time-bound initiatives is strongly influenced by contextual factors, such as economic conditions. Too often underlying assumptions of improving national conditions, particularly related to

poverty reduction, have not proven achievable in designated time frames. Despite strong commitment and action, overall economic hardship continues to confound elimination efforts.

Progress has also been limited by budget constraints to support specific initiatives, such as education improvement, which are highly dependent on government revenues for financing. Operationally, it is seeming more pragmatic for governments to concentrate on a limited number of priority worst forms of child labour for elimination, or to support industry-level initiatives, or area-based efforts.

Conclusions

The ILO, through IPEC's work, has demonstrated how technical cooperation can be effectively aligned to reinforce adoption and implementation of international standards addressing child labour. National programming approaches within IPEC have been effective means of shaping and reinforcing national priorities and approaches to eliminate child labour, particularly the worst forms, which for many countries have become of primary concern.

The case studies show that IPEC can improve its support for nationally driven, integrated activities and resource mobilization efforts through better collaboration on funding initiatives around a better-defined national strategy for integrating individual projects. Donors, in turn, can reinforce the importance of this by supporting and responding favourably to a national consultation process aimed at better integrating project work with national strategies to eliminate child labour within the context of MDGs and PRSPs. IPEC can be a major facilitator, but not owner, of this process.

Similarly, flexibility in programming funding to the ILO can be a means of improving the consistency and continuity over time of national initiatives. In addition, such funding mechanisms could support greater flexibility in implementation scheduling. IPEC can, as part of its annual reporting, profile priorities at regional and national levels for donor consideration. Donors in return can commit more readily to an integrated framework for directing future funding.

Recommendations

IPEC can as part of its annual programme reporting, profile priorities at regional and national levels for donor consideration. Donors in turn can collaborate on how to reinforce coherence through their future funding to address child labour.

6.3 Mainstreaming child labour issues into social and economic policies and budgets

Evaluation questions and performance criteria

To what extent is child labour elimination being mainstreamed into national planning frameworks, policies and plans?

Performance criteria:

- National planning and policy frameworks incorporate elimination of child labour as a priority.
- National agencies incorporate measures supporting elimination of child labour into their action plans and budgets.

The IPEC strategy aims to integrate child labour eradication into national planning and action at several levels: the mainstreaming of child labour concerns into national development frameworks and budgets, formulation of specific child-labour policies and programmes, and the conformity and application of legal frameworks to core Conventions. This section reviews evidence from national case studies of how this strategy component has been implemented, where progress is being made, and issues to be addressed.

IPEC's upstream efforts to embed child labour within national development frameworks has borne results but integration is not yet widespread.

National planning and policy frameworks link to child labour eradication primarily through education, family policies, and poverty reduction priorities. The incorporation of child labour into many of these planning documents signifies at the national level the commitment of governments and civil society to eradicating child labour.

The joint work of the ILO, IPEC and constituents to integrate child labour eradication into PRSPs and similar planning documents, in tandem with a broader decent work agenda, has accelerated in recent years. Within the PRSP and UNDAF frameworks, the ILO and IPEC have worked through thematic working groups to more directly integrate elimination of child labour into national development planning and budgets. In all ten national case studies IPEC launched initiatives towards this end, and in all cases were able to document progress made.

At the national level, however, there is concern over whether this inclusion will prove substantive in improving national capacities and action. The case studies revealed the difficulties of first including child labour explicitly in draft documents, and second, in securing a continued inclusion during extensive review processes in which competing needs vie for attention and resources.

The ILO itself is often limited in the number of entry points through which decent work can be integrated into national planning. As a result, in only a few case countries visited did ILO's constituents place child labour as a high priority or stand-alone priority within their national decent work agenda.

In general, there is concern that including child labour issues in national planning documents does not yet ensure adequate attention to the integrated measures needed and scale of the problems to be addressed, nor has it been proven effective in translating into widespread multi-agency linking of resources to support integrated action. In many cases, resource decisions at ministerial levels do not explicitly single out budgets for child labour eradication activities. When child labour appears as an indicator to be monitored, and there is need to show progress, the likelihood of effectiveness is arguably improved.

IPEC is better supporting partners to integrate national policies aimed at addressing child labour and its causes.

IPEC has been a catalyst in stimulating national debate on child labour, bringing into the open sensitive issues, and introducing means of addressing them at the policy level. Through early attention to shifting attitudes and raising awareness, IPEC's approach has proven highly effective in motivating inter-agency dialogue over child labour as a national development and human rights concern.

IPEC has worked nationally at the policy and regulatory level across relevant sectors to operationally link education and social protection, poverty reduction and eliminating child labour, and to support these in becoming an explicit part of national sectoral strategies and budgets. The process has been complex, however, as ministerial agencies in some cases

have had too few resources to direct to their own primary mandates, and are often reluctant to extend their scope and collaborate more with each other.

Despite difficulties, at national levels, government commitment to improving education and social protection, reducing poverty **and** eliminating child labour has been evident through integration of child labour in key (draft) policy documents and action plans. Specific national child labour strategies also have been developed in nearly all Ministries of Labour of case study countries and other agencies to mainstream child labour issues into local action, across related Ministries, and into their operational budgets. Ministries have, however, been hampered in addressing upstream policy efforts by difficulties in moving key policy planning documents from draft stage to adoption. As a result, these existing initiatives remain under-resourced within national budgets.

Translating strategies into resource and programming decisions within national agencies other than Ministries of Labour can be particularly difficult. In most countries visited, weak coordination and cooperation practices across ministries and government agencies was considered the most significant obstacle to more effective efforts in reducing child labour. While competition was partly to blame, also significant were work overload, poor communication infrastructure and practices, scarce resources for supporting activities, and a lack of experience and incentives for collaborating. Agencies need more direct support in how to better collaborate in addressing child labour, an area which IPEC's support to TBPs emphasizes.

Linking child labour to policies promoting universal education has appropriately become a major strategy component.

ILO/IPEC's strategy has long sought to substantively link eradication of child labour to universal education that is accessible to all. Much of its work to influence policy change has required active involvement in a number of education-related issues. ILO/IPEC, working with partners, has addressed cultural attitudes towards education, supported teachers' rights, worked with key actors to improve capacities and infrastructure particularly in rural areas, and supported efforts to make education more relevant and of good quality. Finally, the programme has sought means of addressing financial constraints to the household such as reducing indirect education costs, and reducing the opportunity costs of sending children to school.

Case studies identified the sustained support of IPEC at national and local levels in:

- Changing attitudes of parents, community leaders, and educators to watch for and prevent child labour through awareness raising and active monitoring linked to curriculum and attendance.
- Advising ministries of education on effective policies and programmes for school grants targeted to poor households with working children, and flexible school formats and hours to accommodate working children.
- Addressing gender-based obstacles to accessing and continuing education.
- Supporting governments and providers in advancing the quality and scale of alternative education programmes to prevent child labour and rehabilitate those in need of alternatives to child labour.

Case studies have also shown the little that IPEC itself can achieve at the national level without effective collaboration with major international donors and development agencies adapting their own strategies to call for policies specifically targeting child labour reduction as an aim of education initiatives.

Box 4 Regional action to influence child labour policies

Case studies also have documented the importance of influencing national policies through regional institutions and forums.

In South America, MERCOSUR is an important institution for shaping regional and national policies. IPEC was a major impetus to placing child labour on their agenda, with an early milestone being its members declaring child labour as one of the region's political priorities. MERCOSUR has since promoted the development of a Sub-Regional Plan on the Elimination of Child Labour which also includes Chile as an "associate" member. It was approved in 2000 and in 2002 the presidents of the Member States declared child labour eradication to be one of the regions political priorities. It includes strategies on improving statistics, inspections and monitoring, a common legal framework, the development public policies and observatories and strengthening the social partners. Horizontal cooperation is a core element of the plan and Brazil helped other countries in improving their inspection system.

IPEC's work is best positioned through effective partnership and more focus and coverage on success stories in practical measures followed that can be quickly and effectively replicated elsewhere. Nationally, this will mean more attention to how global alliances between agencies can better leverage collaboration at national levels and seeing that information of successful collaboration at each level reaches those at the other.

IPEC can focus more effectively on leveraging its strategies with others at global and national levels working in the following areas:

- Linking ex-child labourers to agencies committed to improving alternative education programmes.
- Liaising more effectively with local providers of microfinance services and micro-enterprise training and technical support to improve financial constraints to school attendance.
- Working through teachers unions and education departments to revise curricula and introduce materials to raise awareness of children to the dangers of child labour.
- Work with employers' organizations to lobby for improved quality and relevance of vocational training to future employers, and for expanded and better supported apprenticeship programmes for youth.
- Work through on-going local child monitoring initiatives (school enrolment, attendance, etc.) to integrate child labour monitoring sustainably, particularly in targeting child orphans.

IPEC's support to national time-bound programmes emphasizes the above points.

Strengthening labour legislation and its enforcement is a well integrated component of IPEC strategies at national levels.

IPEC's strategy explicitly aims at improving the effectiveness of national legal environments through both revision and harmonization of labour laws, and improved capacities and commitment to enforcement.

The systematic legal review and reform process involve drafting new labour codes relating to child labour. Adopting proposed new legislation, and associated mechanisms and means for enforcement has received notable attention and the investment among national agencies has been significant. However, reconciling existing labour codes to incorporate the provisions of C182 is lengthy and costly. For most case study countries completion of the process has lagged in part because of a clear lack of resources and capacities.

- Reviews and proposals for revising and reconciling relevant legal and regulatory codes have been completed or are well advanced in ratifying case countries.
- In compliance with C182, ratifying case countries have made progress in outlining the specific types of hazardous work to children, identifying where the work is found, and in some cases, drafting this into proposed laws. The lists of industry and occupations- related hazards, once adopted, ban children from such work.
- Regional collaboration between governments has led to special laws to tighten protection, combined with sensitization and prevention activities for WFCL such as trafficking of child soldiers, child agricultural labourers, and other illegal cross-border activities.

Translating the importance of core child labour Conventions to key actors has become an important means of reinforcing the development assistance efforts aimed at reducing child labour. Widening the circle of actors who understand and reinforce implementation of the core labour Conventions on child labour has been supported through collaboration with standards specialists on training and advisory services. The expertise of standards specialists fills a void common among IPEC field staff and their civil society partners. Both ILO specialists and social partners can contribute specialized knowledge of the application of standards to rounding out the knowledge base of advocacy and awareness raising groups. Building capacity and knowledge within civil society to understand and make use of Conventions can accelerate enforcement efforts.

The ILO field offices can improve efforts to link appropriate SRO expertise to work with civil society groups addressing child labour.

Enforcement of labour codes is progressing slowly due to national capacity shortfalls and political sensitivities.

Enforcement of labour laws and codes has been targeted as a priority strategy component by IPEC for protecting children. Much of its support has taken the form of training and awareness raising workshops for labour inspectors. This has included labour officers at local level and labour inspectors covering rural and urban areas with numerous informal economic activities.

Improved awareness and skills, however, does not translate into large-scale institutionalization of changed practices without adequate resources to support it. In case studies, as their mandate has increased, the numbers of national labour inspectors have either stagnated or declined. Most debilitating has been the serious shortage of labour inspections covering non-urban and informal businesses. This clearly constrains widespread enforcement of child labour laws, particularly those aimed at ending the worst forms of child labour.

Improving capacities to enforce labour laws at local levels requires both IPEC and ILO to improve recognition of the importance of labour officers and social partners to the broader development framework. Work is needed in demonstrating more extensively their expertise and potential for integrated actions among local government development teams.

ILO/IPEC has worked to raise awareness among the police and justice officials of appropriate means of dealing with child labourers, and sensitizing them to the different needs of child victims in street work, prostitution, and domestic labour. Key informants confirmed that the actions of these officials have changed, which is evidenced in more recognition of children as victims in need of support rather than punishment. However, in

most case countries, this work has mostly been focused on large urban areas and more is needed within rural areas, particularly to support prevention.

In several case study countries workers' organizations have tapped into their own field structures to support monitoring of child labour in more rural areas and specific sectors such as domestic workers and agriculture.

Improved child labour inspection has not easily translated into punitive action, primarily because of costs coupled with overworked police and justice systems but also because of the politically and culturally sensitive nature of child labour. Enforcement can pose risks to political officials if removal of children and prosecution is not followed by better alternatives for the child. Public officials are reluctant to push for widespread enforcement because options for rehabilitation are too few and fragmented. Some interviewed expressed concern that senior officials were often hesitant to test public opinion on what for many remain controversial or ambiguous rules for determining cases of child labour.

Conclusions

The ILO needs to review its own methods for identifying those shared priorities at national levels on which it focuses its work, and better understand the process by which child labour can be integrated into broader national development agendas. In particular, closer collaboration between ILO field offices and HQ units should result in more direct linking of child labour into ILO-supported poverty reduction strategies. The draft PRS manual is a positive step in this direction though more entry points for addressing child labour could be described.

IPEC can give more attention to supporting the complementarity between advocacy and social mobilization efforts globally and nationally to integrate child labour prevention and eradication into the work of government agencies and other major development agencies.

IPEC and ILO can strengthen collaboration to integrate labour officers into the broader local development framework, thereby mainstreaming child labour and decent work.

Recommendations

IPEC, in collaboration with ILO field Offices, inventory ILO programming priorities at national level to benchmark the extent of child labour inclusion.

IPEC continue its emphasis on revision of labour laws and their enforcement. IPEC, in collaboration with SafeWork review the effectiveness of training of labour inspectors in improving enforcement.

IPEC develop more practical guidance on practical measures for integrating child labour strategies into local development plans and actions.

6.4 National capacities, partnerships and networks

Evaluation questions and performance criteria

What progress has been made in building national ownership and commitment to eradicate child labour?

Performance criteria:

- Evidence of institutional commitment and capacity development;
- Evidence of widespread participation and coherent action across key players.

IPEC's strategy has been built upon the need for coordinated multi-agency action. Components of this involve several facets: formation and actions of national coordination committees and networks supporting child labour reduction efforts, and capacity development within the Ministries of Labour, the social partners and other public and private agencies to mainstream child labour into their operations.

National multi-agency child labour committees and networks build coordination to address child labour but obstacles hamper their effectiveness.

Memorandums of Understanding, in laying out the agreed parameters of collaboration between national governments and the ILO on issues related to child labour, have called for the establishment or continuation of national steering committees and national action plans for the progressive elimination of child labour.

In most case study countries, the Ministries of labour have been designated lead agency for these national committees. The composition and structure of national committees and networks has progressed from only those agencies directly linked to project implementation to those having a critical role in eradicating child labour.

With ratification of C182, committee work has become more closely linked to integrated national planning and action to eliminate the worst forms of child labour. Developing coherent national policies that are supported by coordinated action between key agencies is regarded as an important next step in most countries.

Transitioning from steering of projects to steering development of consolidated policies and operations has proven challenging, however, due to several shared problems. The main concerns expressed by steering committee members include the following:

How to formally define the mandate for the national steering committee and establish the appropriate level of authority for it. In cases where there was direct reporting to the Prime Minister, or independent human rights commissions the potential for visibility and influence was elevated. In practice, however, crowded agendas juggled by limited staff at top government levels was mentioned as a constraint to realizing this potential. The Ministries of Labour were usually designated as lead agency and secretariats for the Committees, and their effectiveness depended on their interest and motivation to coordinate with other ministries.

How to effectively manage the composition of national child labour committees. IPEC has facilitated a more concerted review of key national and international agencies needed to expand and deepen inter-agency collaboration. A wider spectrum of actors that represents nationally all major initiatives and actors is needed, including a range of ministries. However, managing fuller participation involves improved organizational practices and resources. It may require rotation of members, and/or establishment of sub-committees.

How to move action plan development forward to implementation. With some exceptions (India, Brazil and Costa Rica), national committees were not to the point of developing a national plan of action integrating all key actors, with clear steps and interim targets, and with resourced activities laid out. In some cases, there has not been a well-articulated mission for the national committees agreed upon, such as a link to implementation of the Convention 182 where ratified, instead of IPEC project implementation. There is need for more formal means of confirming the mandate and roles of committees.

Building coherence within very strong 'project cultures' of stakeholders. IPEC, along with other national and international stakeholders, plan and finance primarily from a project-based approach. National governments or national committees of civil society and

government are expected to coordinate donor assistance. However, government agencies have strong incentives to compartmentalize their relations with various donors. There is need for donors themselves to more successfully coordinate their efforts, particularly in reinforcing needed policy changes, capacity development and implementation of action plans. This is consistent with mechanisms in place to support MDGs and PRSPs.

Strengthening the oversight function. National committees have had limited success in monitoring and assessing the progress being made towards reducing child labour, which in many cases primarily encompasses implementation of action programmes – those linked to IPEC as well as others. In some cases, MoLs have been assigned this role and in others working groups have been set up to distribute the work across agencies. Oversight of direct action programmes needs to be made more effective and this requires greater attention to increasing the transparency and accountability of implementing agencies to the committee as a whole, and finding funds to support oversight that does not build dependency on external sources. In addition, national committees can work within PRSP networks to lobby for inclusion and track application of child-labour related indicators.

Endorsement and support from top leadership. The disruptive role a regime change can play was evidenced in Peru, where initially there was among key government agencies minimal commitment to the process. In contrast, Brazil's experience shows how a strong national forum can cascade to state and local levels to influence policies and become a strong lobby for pushing forward change. In 1999, the country's first national plan on preventing and eliminating child labour the creation of which subsequently led to earmarking of national funds for different programmes on child labour.

Linkages between local and national committees and networks. The importance of devoting adequate attention to local committees and networks is evidenced in several case studies. IPEC's response has been to support the formation of local child labour committees (or sub-committees). Despite a policy of devolution in several countries, local government administrations still rely on central governments for their resources (although the situations differ widely from country to country). There is need for better coordination and transparency of roles and actions of these committee levels.

Box 5 National committees

With the launching of the Government of Tanzania's Time Bound Programme, the National Intersectoral Coordination Committee on Child Labour (NISCC) is an important means of ensuring links and complementarity between national education and poverty reduction policies to specific targeting of vulnerable households, at risk or having children in WFCL. The NISCC reports directly to the Prime Minister. Its secretariat is located within the Ministry of Labour.

Operationally, the Committee has already been active in critically reviewing national TBP plans and associated IPEC project design and implementation strategies. The NISCC works through a series of sub-committees on specialized sectors, including child domestic labour and child sexual exploitation, commercial agriculture and mining, education-related interventions, and technical reviews of action programme proposals. For the latter, the MoLYS is the secretariat for monitoring and reporting on all action programmes to the Committee. In practice this responsibility is to be acted upon at district levels. The NISCC has still to develop a national TBP action plan on child labour, although in practice the IPEC project of support is considered an initial plan.

In Costa Rica, the national committee for eradication of child labour is in the second phase of their strategy document, and will have more detailed and substantive action planning, including commitment of funds.

In Uganda, the national steering committee, chaired by the Ministry of Labour, was formed to support implementation of IPEC's country programme to eradicate child labour, which ended in 2003. Since then the committee has not met, although the Ministry's child labour coordinator continues to network with its members on child labour issues.

Government-led initiatives are in evidence, however the tasks at hand outweigh their current capacities and resources in many cases.

IPEC's strategy builds on the assumption that government agencies and institutions will take ownership and responsibility for addressing child labour over the longer term. Government has a central role to play in steering the process to ensure adequate backing and commitment to change policies and mobilize resources for the elimination of child labour.

Despite ministry actions to support national efforts, in most countries the Ministries of Labour have not found the means by which to establish or maintain adequate internal capacities and dedicated resources to maintain support to child labour eradication initiatives. In roughly half the case studies, the ministries have established technical advisor focal points within the Ministries. In other cases, a separate unit has been established. Though providing a basic groundwork, in most cases, these efforts have not proven highly effective for reasons including regular staff changes, heavy work loads and additional responsibilities, and slow adoption of new policies to empower the unit to push through plans.

In addition, where child labour units exist, their placement within the organizational structure is often not sufficiently high to be effectively visible and facilitate mainstreaming. Given the difficulty many Ministries have had in adding staff for child labour, there may be need for more IPEC training and support to analyze options for effective positioning within structures, to improve effectiveness and gain efficiencies. In addition, IPEC can support child labour units to prioritize their initiatives to avoid time-consuming but low impact work, and by delegating as appropriate responsibilities across the larger national child labour committee network. There is need to build adequate capacities to ensure institutional memory is protected during changes of ministers and staff. Without this, the phase out of IPEC support could jeopardize much of the progress made.

In general, there is opportunity for more explicit focus on capacity development, with plans for policies to be followed, procedures to reinforce and skills to be developed more explicitly specified in project design or in a subsequent inception phase. Improved institutional performance should be specified as 'result' of a project, with appropriate indicators and targets set that measure capacity change, and rather than reporting of activities such as training and meetings. This shift will likely require a change in the existing programme management approach. Emphasis should be placed on selecting and rewarding partners who show commitment. CTAs should have skills in institutional development and capacity building to guide this work.

Social partners and tripartite action in combating child labour is well-established at national levels. Capacity constraints within these organizations require greater attention to prioritizing forms of action.

In support of the accordance within Convention 182, calling for close consultations between government, employers' organizations and workers' organizations, the IPEC strategy privileges the ILO social partners in combating child labour, particularly in its worst forms. In all case study countries IPEC has worked with social partners on capacity building, policy development, social mobilization, awareness raising and direct intervention through action programmes. ILO/IPEC collaboration with its social partners in combating child labour was found to be well established. Institutions have been

strengthened through training to improve leadership and increase understanding of good practice in addressing the worst forms of child labour.

The issue of social partners' limited organizational capacities and competing priorities is widespread. For both employers' organizations and workers' organizations, much of the collaboration with IPEC has centered around a small number of individuals. These individuals have implemented action programmes and their awareness and acceptance of child labour as a priority issue has translated into some organizational change. In general, much of this effect has been concentrated in central offices, or within specific sector groups.

Workers' organisations

Under IPEC's national programme umbrellas, work with the national workers' organizations has been ongoing to build internal capacity and support for addressing child labour issues. This has often taken the form of small action programmes to be implemented through union structures and networks.

Within case study countries, IPEC is widely praised for having effectively raised the levels of awareness among trade unions. Policy changes to better address child labour are visible in specific sectors such as education, domestic work and agriculture. In many places trade unions have introduced bye-laws into collective bargaining agreements that prohibit child labour. Trade unions often perceive their most effective role as pressure groups and value IPEC assistance that guides them in doing this more effectively. This is an area where they have a comparative advantage and would like to develop further their capacities.

Under the IPEC strategy, action programmes are also being designed to reinforce decentralized operations and network more effectively at local levels and within specific industries. While the form and levels of collaboration of workers' organizations are at various stages, initial work has proven effective and collaborating social partners are changing their practices to better align their internal structures and practices with a decentralized approach.

- In Senegal, an inter-trade union committee was created from the three largest trade unions specifically for the purpose of building trade union capacity to address child labour as an integral part of member union work. The structure has helped to establish a network of observatories in existing union structures at the regional level to monitor and report on child labour abuses, although this is not yet operational. Building and sustaining the network, however, requires additional resources that have not yet become available.
- In Mali, trade unions participated in regional planning workshops to raise the prominence of child labour as a national and regional issue, most recently through a 14 country meeting to integrate national strategies to eliminate child labour into an umbrella regional policy and strategy. Through these regional forums, good practices pioneered elsewhere could elevate the involvement of unions, such as those for metalworkers and mechanics to improve working conditions and vocational opportunities for children working in small enterprises.
- In Mali, the national union for education and culture (SNEC) has worked with IPEC on several initiatives to integrate into the curriculum sensitization of how to prevent or stop the worst forms of child labour.
- In Andhra Pradesh, in conjunction with a large state-based IPEC project, a new federation of six trade unions was formed to work together on a common platform

towards the elimination of child labour. A consortium of 24 employers' organizations, representing more than four-fifths of the trade and industry of Andhra Pradesh, has registered as a society and has become a powerful employers' forum to work on child labour.

However, implementation of action programmes in some countries has often fallen behind schedule, in part due to slow centralized decision-making and funds control within workers' organizations. Nearly all union leaders interviewed also pointed to a shortage of staff and internal resources to implement action programmes without IPEC support. Most indicated that mainstreaming child labour activities into their work on a more regular basis would be financially difficult over the long term.

Box 6 Child domestic labourers

Although unions representing domestic workers recognize that many child domestic labourers (CDLs) may take jobs from adult domestic workers, they consider it within their mandate to address exploitative child labour and to sensitize young workers to the benefits of union membership. Over the past years unions have helped to develop and make operational methodologies for identifying CDLs within urban neighborhoods and established local networks of leaders, and government workers to look for and report abusive working conditions. The vast majority of those identified have been girls.

Union work in removing and repatriating children to their homes points to difficulties related to limited funds for providing food and accommodation and/or transportation, and the challenge of linking repatriation to alternatives within the children's communities. One union expressed concern that many CDLs removed and rehabilitated would likely not be in a better situation six months later. The union is committed to longer-term work on CDL and is strengthening its own capacity through additional staff, among other actions.

Those addressing CDLs are currently looking for a balance in how to establish policies and practices that target those domestic workers in the worst conditions, without calling for full removal. In some countries the sheer number of girls too young to work is staggering, with many reluctant to leave their situation. Efforts therefore need also to place emphasis on improving working conditions.

Employers' organizations

In case study countries, employers' organizations were found to support the priorities and approaches taken by IPEC and to initiate complementary initiatives in collaboration with ACT/EMP. In these countries, employers' organizations consider IPEC's analysis of child labour problems as solid and support responses aimed at poverty and the informal economy, particularly in rural areas.

In general, employers' organizations support initiatives to reduce the risk of international retaliation to perceived child labour links to export products. In case study countries, there is interest in being able to offer assurance internationally that selected products and industries are child labour free. Given increased global efforts to make transparent corporate social responsibilities, there is clear motivation for initiatives to combat child labour in supply chains where outsourcing is common.

employers' organizations initiatives have raised awareness among employers of child labour within sectors and at the enterprise level. Through funding support via ACTEMP, employers' organizations have become more attuned to practical means of how child labour can be addressed in specific enterprises, particularly through more targeted, structured and organizationally supported apprenticeship programmes.

- In Senegal, the national employers' organizations networks have proven an effective means of addressing issues nationally. By partnering with PROMICABILE, a national association of small business artisans, and linking this

to formation of parent groups of child apprentices in these businesses, the standard of these apprenticeships has improved.

- In Mali, employers have pushed for a change in regulation to make punishable subcontracting of supplies and services from firms using child labour.
- Employers' organizations in India are considering a model code of conduct that would cover the entire business chain of suppliers and vendors for child labourers, extending to the informal sector.
- In Bangladesh the Bangladesh Garment Manufacturers' Association (BGMEA) – jointly funded project by ILO, UNICEF and the BGMEA resulted in withdrawal of 9,000 children from factories and provision of education and skills training, and follow-up services

Shifting responsibility to firms to combat child labour in the workplace requires that reliable alternatives exist, such as apprenticeship programmes. Integrating parents' organizations and addressing OSH in the workplace are two practical approaches to ensuring sustainable, improved child-labour free situations in the work place. There is also need for more recognition that apprenticeship programmes for adolescents can constitute a desirable form of child work. IPEC can direct its support to employers' organizations in those areas where their interests and effectiveness are strongest.

Finally, to ensure reliability, documentation of the extent of child labour sectorally or otherwise should be incorporated into the plans and monitoring procedures defined, including improved public or private capacity to regulate.

Focusing the efforts of social partners can be informed by past successes and lessons already learned.

It is important to note that a fair amount of support to social partners has come through SRO technical support and initiatives supported through ACTRAV and ACT/EMP. In future, training and other capacity building work can be better integrated into the planning and support initiatives originating in the SRO. Sector-specific initiatives are also now called for to link with wider, sector-based plans coordinated through SRO technical specialists and social partners.

On a general level, the experience to date of the social partners' support for eliminating the worst forms of child labour has pointed to several lessons learned and next steps:¹¹

- Child labour is most prevalent in smaller enterprises that are less directly linked to employers' and workers' organizations. Most of these smaller businesses are unregistered so that entry points exist through their associations. Initial experience in Senegal suggests that forging new partnerships with associations representing small and informal enterprises can be an effective means to influencing working conditions of child labourers.
- Employers' and workers' organizations can work more with their own constituencies to influence national policies based on recognizing the importance of education for prevention and rehabilitation of child workers. There is need for greater emphasis on the role of social dialogue, and direct interventions and policy development by employers' and workers' organizations.

¹¹ Thematic evaluation by ACT/EMP on EOs and child labour.

- Employers' and workers' organizations institutional capacity to monitor, report and apply lessons learned is not well developed or at least not documented. This lack of capacity or effort inhibits the likelihood of sustainability and increased national ownership of the initiatives. Monitoring and indicators are needed of how strengthening tripartite structures to combat child labour is taking effect, the evolving partner capacities upon which to build further, and evidence of institutional change within industries and individual businesses.
- There is evidence of employers' organizations and enterprise members gaining hands-on experience but resourcing for a continued learning process is still needed. More opportunities are needed to share experience and use networks as a means of learning and coordinating.
- Both employers' and workers' organizations indicated that a significant side benefit of the work to address child labour has been the positive public relations factor. There is a general feeling that their image has improved with the general public. The subject was also seen as one where employers' organizations and workers' organizations could relate well. This reinforced dialogue between the two social partners.

The integration of social partners more substantively into combating child labour requires penetrating donor and government networks that have not traditionally worked closely with these organizations. Acceptance of social partners in national coalitions depends on establishing confidence (i.e. proof) of their commitment and capacity to perform. The ILO and Ministries of Labour are the primary actors at national level that can improve opportunities for this to happen. In case study countries there was widespread recognition among collaborators that social partners have considerable potential to support eradication efforts within their spheres of influence and drawing on their core capacities.

Employers' organizations are seen to have comparative advantage in facilitating job creation to address poverty within households or to link skills training through apprenticeships and linking child labour to broader corporate and industry-supported social responsibility initiatives. Trade unions can be effective in monitoring child labour within specific sectors and social mobilization of workers, including supporting action in their own households and communities.

Social partners have the potential of addressing politically unpopular issues, or supporting policies and actions over a longer term since they are not elected officials. Particularly, within the area of enforcement, trade unions can initiate localized efforts to intervene more substantively. Their potential in influencing national policies is considerable.

The role of social partners can also evolve to facilitate skills development within NGOs and public agencies. Good practice in micro-enterprise and financial services development, as well as project management, are potential niche areas in which employers' organisations could contribute.

Box 7 Agriculture

In East Africa, the process of identifying child labour in agriculture is well under way and there is success in mobilizing support through plantations to advocate for change, enforce contractual clauses linked to child labour, better monitor out-grower networks, and introduce punitive action against staff and tenants who disregard policies. Employers' organizations' comparative advantage has been in advocacy and linking with local sector-specific associations. Success has also come from working effectively through community networks to reinforce education schemes and change practices that expose children to hazards, inhibit school attendance and performance. Plantations need straightforward means of verifying that its suppliers and employees effectively

prohibit hazardous child labour, to avoid any risk of blunt rules being applied to the detriment of poorer households whose children do agricultural work in acceptable ways.

There is opportunity for employers' organizations to advise on plantation-based hiring policies, introduce possible apprenticeship pilot projects to mix agricultural skills development with plantation work for children aged 15 to 18.

Conclusions

Integrated policy development and action to address child labour will require improved inter-agency collaboration. To address underlying ambiguity in designated roles and responsibilities, IPEC and other external actors can link with higher levels of authority to determine the mandate, approach and roles of different ministerial actors within an integrated effort.

IPEC can reinforce national and district level networks in ways that reinforce transparency, accountability and effective collaboration. More explicit attention can be given to building a common understanding of shared and individual agencies responsibilities.

ILO work with social partners to support eliminating of child labour has been multi-faceted and effective.

Recommendations

IPEC should explore the feasibility of linking its larger programmes with the high-level ministries, as well as Labour, to improve prospects for upfront earmarking of government funds.

IPEC can upgrade its performance indicators related to strengthening national and local networks to more systematically track and report progress made in this form.

IPEC should coordinate more directly with SRO technical specialists, ACTRAV and ACTEMP, on priority roles and actions for national social partners. There is also need to focus on those organizations with more permanence in their structure and staffing, and clear links to addressing child labour in their broader mission.

6.5 Knowledge development and application

Evaluation questions and performance criteria

Does IPEC develop a sufficient national child labour knowledge base and is it used effectively to guide national policies and interventions?

Performance criteria:

- Scope, quality, form and timing of key surveys and studies.
- Usefulness of data and studies to national actors.
- Consistent use of gender-disaggregated data and analysis.

ILO/IPEC has long recognized that longer-term solutions to child labour requires better information on child labour, including its causes and consequences, and the effectiveness of policies and programmes addressing it. Its response has been to narrow the large data gaps, build sustainable national capacities to regularly monitor child labour, and reinforce networks for research to better understand the child labour phenomenon.

Child labour data collection and capacity development to mainstream it at national level are widespread.

In all countries visited, IPEC has contributed substantively to developing a national knowledge base on child labour. IPEC has committed to and taken steps to improve access to and use of child labour data. Some of these efforts have benefited from the physical presence of statistical specialists covering groups of countries within regions.

- For Tanzania's time-bound programme, through a completed major child labour survey, a follow up survey in the planning stages and seven sector-specific rapid assessments, IPEC activities have refined methodologies, helped to nationally standardize definitions and approaches, and supported national organizations to build expertise and capacities both in national private research groups and the national Bureau of Statistics to conduct their own research on child labour.
- In Uganda, national capacity for supporting surveys has enabled the integration of child labour modules into the country's own labour force surveys, for which resources are available. The 2003 labour force survey integrated child labour measures without additional funds being needed. The government plans to continue this practice on future survey work as well.
- Costa Rica is currently redefining the general household survey methodology and aims at integrating the child labour module permanently into its surveys. Nicaragua showed the same interest but currently lacks the necessary funds.
- In Senegal, plans are moving forward to finalize a national child labour survey to complement recent sector-specific assessments.

Under the TBP framework approach, IPEC has supported regional and district level child labour surveys, baseline studies and rapid assessments to identify the proportional distribution of children in WFCL. These have been followed by social and physical mapping at the community, ward and district levels. According to those working at the district level, these have proven practical in targeting interventions and raising awareness and concern within communities of the form and gravity of problems. The studies reviewed were also found to disaggregate by sex and profile gender-differentiated issues.

Data collection and analysis work is credited with having helped to verify the incidence of child labour, identify the forms of child labour requiring priority attention at national and local levels, and inform decisions about feasible and relevant interventions. However, disagreements exist over many methodological details. In Costa Rica and Nicaragua, however, there was concern expressed about the relevancy of generic indicators and methods being applied without adequate adaptation to their national context and needs. In Costa Rica, the application of the child labour modules in the household surveys led to criticism by the national statistics institute and the researchers in charge of the child labour module. In their opinion, data was "analysed according to the needs of Geneva and not to the needs of the country". In Nicaragua, the stakeholders decided beforehand to analyse the data according to their own criteria, which caused a negative reaction from Geneva. While the ILO and IPEC need to maintain the credibility and comparability of child labour information across countries, efforts need to continue in understanding and documenting appropriate national adaptation.

In reviewing baseline reports and rapid assessments, much of the information is general, qualitative and contextual. However, there was found to be widespread appreciation for this kind of information. In cases study countries, the findings of these studies were a primary source of information on child labour. In Central America, recent country profiles have integrated data sources and data collection methods with institutional, legislative and

other contextual information to deliver a more rounded and action oriented analysis of the country situation.

At the national level, institutional capacity to design and implement child labour surveys and analyze the data is uneven across countries. Feedback suggested the need to simplify the ideas and terms used in survey instruments and to improve the information gathering procedures in child labour surveys. For children in particular, more attention can be given to innovative design and pre-testing with attention to a child as respondent and their ability to comprehend the questions and concepts being asked. In addition, training of interviewers to be aware of special considerations for child respondents, and supporting manuals to reference good practice in planning, conducting and interpreting the interview, need development.

In case countries, changes in policies and the willingness of governments to integrate child labour into national development dialogues and resource planning signals the effectiveness of IPEC's knowledge development efforts. Data collection and research on child labour at national levels support policy development and national ownership of the time-bound programming to eradicate child labour.

Given the sensitivity of child labour politically, and the initial levels of skepticism among many key actors to the existence of the worst forms of child labour or relevance of child labour to national development priorities and agendas, national surveys and thematic and sector studies have been highly effective in raising awareness and shifting attitudes. They are an essential component of a successful national programme that should be well integrated into project designs, whether national or regional.

In addition to data collection, more networking among national research networks and donors who can fund national studies is needed. There is opportunity to work more regularly on research to support the understanding of interplay between child labour and other major development goals. Programming for these activities can be more systematically built into project designs and budgets to ensure a continuity of effort.

Applying assessment findings to national and local planning has proven difficult to time and coordinate.

In most countries, linking assessment findings to design of problem-focused action programmes has been well-sequenced, however, there have been delays and mismatched timing between study completion and programme decisions. Uncertainties over project-specific funding or scope of action programmes at the time that baseline studies are conducted are two major reasons. In some cases, implementing agencies have lacked capacity to either design baseline studies or to integrate effectively the findings of those prepared by others into their action programme proposals.

Child labour surveys and baseline studies contribute to effective monitoring at a national level of the changing situation of child labour and also support more effective monitoring of specific interventions at the sector and area level. However, for the latter, there is need for other more specific mechanisms for monitoring implementation of action programmes. Given the practical difficulties of effectively linking the initial analysis to actual operations, alternative means of baselining and monitoring the effectiveness of various interventions is needed.

National-level knowledge centres on child labour have been launched in many countries but challenges remain in making them practical and sustainable.

Drawing on ILO support, national initiatives for developing knowledge centres on child labour, often within government agencies, to generate, manage and disseminate information on child labour have grown in number and scale. Many of these initiatives combine database systems and internet capacities to introduce innovative means of enabling country and regional level knowledge sharing. Some knowledge centres also manage monitoring of children's participation in school, non-formal education, and other alternative training as a means of tracking effectiveness of preventive, protective and rehabilitative activities. Some centres support networking of individuals, national and international, researchers and implementers around core areas of child labour.

At national levels, developing and maintaining national information repositories on child labour is both costly and time-consuming. Although donor financing has supported initial development, subsequent use has often suffered from issues of access, unreliable sources of supply, and costs of maintenance at national level for which regular national financing is not usually earmarked.

The concept is solid and in some countries the usefulness has been established to the point where national resources fund the capacity. IPEC has been instrumental in the development of multi-dimensional national capacities and this expertise can improve the quality and reach of knowledge systems. IPEC can be a major force in facilitating more integrated generation of knowledge, particularly research and data collection, around national core strategies to eliminate child labour. IPEC's extensive national-level presence and project network can also be a means of better linking national and international information. A fair number of projects already support work in this area.

At a general level, there is need to review the accessibility of the knowledge centres, particularly among targeted core national users. Feedback on whether these users see the knowledge as relevant and feel able to contribute effectively to the effort should be solicited for ILO/IPEC and national authorities alike. Relatedly, the degree to which knowledge centres have been able to generate attention and share information on more sensitive aspects of child labour is pertinent.

Issues related to technologies, relevance of local information internationally and visa versa need attention, particularly related to language and cultural differences. This work will require staff and financial resources, and may also require IPEC supporting and contributing to a global 'gateway' on knowledge and practice across international and national agencies and actors. This is consistent with the ILO's aim to become an international knowledge centre on child labour.

For many governments, sustaining the national knowledge management capacities will be a challenge. IPEC's exit strategies can be better designed at the start of many national initiatives. These will depend, however, on national actors committing and allocating human and other resources to the effort. International agencies can play a major role in anchoring knowledge systems and networks, particularly through national planning and monitoring frameworks, such as for PRSPs. The ILO can reinforce relations between key institutions around key child labour themes for mainstreaming these into developing knowledge management capacities.

Child labour monitoring at national level is developing in various ways and requires flexibility on IPEC's part.

Child labour monitoring is a strategy and tool to stop and prevent child labour through systems that identify child labourers, verify their removal and track their changed course as

a result of intervention. Structurally, monitoring focuses on both the workplace and schools, where the latter link to wider community-based systems.

National governments, social partners and non-governmental agencies have identified and are taking steps to establish national capacities and systems to more effectively monitor children at risk, and for tracking those working in WFCL who are aided, and/or removed from unacceptable work, and linked to rehabilitation and protection mechanisms.

In Tanzania, the ILO has worked within larger national initiatives to introduce a pilot child labour monitoring system. The design and process for monitoring children is harmonized with approaches being introduced through the national poverty monitoring system under the current PRSP and upcoming PRSP II.

The ILO/IPEC has various entry points through which to improve sustainable national capacities to monitor child labour. Aggregating these into a comprehensive child labour monitoring system, however, has proven challenging due to the technical complexity and cost for many case countries.

Within PRSP planning processes, systems development for comprehensive national monitoring capacity is being designed. For the ILO, there is a need now to influence these designs to more systematically link child labour tracking mechanisms to poverty-related indicators, and subsequent monitoring and review processes. Effort should be made, however, to ensure that the work load required in maintaining the system is manageable at various local levels.

The crafting of cost-effective and sustainable child monitoring systems requires strong orientation around national situations. For field offices to be effective in facilitating their development, IPEC can set clearer guidance on how national factors steer design considerations. Special effort should be taken to ensure that these systems do not become stand-alone, and their operation dependent on continued external funding.

ILO messages and approaches should be consistent across child labour projects. There is risk of duplication of effort and introduction of parallel systems initiatives within the same country. More internal networking can be done in IPEC headquarters to coordinate across technical areas and projects to avoid monitoring components within projects and activities being planned and delivered inconsistently.

Conclusions

In spite of methodological challenges, national stakeholders recognise the quality and usefulness of ILO survey methodologies and results. There are widespread actions to integrate a child labour module into their ongoing survey work.

Governments and survey agencies are finding practical solutions to standardizing definitions to enable comparison over time and across studies. These efforts stem from their own interest in applying findings to guide future policies and operations.

ILO studies on child labour have improved national understanding of gender and age profiles within different forms of child labour.

Recommendations

Developing further national capacities and interest in generating and using child labour data should be an essential component of any IPEC country strategy. To ensure this, national and regional child labour projects should more directly link data collection and studies to development of action programmes.

IPEC's strategy should be flexible enough to leverage child labour information systems within broader local and national monitoring systems. IPEC should issue clearer guidance to project staff on options for doing so.

ILO and IPEC should raise interest among donors and government agencies to commission studies to analyze child labour within the context of overall sector-level conditions, linking findings to the larger policy dialogue. These could be done as part of multi-component projects.

6.6 Public awareness raising and social mobilisation

Evaluation questions and performance criteria

Has IPEC's strategy been effective in engaging civil society and its leaders to take interest in actively eliminating child labour, particularly in its worst forms?

Performance criteria:

- Increased awareness about the causes and consequences among the general public, community leaders, and policy makers.

IPEC's strategy to develop a strong social foundation to eliminate child labour has translated into regular collaboration with national media networks, sensitizing politically influential groups, strengthening social partners and local for improved advocacy.

IPEC's success in building national capacities and awareness within the media has greatly leveraged its overall effectiveness.

The creation of an enabling environment conducive to eliminating child labour continues to depend on national efforts to rally political leaders and civil society to mobilize human and financial resources, and appropriate grass roots action. In all countries visited action programmes with media agencies, associations and networks aim to reinforce media agents to provide timely coverage of child labour issues and related events. IPEC has built capacity in many public and private media and advocacy organizations to understand the various forms of child labour and the actions needed to address them. Action programmes have been the primary means to ensure continuation of capacity development and coverage.

- In Senegal and Mali, IPEC's 'carton rouge' initiative was a major stimulus to mobilizing national concern about child labour. Launched with the Pan-African games, it is mentioned as capturing the public's attention to change attitudes towards street children, the role of communities and their leaders in prevention, and improve education facilities to provide alternatives.
- In Uganda, collaboration with the Rural Development Media Communication complements well the need to raise awareness of child labour in agriculture and mining. The association has developed a well-planned and integrated media strategy that targets activities to specific groups – employers, families and communities, and public policy and law makers.
- In case countries, the production of high-quality documentaries and timely news coverage on national television and during local forums in local languages. These regularly presented a gender-sensitive portrayal of the problems and means of addressing them.
- In Bangladesh, in conjunction with World Day on the Elimination of Child Labour (30 April, 2001), ILO organized a rally in collaboration with trade unions and

NGOs which included 1000 working children. A video produced had wide coverage on local TV stations.

- A video on child trafficking in South Asia was produced with a local NGO and was widely shown on local/regional TV.

Intensive, targeted, and coordinated advocacy and social mobilization are still needed at all levels of society, and among IPEC partners. Despite substantive progress, there is still need for reinforcement of basic principles, definitions, methods for effective awareness raising and intervention, application of legal and regulatory codes among partners. The media plays an important role in this process by raising expectations of key political decision makers and civil society. Targeted resources are being used effectively to leverage media agencies' own work to incorporate child labour coverage.

IPEC has engaged international, national and local stakeholders to mobilize support to address child labour.

IPEC's work has also been instrumental in raising awareness of key political stakeholders and international development partners in addressing WFCL and its consequences in their own strategies.

- In Uganda, sending a delegation of Members of Parliament to the salt mines in the north shocked many into realizing the gravity of child labour in this sector.
- Collaboration with UNICEF has been in the form of joint assessments of child labour situations and interventions to stimulate community action against child labour, and joint media events and materials.
- In many countries social mobilization efforts dovetail with initiatives to increase the supply and demand for education through improved access and quality. Elimination of school fees for primary school attendees and wider availability of small grants to vulnerable households are major achievements in opening access.
- APEC (Asia-Pacific Economic Cooperation) has launched a project on Education Task Forces in six countries which comprise key actors from education authorities, teacher training colleges, teachers' organizations, government ministries, employers and workers organizations, NGO's and UN partners. In Peru the Task Force launched a broad-based media campaign on public awareness, mobilization of key political actors to ratify Conventions Nos 138 and 182, and campaigns in support of the right of indigenous groups to education.
- In Bangladesh, the ILO established a Joint Working Group on Child Labour (JWGCL) with membership from UNICEF, Save the Children Alliance and national child rights NGOs. The group adopted a common platform for advocacy on childrens' rights. Initially the JWGCL focused on promotion and ratification of Convention No. 182 but subsequently has adopted a broader platform on child labour issues related to rights of the child.

Within the ILO, IPEC has been a pioneer in demonstrating the means by which to effectively use media networks, capacities and products to advocate and mobilize support for a major labour issue. Its success has spurred others within the organization to adopt similar methods and to link other ILO work more directly to national programmes to eliminate child labour.

Mobilizing communities to take action against child labour is reinforced through linkages to other areas where communities demonstrate a strong will to make change. Orphaned

children and education are cross-cutting themes for social mobilization at community levels. Mobilizing local leaders, CBOs through partnership, empowering community child labour committees (CCLC) more effectively and aiming for efficiencies at the community level with existing capacities and initiatives are integral to next steps.

Implementing agencies emphasize that already one-third to nearly half of children in non-agricultural WFCL are orphans, and that concern over the risk of HIV/AIDS is the single strongest motivating factor to preventing child labour in domestic work with its associated links to prostitution, and street work. IPEC may be able to leverage more its own knowledge and expertise with those of well-funded community-based initiatives to address HIV/AIDS.

IPEC has begun work at national levels to link more directly to HIV/AIDS awareness and social mobilization initiatives, however, there is still much that can be gained from integrated local initiatives. Given that a high correlation between child labour, HIV/AIDS and orphanhood is becoming evident in many countries battling HIV/AIDS, IPEC can move quickly to join in integrated agency action for HIV/AIDS at national and local levels.

Conclusions

In case countries, awareness of the forms and causes of child labour has improved among the general public and policy makers, and national stakeholders attribute this directly to the ILO and IPEC. Collaboration with national media networks was also found to be highly innovative, effective and efficient.

Advocacy and social mobilization are still needed at all levels of society but most urgently at local levels and for WFCL. Despite substantive progress, there is still need for reinforcement of basic principles, definitions, methods for effective awareness raising and intervention, application of legal and regulatory codes among partners.

Recommendations

The ILO should continue to leverage, and learn from, the successes of IPEC's media and advocacy approaches.

Collaboration at national levels to link HIV/AIDS and child labour advocacy and media campaigns should be pursued in priority countries. This can build on existing collaboration between ILO/AIDS and IPEC.

6.7 Managing direct action against child labour

Within IPEC's multi-dimensional strategy, demonstrating viable interventions for prevention, withdrawal of child labourers, their rehabilitation and integration into society, has been a core component. Within many national-level projects, direct action programmes constitute the major budgetary item. Their design, implementation, monitoring and reporting also account for a major share of administration work associated with projects.

The complexity of child labour requires working with different kinds of actors simultaneously. To make this both manageable and results-focused, IPEC has developed a means of subcontracting to agencies – governmental and nongovernmental, delivery of specific activities. Direct action refers to agency interventions that provide goods and services directly to children or their families. In addition to delivery of direct benefits to children, direct action programmes are a major means of introducing innovation and testing new or refined approaches. Operationally, through innovative designs, effective

management and monitoring of implementation, successes, good practices and lessons learned can be derived to support replication and expansion.

This section builds on earlier findings but reviews current practices and areas for improvement linked to managing direct action to meet the strategy component's broad intentions. The case studies permitted only a limited look at how IPEC has designed, implemented, reported and evaluated direct action programmes (Approximately 25 direct action programmes could be visited during the country case studies.) These nonetheless provided some opportunity to observe good practice, as well as gaps and opportunities for innovation in how management of direct action can be improved. Because of the limited number of direct action programmes that could be reviewed, the points raised should not be assumed general to all IPEC direct action programmes.

Evaluation questions and performance criteria

Do the direct interventions aimed at prevention, withdrawal, rehabilitation and protection reinforce the broader strategy of eliminating child labour within a country?

Performance criteria:

- The direct interventions demonstrate appropriate means by which to address specific needs of children.
- The action programme approach builds sustainable agency capacities to support future action.
- The direct action programmes are operationally practical in management terms.

At local and community level direct action is effective but complicated to manage.

Direct interventions have been the main means for action at local and community level and their effectiveness and innovativeness has been documented in project evaluations, noting to various degrees evidence of the capacities, awareness and actions developed.

IPEC's work at the country level recognizes the potential of communities to prevent child labour and to actively intervene in cases of worst forms of child labour locally. IPEC's strategy targets community level work to raise awareness about the WFCL and build capacity for monitoring its occurrence. IPEC's work at the community level has been extensive and, despite the considerable work done, they have noted with concern the magnitude of change needed within localities.

- Within communities, there is often a general lack of understanding of differences between child work and child labour, particularly in agriculture and household work. This lack of understanding inhibits open discussion of issues and identification of current practice or vulnerable households.
- Local communities lack practical definitions of **hazardous** child labour that are specific to the types of tasks, length of hours, strenuousness and danger of work, for each activity and sub-sector in countries. Simple slogans and visual material that zoom in on particularly hazardous activities can raise awareness and mobilize people to change this particular practice. These can be catalytic for bringing about additional improvements.
- In addition, on a practical level, communities argue for flexibility in application of child labour standards. There is need to recognize household constraints in balancing income needs and labour for survival. Some argue that the communities should have more say in what child labour is too much and what can be tolerated. Children themselves should also have a voice and know their rights. Given the

capacity constraints of formal labour inspection, in the end communities themselves will be the most viable means of monitoring and enforcement and their acceptance of definitions and standards is essential.

Raising awareness within communities is particularly urgent and IPEC projects will need to build in adequate time and effort to establish the concept of the worst forms of child labour, including specific hazardous child labour, and to sensitize communities to their importance in prevention, monitoring and enforcement. This is a major aim of the TBP support project approach.

IPEC has produced a large body of practical materials to document good practices in direct action. Some have argued that there can be more country-specific guidance on how the capacity development process is to become dynamic in communities and larger localities. Capacity constraints and transitioning of children from one intervention (such as education facilities) to others will remain major operational challenges. Linking missing components into prevention and protection – such as more business training, financial services, job hunting for school leavers nearing adulthood also could benefit from more careful reflection and strategy development.

In one case country, local partners suggested the usefulness of positive public (local) recognition of where success is found, and how communities have applied prevention and ‘removal’ in practice. Guidance on how communities can achieve ‘child labour free’ status by sector would be useful, particularly based on community involvement.

IPEC’s direct action programmes aim at building community capacity to assess children at risk or in need of withdrawal as well as sustaining rehabilitation and reintegration. The scale of effort needed and the resulting responsibility of communities should not be underestimated. Just as has been done on the national level, local strategies to address child labour need to focus on the means to facilitate more directly inter-agency coordination at the district and local levels. Also, in case studies where several direct action programmes operate in the same area, there was need to present a common face at the community level, with consistent messages, and good coordination to ensure efficient and effective use of community time. This will involve regular inter-agency collaboration at the local level.

Some partners have speculated that newer project designs may emphasize too much the concepts and broad approaches, and too little on the internal capacities and practices of local communities and agencies implementing locally, and how to facilitate improvements.

Sustainability of capacities built up through directly action programmes will depend on how effectively child labour issues are mainstreamed within local and community-level planning and operations. This in turn will depend on how extensively communities themselves incorporate child labour prevention and elimination into their own governance practices. Changing attitudes of parents and village leaders will need to build on ongoing efforts to expect and enforce universal education, and growing recognition that the risks of HIV/AIDS are strongly associated to some of the WFCL. This may mean child labour strategies being operationally mainstreamed into the local programmes of NGOs, and national and international agencies. The case studies showed good examples of ILO and UNICEF collaboration at national and local levels, but also brought out some unevenness in attitudes and approaches in a few cases. In some visits, local partners felt that child labour issues and strategies should be more closely linked to local campaigns to prevent and control spread of HIV/AIDS, and to monitor school enrolment and attendance.

For IPEC, working at the local and community level in countries with diverse conditions, additional effort will be needed to support efficient and coherent methods across multiple direct action initiatives and partners.

Recent innovations stemming from action programmes

Providing children and their families with feasible alternatives to child labour remains a glaring need, particularly in rural areas. In addition to improved and more affordable schooling, lunch programmes and small funds for miscellaneous expenses, much is needed to address longer-term income needs. In particular, there is need for better links to microfinance for parents to establish alternative sources of income, and for adding finance schemes to vocational programmes to open the possibility for graduates to start up small businesses.

Mobilizing donor support for linking child labour to income generation initiatives and associated microfinance services is currently under development, and government, social partners and other civil society partners advocate its importance. IPEC has in particular worked on refining its approaches for providing support in microenterprise development and accessing microfinance services. In the former case, IPEC collaborated with SEED to improve its guidance, and in the latter with the Social Finance Programme. This collaboration can be expanded, particularly to mainstream child labour into the technical cooperation initiatives linked to these programmes.

IPEC efforts to engage various donors and their implementing partners in mainstreaming child labour components into their local poverty reduction or economic growth strategies has met with some success (e.g. Bangladesh) but has not yet resulted in large scale actions, despite efforts in this direction. Case country examples suggest that donors tend to address child labour in child labour projects without taking the additional step of mainstreaming child labour prevention, removal and rehabilitation efforts into their other local development work.

In collaboration with other ILO units, at national level, IPEC can work with major donors and social partners, and other international agencies on ways of integrating child labour components into their technical assistance in the areas of microfinance and enterprise development, and skills training, among others.

The ILO at the national and organizational level can spearhead innovative models for linking more diverse initiatives to address child labour. Within Tanzania, where youth employment is a core theme of national development efforts, there is opportunity for building project support around vulnerable children, skills development and job creation through entrepreneurship and finance. Such efforts can reinforce the sustainability of IPEC's work at the local level by introducing transitional support from ILO field offices. It can also provide the entry point for complementary employment-focused projects that target households vulnerable to child labour as part of their methodology.

Refining the design approach to direct action programmes

Designing integrated approaches through direct action programmes for specific implementing agencies is a complex task. To be useful, the action programme should be designed to not only propose a cost-effective and operationally feasible intervention, but simultaneously integrate elements to improve capacities of implementing agencies, and build effective monitoring tools to assess the appropriateness of an action programme in terms of its potential for replication, expansion, and areas for improvement.

Through a decade of experience IPEC has improved on the practices followed in designing direct action programmes, selecting implementing agencies, organizing the actual work to be conducted, and reporting on progress made. Its revised operations manual has aimed to standardize procedures through setting guidelines, forms and options for getting help.

Direct action programmes are usually designed within a project context. Their success is largely determined by how well they support a project's objectives and performance targets. To facilitate this being straight forward, action programmes often follow similar design formats, including the choices of indicators and targets. The latter always include an estimate of children benefiting from ILO actions. These targets are aggregated to higher levels in the programme's logical framework and form one of several performance indicators for the IPEC global programme. Targets split between direct beneficiaries – girls and boys receiving goods and services directly from an intervention, and indirect beneficiaries – girls and boys who benefit only indirectly through improved capacities, policies and social action. In both cases, progress reporting of direct action programmes is a primary means of pooling information.

Such approaches can be efficient in reporting progress on project implementation and can improve transparency and accountability of implementing agencies and other national partners. In adding up across projects to determine the scale and scope of IPEC's effectiveness, development of standardized indicators and means of reporting is one clear cost-efficient means.

When action programmes follow standard guidelines and tend to use similar approaches, there is a risk that more creative learning of how to better understand and make use of a particular intervention becomes stifled. In case studies, some direct action programmes were found to not test innovative approaches. Most, however, could be considered to improve or adapt already tested methods. Often action programmes built upon work already done with the same organizations through earlier collaboration. Many also aimed at strengthening organizational capacity of implementing agencies to mainstream child labour sustainably into their operations. These approaches are consistent with IPEC's strategy for direct action but are not easy to document and aggregate upwards into a results-based programme framework.

In general, the action programmes were found to have incorporated two key criteria for selection: *a)* organizational commitment being present, and *b)* the necessary basic capacity to handle institutional building. Of the agencies visited all had broad missions linked to child labour eradication and nearly all had previous experience in the specialized service delivery being promoted. In some cases, there were indications of the dependency of these agencies on IPEC and other donor funding to continue work in child labour eradication.

In reviewing project and direct action programme documents, monitoring and evaluation plans, it was found that establishing baseline conditions (both institutional needs assessment and incidence of child labour within a locality), and linking these to indicators, or other means of periodic assessment, was not well developed or widespread. Indication of awareness changes, use of enhanced skills and institutional capacity, evidence of child labour mainstreamed into operations can be more effectively used.

Planning, monitoring and evaluation are capacities to be strengthened at community level and indicators of effective plans and reporting-- well-integrated, timely and informative, issues-oriented and problem solving in nature-- should be introduced. Agendas and minutes from child labour meetings, reporting on effective follow up to issues raised are possible examples. Joint and coordinated reviews involving partners at district and national level, as cited in some project documents, can also be better developed. Evidence of the

progress being made through these can become important means of documenting progress in capacity development and sustainability.

Project evaluations have reviewed issues associated with commitment and capacities of implementing agencies and these were found to be addressed in subsequent project designs, including analysis of progress to date and current conditions. Less often, however, was similar analysis seen in design of action programmes.

Managing implementation and reporting on progress

Given the complexity of its work, IPEC faces challenges related to effective and efficient implementation at the direct action programme level.

In direct action programmes and projects reviewed during case studies, there appeared to be too little systematic tracking of planned versus actual completion of activities and products, particularly within implementing agencies. At agency levels, strategies and progress in implementing these could be more effectively identified at project start. In Uganda, IPEC staff pointed out that delays in start-up of direct action programmes was partly due to implementing agencies being slow to draft proposals and that more hands-on support in proposal development would be one means of speeding the process. Subsequent technical clearance as well as procurement approvals were also cited as bottlenecks.

The usual mechanisms of progress reporting and mid-term evaluations very often included updates on implementation, however, these did not consistently cross-check to key planned milestones and deliverables. Current practice places emphasis on monitoring plans that report on progress according to key direct and indirect indicators and meeting designated targets. While in itself a sound practice, progress monitoring also requires attention to key input and output indicators, to provide early warning when implementation bottlenecks occur. In these cases, project managers need to be held accountable for promptly addressing these bottlenecks. Progress indicators related to administrative performance could be more widely used. Delivery rates at the action programme level should be forecasted and reported upon on a quarterly basis.

The targets set for direct child beneficiaries include both children prevented and withdrawn from child labour. The interpretation of these targets is often misunderstood by IPEC stakeholders. During interviews with implementing agencies, all found that the direct indicators were useful and each followed specific rules for measuring direct and indirect benefits. Most found the task time-consuming and under-resourced, without enough benefit to themselves linked to the effort (seen as donor requirement). Most, however, were optimistic of their programme being able to meet targets.

Tracking and reporting the number of children reached is one form of indicator that links activities with more direct benefits to children. In some cases, targets appear too high and in others too low. Flexibility for re-alignment would appear useful.

Within all case studies, there was general recognition and acceptance that the usefulness of these indicators outweighed the disadvantages. Most saw that reporting the reach of action programmes (numbers of children) reinforced transparency and accountability. However, few saw the indicators for children reached as proxies for progress towards longer-term outcomes.

Assessing the impact of direct action programmes

Baseline studies have helped to map forms and prevalence of child labour within districts but these methodologies have not made hard measures. IPEC still needs more operational

tools to monitor at the community, ward and district level through child labour committees and regularly updated child-specific documentation. For tracking effectiveness, the establishment of a baseline child labour condition within a particular area and sector has not been specific at a measurement level.

There also may be need to rethink how to avoid duplication of effort in targeting and monitoring within particular areas, and especially at community levels. Linking to established or emerging local schemes aimed at vulnerable households within communities is a sound strategy. Baseline measures and target lists associated with these schemes are seen as reliable means of establishing the current number of child labourers in a community. School enrolment targets and records are also considered likely to catch those children withdrawn to work. In addition, with community approaches, it may be more feasible to establish gaps at district level (percentage of kids not in school by age group, percentage of kids targeted who are in school, etc.) rather than monitoring against a specific number of children.

Most action programmes rely on self-evaluation for mid-term assessment of implementation. While this process is often the only cost-effective means for smaller action programmes, there are risks that key issues may be overlooked that contribute to broader project performance and national planning and capacity development.

Among IPEC partners interviewed there was a general consensus that intervening and delivering services to child labourers would not necessarily lead to longer-term improvements for the child. Currently, there are few means of tracking more than the immediate effects of action programmes. Many agencies do not systematically track progress made at the individual level and few are aware of the situation of children even six months after participating in an intervention. This has limited the options for verifying reported reach and services delivered. It also makes less obvious the level of turnover and drop-out rates in a particular programme. Observation and feedback suggested that this aspect should be tracked more systematically, particularly since the reasons for dropping out may help to improve the services offered.

IPEC is now developing two tools to rectify this situation. First, it is conducting a tracer survey of child beneficiaries to assess impact and learn from their experiences. Second, through project-level child monitoring, over a longer term tracking of direct beneficiaries will also provide feedback on the effectiveness of action programmes and specific interventions to those children. Newly introduced, this can fill a previous vacuum of knowledge in what works, doesn't work and can be improved. The tools can also control whether actual participants match criteria for targeting children. In the latter case, several implementing agencies visited clearly accepted children that did not fit well established criteria. Systems approaches can better address this issue.

Recognizing the need for good data at the individual level, IPEC has supported the development and use of client data management systems to store, retrieve and analyze reach and participation. In several countries visited, implementing agencies were using standardized templates to record data that could then be pooled for aggregate analysis and reporting. The costs associated with these practices are not negligible and will continue after project closure. There is need to look at additional means of financing ex-post monitoring and assessment.

Conclusions

In summary, IPEC's use of direct action programmes appears effective based on limited case study reviews. There was less means available to determine the efficiency of these

direct action programmes. There is need to recognize more explicitly that efficient and sustainable direct action very often depends on simultaneously addressing institutional and process constraints. This becomes managerially more complex at the local level for projects that are national, sectoral and/or regional in scope.

Although selection of indicators and targets measuring direct and indirect numbers of beneficiaries can be aggregated to the programme level, these alone are not enough at the direct action programme level to capture capacity and planned follow up action. The design of additional measures can better correspond to the specific institutional circumstances at hand.

The IPEC project designs reviewed have set as objectives and performance targets clear outcomes in terms of number of children reached. The designs also set institutional coordination and strengthening of partners as an aim of the work. However, for some projects, progress indicators or targets are not well defined for this essential component of the projects.

In many cases reviewed, feedback suggested that monitoring and oversight of specific action programmes was often inadequate to verify the accuracy of progress being reported.

There is need for more first-hand monitoring of action programmes by IPEC and ILO project managers and ILO field staff. The latter, however, will require more technical capacity at field level. In addition, there is need to give national and local steering committees and government agencies greater responsibility for independent review and oversight. This may require added resources.

Assessing impact at the direct action level will require more attention to establishing baseline information and methodologies for tracking and documenting longer term effects on beneficiaries. IPEC's recent tool development in the form of SPIF, tracer studies and tracking methodologies helps to address this need.

Recommendations

IPEC should review its current action programme implementation practices at the community level to improve efficiencies, and better address capacity and sustainability issues.

Through training, guidance and more hands-on oversight, IPEC should strengthen project capacities to more substantively target and track progress in establishing national capacity within key institutions and cross-agency coordination.

From a managerial perspective, IPEC should review the circumstances under which direct action programmes remain an effective means of implementing key activities. Given their relatively heavy managerial burden, more selective use of these may be appropriate.

7 Knowledge Generation, Dissemination and Use

7.1 Introductory observations

Knowledge generation, dissemination and use related to standard-setting is a fundamental programme approach for IPEC (and the ILO). It anchors ILO/IPEC comparative advantage and supports all IPEC strategies at global and national levels. Effective knowledge management by IPEC and the ILO is a prerequisite for ILO's aim to become an international centre on child labour knowledge.¹²

IPEC's knowledge strategy is based on the principles of generating and disseminating relevant knowledge for use by different target audiences, anchoring and linking knowledge to practical applications, and creating ownership and commitment to generation of knowledge by IPEC staff. IPEC has fostered a culture of knowledge as a natural and integral principle of all its work, and aimed to develop systems and processes in accordance with its strategic approach. An independent evaluation of IPEC's approach has concluded that the general approach is sound, and credited IPEC for being "a rare example of a learning organization, demonstrating use of both formal research and informal learning from experience, and a commitment to improve"¹³

IPEC has identified a wide range of targeted users as direct recipients of its knowledge (e.g. general and specialized public, constituents, donors, network and other external partners, implementing agencies, IPEC and ILO staff in headquarters and field). It has structured its knowledge generation and infrastructure to respond to the different types of users and their needs. Information is available in different formats and detail for general public access (internet), constituents and partners (extranet), and IPEC staff (intranet).

ILO knowledge on child labour is housed in various units of the Office and a comprehensive overview at the corporate level will depend on integration of knowledge from other units in the Office, including the field.

The analysis of IPEC's knowledge function for this study is structured as follows:

- a) **generation of knowledge assets (products):** statistics and data, research, analysis, evaluations, lessons learned, good practices, and thematic technical products;
- b) **knowledge infrastructure:** data base, websites, information collection and filing systems; and
- c) **knowledge-sharing:** communication, dissemination and use of information/knowledge – IPEC staff, other ILO units, tripartite constituents, and external partners.

This chapter provides an overview of knowledge management at global level as the international and national level aspects of the function are inextricably linked. There are aspects of knowledge management that relate specifically to national level and these have been addressed in Chapter 6. A number of management issues relate to Office-wide issues examined in Chapter 9 (Management Arrangements), but reference is also made to them in

¹² The formulation of this objective varies. It is stated as "a global clearinghouse for best practices in the compilation and publication of statistics on child labour" (P&B 2002-03), and "ILO's role as a global centre for child labour information and legal expertise" (IPEC implementation report 2000-01). For this report the standard language "international centre for child labour knowledge" has been adopted.

¹³ Mid-term evaluation of "ILO/IPEC Capacity Enhancement Packages funded by USDOL" (December 2002).

this chapter for ease of reference. Evaluation questions and performance criteria apply to knowledge management in general.

Evaluation questions and performance criteria

To what extent has IPEC's knowledge been relevant, credible and accessible to its users and contributed to a global knowledge on child labour issues?

Performance criteria:

- number and scope of effective knowledge assets;
- adequacy and sustainability of knowledge infrastructure;
- access and use by target audiences to methodologies, approaches, information developed by IPEC or with IPEC support, dissemination and information sharing between users of IPEC knowledge.

7.2 Knowledge assets

IPEC has generated a considerable inventory of wide-ranging knowledge assets, including data and research, evaluations, good practices, and thematic products.

Statistics and data

SIMPOC (Statistical Information and Monitoring Programme on Child Labour) has developed and continues to fine-tune three primary means of documenting child labour, i.e. National Child Labour Surveys (NCLS), either as stand-alone surveys or, or as complementary modules to Labour Force Surveys or other household-based surveys; Rapid Assessments (RAs), which focus on specific types of child labour through more qualitative methods to develop contextual information; and baseline surveys (BS) customized to diagnose and document base conditions against which change can be assessed.

Since its creation, SIMPOC has assisted over 50 countries with more than 90 national household and baseline surveys, and over 100 rapid assessments. IPEC's methodological tools have been widely applied. Lessons learned through their application have brought improvements. This is evidenced through the progressive refinements made to data collection instruments, improved guidance for their application, and greater appreciation of the means of defining and measuring concepts related to child labour. Recently, all three methodologies have been documented in methodological manuals. *Standard Household-based Child Labour Survey Instruments*, drafted in 2002, documents progress made in defining child labour statistics in line with C 138 and 182. Practitioner needs have increased demand for additional common concepts and definitions for worst forms of child labour. A draft methodology manual (2003) has fine-tuned definitions for hazardous child labour, unpaid work, child domestic work and street children.

In 2003, the SIMPOC External Advisory Committee on Child Labour Statistics (SEAC) was established to provide advice on definitions, standards, survey methodologies, data processing and dissemination, indicators, data analysis and other information needs. SEAC members represent a wide range of specialists drawn from international organizations and research institutions concerned with child labour issues. It has made recommendations for improving the definitions, methods and application of tools to document child labour. SEAC guidance has resulted in more innovative survey designs, including the measurement of the worst forms of child labour, in rationalization of data collection, and in refinement of qualitative methods such as rapid appraisals.

There has been progress in integrating child labour data collection into other socio-economic surveys of the ILO (labour force surveys) and external partners, e.g. UNICEF's Multiple Indicators Cluster Survey (MICS), and the World Bank's Living Standards

Measurement Survey (LSMS). The UCW project (outlined in the next section), has been a key instrument in this process.

Despite progress IPEC and its partners recognize that more work remains to standardize the definitions of child work, child labour and the worst forms of child labour, and develop a common framework of indicators for data collection and measurement of the incidence of child labour in individual countries for comparability across countries. For example, the International Conference of Labour Statisticians (ICLS), of which the ILO is a member, provides national estimates of the incidence of child labour but in different forms. This issue has been raised in SEAC, and in the World Bank's evaluation of UCW project.

ILO/IPEC has responded by designing and testing various approaches for rapid appraisal and more effective situation analysis, including within the context of the UCW project. For example, in Central America, recent country profiles have integrated data sources and data collection methods with institutional, legislative and other contextual information to deliver a more rounded and action-oriented analysis of the country situation.

The SIMPOC evaluation¹⁴ commends IPEC for the quantity (256) and quality of the surveys undertaken and noted progress in building national capacity, awareness-raising and policy and programme formulation as a result of the surveys. The evaluation recommended clarification of SIMPOC objectives, improving the global data bases access, further strengthening of methodological tools, and improving linkages with outside entities.

Rapid assessment surveys in four Sub-Saharan African countries on **HIV/AIDS** resulted in the development of a flexible survey instrument to provide qualitative and quantitative information on the critical links between HIV/AIDS and child labour. This instrument has been accepted as reflecting 'the best features of action research'¹⁵ and the methodology was found to be easily replicable. As a result of the studies, action programmes have been initiated in Kenya and programmes are being developed in eight other countries. ILO has recently issued the first global analysis of HIV/AIDS (July 2004) where the links between child labour and HIV/AIDS are made.

On **child domestic labour (CDL)**, IPEC has undertaken 38 rapid assessment studies in 19 selected countries in Asia, Africa and the Americas. Researchers have acknowledged these studies as providing comprehensive information on this hidden form of child labour. The substantive data, research and analysis on CDL has recently incorporated into a major IPEC publication aimed at a more general audience – "Helping hands or shackled lives? Understanding child domestic labour and response to it" – released with fanfare on 12 June, 2004 in conjunction with World Day against Child Labour. The publication provides a global overview of the extent and nature of CDW as well as practical guidelines for addressing the issue.

Research

Understanding Children's Work (UCW) is a joint interagency research project of the World Bank, ILO and UNICEF, launched in 2000 with funding from three donors (Norway, Sweden, Finland). UCW has two primary objectives: 1) to address current data gaps for understanding the child labour phenomenon, its extent and nature, its causes and consequences and the effectiveness of policies and programmes addressing it; and 2) to

¹⁴ Global Evaluation of the SIMPOC, July 2003.

¹⁵ HIV/AIDS and child labour in Sub-Saharan Africa: A synthesis report by Bill Rau, ILO 2003.

strengthen inter-agency cooperation and coordination. The Project completed its first phase in mid-2003 and entered into phase two.

In addition to the work done on a core survey questionnaire designed to extend and harmonise information on child labour collected by the three agencies through their standard survey instruments noted above, the UCW project produced a number of research studies to consolidate and streamline information, i.e. data sets, country statistics, project interventions, and research publications.

Examples of some of the key products include common definitions on child labour, a framework for analysing and addressing the child labour phenomenon in a variety of national contexts, better understanding of child labour in terms of interrelation with other programmatic areas (e.g. HIV/AIDS, health, infrastructure, early child development). The UCW project produced some 16 country level studies in five countries, as well as 41 research reports completed or forthcoming of a general or overview nature.

In its assessment of Phase 1,¹⁶ the Project concluded that more emphasis was required on the dissemination and use of the information. Feedback from the collaborating institutions confirms that the project has helped to strengthen working relationships and improve consistency and coherency in their work against child labour.

This assessment is also reflected in a World Bank Report¹⁷ on the project as part of its Evaluation of Global Programmes (currently in draft form). The draft report notes some results in better understanding of child labour, insights into causes supported by improved data on economic and non-economic contributing factors, and effective strategies, capacity development, and dissemination of new tools and methodologies. However, there is still no unanimity on the definition of child labour so that country data in the data banks of the three agencies is not strictly comparable, and the data banks are separately accessed by users so that the differences are not immediately evident. Other aspects of the UCW project noted in the Report include the need for more effective dissemination of information through better user-friendly access to the UCW data bank. The UCW is a small pilot programme, and to be more effective requires continued work in the areas identified, as well as more effective dissemination of the knowledge generated from the project.

Evaluations and good practices

IPEC has been extensively evaluated at the project, country and thematic levels. Evaluations are inbuilt into their project designs and include various types, including ongoing assessment during project implementation through self-evaluations. In 2002-03 IPEC completed six global level evaluations (four thematic and two on global programmes), 39 project-level evaluations including country programmes, mid-term evaluations, final independent evaluations, and ex-post independent evaluations, and 95 mid-term action programme level evaluations and 185 final action programme evaluations.¹⁸

¹⁶ Understanding Children's Work: Second Phase. August 2003. Chapter 2 "Experience and Lessons Learned from Phase I"

¹⁷ The World Bank's Approach to Global Programs: Case Study "Understand Children's Work (UCW) Program", May 2003. The text above is a summary of selected findings and not direct quotations from the WB's draft report.

¹⁸ Source: "IPEC Action against child labour 2002-03", January 2004.

Through a desk review of some 177 Action Programmes in 25 countries in **education and social mobilization**, IPEC has identified a number of features of its programme for further assessment which have been incorporated to a major thematic evaluation on “Skills Training, Formal and Non-Formal Education Activities Undertaken Within the Framework of ILO/IPEC”. The evaluation covered 69 action programmes in nine countries. The report provided an extensive inventory of specific recommendations, good practices, and lessons learned covering the integrated approach to education used by IPEC.

The evaluations, in particular the higher level ones, have been published and disseminated to highlight lessons learned and good practices. They have been used by donors in their monitoring of the IPEC performance.

IPEC has also produced a significant number of guidelines and tools on thematic areas associated with their technical products division, i.e. on hazardous child labour and child labour monitoring, vulnerable groups (trafficking, sexual exploitation, and bonded labour), education and social mobilization, and development and Policies and TBPs.

Publications

As noted in previous sections, IPEC has published a number of documents of wide interest to constituents and external partners. Examples include: Investing in Every Child is a cost-benefit analysis of the costs of child labour and its elimination. It has been cited by key partners as relevant and useful to support their needs, in particular audiences that respond best to economic arguments (e.g. World Bank, OECD, some donors). The Global Report, A Future Without Child Labour, produced for the ILC in 2002 as part of the Declaration Follow-up provides a global assessment of the child labour, including updated estimates of its extent, nature, and geographical distribution. It has been widely disseminated to constituents, external partners and the general public and used as a reference publication on child labour issues and the ILO/IPEC response. The Handbook for Parliamentarians on Eliminating the Worst Forms of Child Labour (“A practical guide to ILO Convention No. 182”) was widely disseminated to a target audience of particular interest and importance to IPEC. The Annotated Bibliography on Child Labour provides a comprehensive reference guide for researchers. Finally, in its publication Combating Child Labour: A Review of Policies, the OECD acknowledges the use of ILO/IPEC data and analysis in its publication.

IPEC has taken steps to ensure the credibility of its knowledge assets with users.

The effectiveness of IPEC knowledge is based on perception of quality and credibility by users. IPEC considers knowledge management as central to its role as a knowledge centre. It has developed procedures, systems and management approaches to provide effective and efficient management of the function. Within IPEC, knowledge generation is decentralized and managed through technical units, assuring quality control and practical applications through close association with practitioners. Procedures, including staff training on how to identify and capture good practices, have been put in place.

IPEC’s credibility for technical expertise has been strengthened through the establishment of SEAC, links to longstanding ILO expertise in the Bureau of Statistics, and participation in joint ventures with other recognized international institutions working on child labour data (e.g. World Bank and UNICEF in the UCW Project).

The evaluation undertook a small telephone survey to obtain information and views from a selected sample of involved international constituents and external partners in IPEC

programmes on their awareness and use of IPEC's knowledge assets.¹⁹ Similar issues were addressed at national level through interviews with constituents and external partners in the case studies (reported in Chapter 6). Despite the limitations of the survey in terms of number of interviews, the representative range of respondents in some categories, and the need to distinguish between an institutional versus individual response in some large institutions, the responses provided some insight into the awareness and use of IPEC's knowledge assets.

Publications that received specific (unprompted) mention(s) of appreciation and use included the Global Report "A Future Without Child Labour", "Investing in Every Child", the "Handbook for Parliamentarians on Eliminating the Worst Forms of Child Labour: A practical guide to ILO Convention 182", "Stolen Childhood" (photo essay), as well as evaluation reports and fact sheets.

Responses indicated general awareness of information and materials, as these were widely disseminated to partners. There were different degrees of familiarity with the full range of available materials, and selectively in use. It was less conclusive on whether or how these materials were being used. Some indicated they did not read them or used them selectively in their own advocacy efforts. Others noted the materials supported their own efforts in resources mobilization and public awareness. For greater efficiency, there is a need for targeted dissemination of materials according to needs of users.

Statistics on the increasing number of hits on the IPEC website indicate growing awareness and use. Since the relaunch of the IPEC website in May 2001, the number and length of the hits has increased with the current average in the order of 55,000 hits per month and ten minutes in length. A further indication is the ranking of the IPEC website on major search engines such as Yahoo and Google, where ILO/IPEC website ranks third out of over 690,000 web pages.²⁰

An increasing number of information email and online requests from staff, constituents and external partners confirms the increasing awareness and use of IPEC knowledge, currently averaging 200 per month, or a ten-fold increase over two years (figures 4 and 5).

IPEC continuously reviews its knowledge base and has identified a number of gaps. IPEC's assessment of future development of its knowledge concurs with findings of relevant reports, interviews, and investigations for this evaluation.²¹

IPEC's own assessment for improvement include: thematic inventories (distilled and classified lists of interventions, processes, action programmes) and good practice models of intervention; guidelines for conducting research on WFCL, including criteria for determining hazardous work and tools and methodologies for reaching the most vulnerable groups; models and guidelines for interventions on vocational training, income generation, and CDL; guidelines for mainstreaming child labour in national development plans such as PRSPs, based on experience; sector-based risk management tools for hazardous work; and good practice syntheses by sector.

¹⁹ The sample included responses from nine donors, four workers'/employers' organizations, four international organizations, and three international NGOs.

²⁰ Information contained in IPEC project documents for July 2002. More recent information is found in their stock-taking exercise.

²¹ SIMPOC evaluation, mid-term evaluation on Capacity building.

Conclusions on knowledge assets

IPEC has generated a large number of knowledge assets, in accordance with the needs of different users – staff, constituents, internal and external partners. There is evidence that the knowledge generated has contributed to establishing international standards in such areas as definitions, methodologies for data collection and analysis, and good practices.

IPEC has established quality control and validation mechanisms and procedures, including through its decentralized approach for extracting practical, workable tools and good practices from its technical specialists, establishing external advisory groups (e.g. SEAC), and participating in joint ventures with recognized institutions working on child labour issues.

7.3 Knowledge infrastructure

IPEC has structured its data base²² and website on the basis of generating valid and practical knowledge from its action programmes, organizing information needs according to users, and efficient systems for maintaining the knowledge.

IPEC database

The modular design of the data base is founded on the core element of information on programmes and projects, which includes project-specific management reports and research oriented documents and outputs, which provide comprehensive data on all aspects of IPEC interventions, including progress reporting and evaluation modules. The data base has two modular extensions currently developed and under expansion, i.e. on partners (donors, implementing agencies, contacts, external organizations), and products (e.g. guidelines, training manuals, good practices etc.).

Data base entry is through work-flow procedures that transfer information from IPEC staff to the database administration. IPEC staff are encouraged to identify good practices in their work, and are provided with guidelines on how to identify and document such practices. The overall operational management of the data base and website are housed in the Design, Evaluation and Documentation (DED) section, which is responsible for providing guidelines for systematized organization of the inputs.

The decentralized approach to maintaining and expanding the database ensures technical quality of the data and its practical use. It also fosters ownership and commitment to knowledge by IPEC staff, and in a resource-constrained environment the “burden-sharing” of the function through the programme is an efficient means to capture and disseminate knowledge. The data base is accessible to ILO intranet users, including field staff, but constraints remain in upkeep and access of the data base due to time and resources for data entry, and limitations related to technical equipment available in the field, including slow reaction times.

The building blocks for a strategic approach for targeting different audiences with specific types of knowledge to support programme implementation, advocacy and partnerships have been identified and are currently being developed. However, it is not clear that the overarching strategic definition that inserts the “political filter” for knowledge is well-articulated to provides selectively for optimum effectiveness and efficiency in developing and sustaining the data base within restrained resources.

²² The term data base is understood differently by users within the ILO and externally. In IPEC’s case it implies a knowledge base, as it extends beyond data and statistical information.

IPEC's own internal assessment (IPEC workshop, April 2003) has identified a number of needed improvements for its data base including better distillation and classification of existing information. These refinements would include creation of data bases and tools; thematic databases; more systematic update of information from field staff; new or enhanced technical products and lines.

IPEC has been developing its current data base since 1999 through extra-budgetary funds from USDOL. The contribution has allowed IPEC to systematize its approach to knowledge management and regularize the unsatisfactory ad hoc arrangements in existence prior to 1999. The timing coincides with a period of general upgrading and changes in Office-wide information systems and data bases, including IRIS. The transitional period in the ILO has meant consolidation into a standard platform developed in ITCOM. IPEC has been adjusting its own data base accordingly to facilitate linkages and consistency of software.

The development of IPEC's data base has been in advance of Office-wide systems in accordance with its immediate needs to satisfy programme requirements and donor demands. IPEC has moved ahead guided by its specific needs and is now in a position to provide input to facilitate development of wider Office-wide knowledge development, based on its experience and approach as a "learning organization" as noted above.

The IPEC database is linked to a number of ILO administrative and programme databases including Human Resource Development, budgetary information, Declaration, Communications, and the statistical database for the UCW project. The impact of the development of ILO corporate information systems on further development of IPEC's knowledge database is not clear, although IPEC is working to ensure complementarity and integration where appropriate. The future interface between the IPEC and Office-wide corporate data bases and knowledge functions will need monitoring and further assessment as new systems become operational.

Website

The adjustment and linkages of the IPEC information systems to the ILO IT environment will have resource implications and clear definitions within a RBF for IPEC and the ILO overall.

IPEC's website is currently structured for two audiences, i.e. Intranet, intended for IPEC/ILO users, and Internet, intended for the general public. IPEC is in the process of designing an intermediary site aimed at the segment of the public audience with special interests and information needs about IPEC, e.g. ILO constituents, multi and bilateral donors, and external partners and strategic allies.

The website includes information on the work of ILO/IPEC on child labour; reports and publications of IPEC, including fact sheets, information and campaign materials; news reports and clippings; reports and information on specific topics relating to child labour (e.g. education, TBPs, WFCL; and reports on research and data collection.

IPEC has established multiple links to related external websites on child labour, an important element in its objective to become an international centre on child labour knowledge. IPEC is the coordinator of a number of two important networks on child labour – the Development Policy Network (DPNet), a global network of development institutions, and Hazardous Child Labour Net, a global network initiative on hazardous child labour. There are a number of significant gaps, which IPEC acknowledges. These include links to

web sites of ILO regional offices, websites linked to projects such as the Networking project, projects outside IPEC.

The public website has an upward trend on use with increases in hits as well as length of time in requests, but some 60 per cent of the site's visitors are from the industrialized world.²³

IPEC faces a number of other constraints in realizing its goal as an international centre on child labour knowledge, including access to knowledge available in local languages available on partner websites. IPEC has been developing this capacity in a limited way in conjunction with other partners, as for example in the Teachers' Kits on child labour, currently available in 11 languages. Access to the ILO/IPEC website can be limited in many IPEC countries from the developing world where there is low technological infrastructure.

Conclusions on knowledge infrastructure

IPEC has designed a practical data base structured for multiple user access according to information needs. Increased requests for information and enquiries from targeted users through website visits and email from its internal and external target audiences attests to the effectiveness of the knowledge infrastructure for access by different interest groups. IPEC has identified a number of areas for improvement and is working to address these.

IPEC's decentralized approach for maintaining its database is effective and efficient in terms of quality of technical information, ownership of the knowledge, and burden-sharing. The approach requires strong coordination for overall coherence and standards of knowledge as well as a more strategic approach to filter the aggregate content of the data base to ensure optimum efficiencies in support of the needs of its differentiated target users.

Linkages to other ILO websites and those of external partners will strengthen IPEC's knowledge base and enhance its role as an international centre on child labour knowledge.

There are a number of management issues associated with the data base and website that need to be addressed, including dependency on extra-budgetary funds, interface with ILO corporate systems, staff time and resources for maintaining the database, and limitations in technical infrastructure in some IPEC program countries.

7.4 Knowledge sharing

IPEC has made considerable progress in sharing knowledge within the programme and the Office, and with tripartite constituents and external partners and has identified areas for improvement.

The channels for knowledge-sharing include joint projects, collaborative actions, participation in meetings, dissemination of information, public relations events, seminars and training programmes.

The charts below attest to the increasing awareness and use of IPEC knowledge by staff and external partners.

²³ Source: Internal IPEC project documents.

Figure 4 Information requests received for the period June 2002 to April 2004

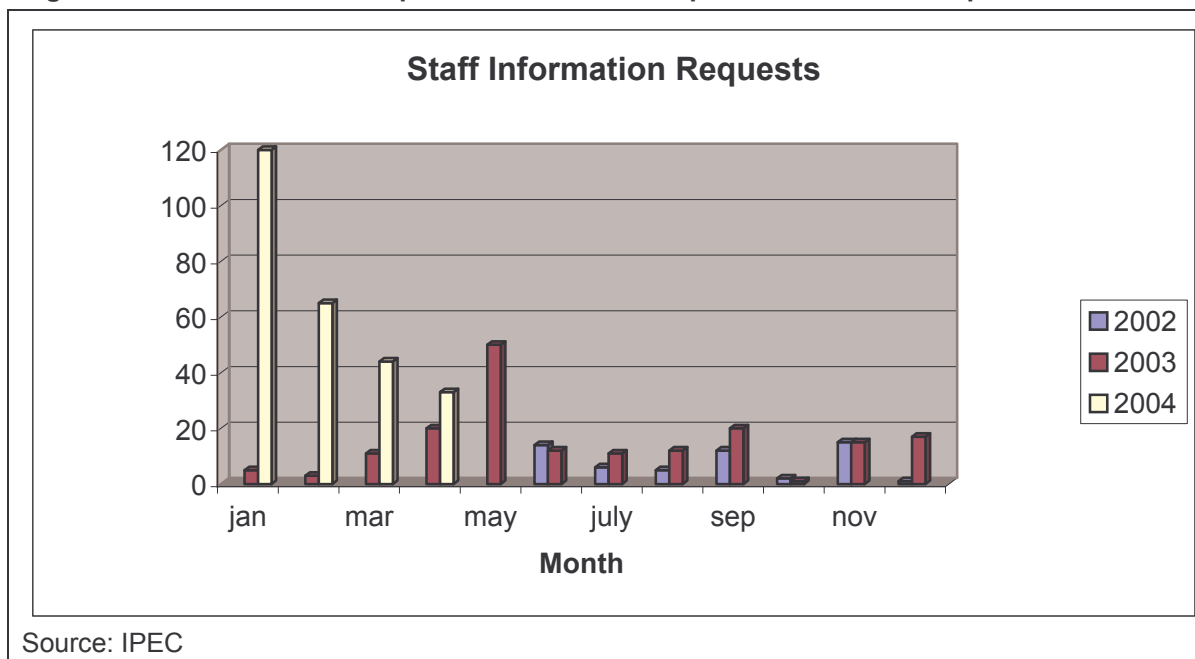
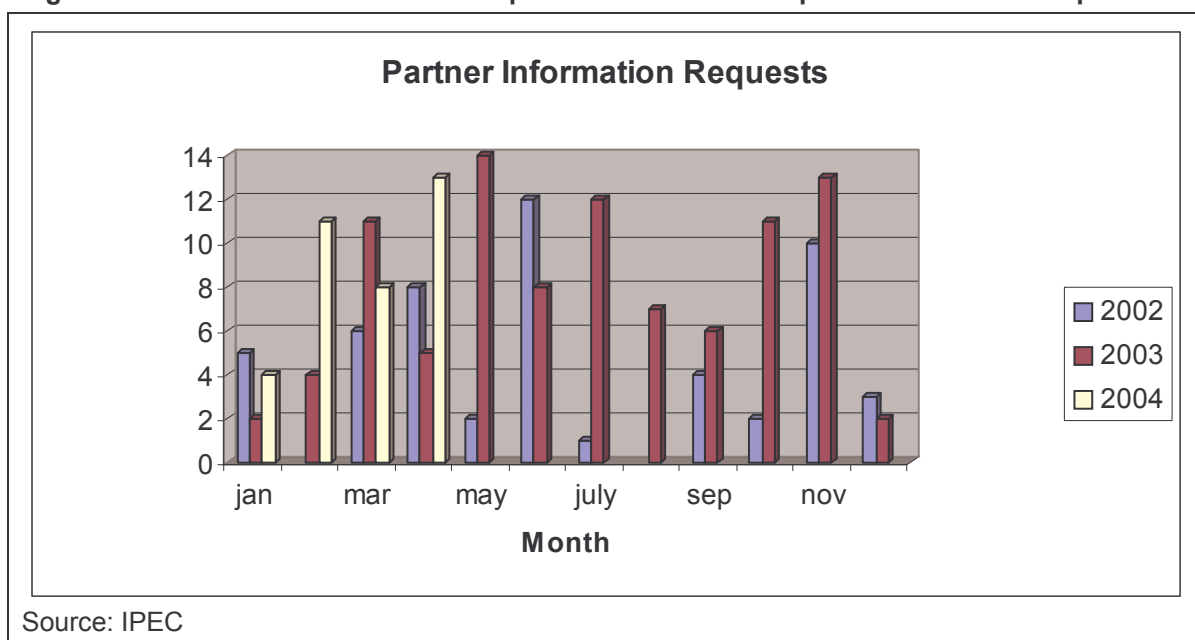


Figure 5 Partner Information Requests received for the period June 2002 to April 2004



IPEC coordination of networks on child labour (DPNet and HCLNet) has the potential for multiplying and reinforcing IPEC knowledge to a wider audience of partners.

IPEC recognizes the importance of knowledge-sharing and is making efforts to improve this function. Within the ILO, through their joint headquarters and field planning sessions they have identified needs, roles and responsibilities for different actors in the technical areas, and identified the weaknesses and possible solutions to improving knowledge-sharing, e.g. mailing lists to disseminate documents to colleagues and external partners; translation of selected key documents; mechanisms for sharing information and experiences between IPEC offices.

IPEC is developing or reinforcing processes for internal reporting, feedback and communication; expanding opportunities for IPEC staff to participate in evaluations and field missions; regular updating of thematic inventory lists; development of models or organizational procedures based on good practices; distribution of lessons learned and good practices to IPEC staff; and regional focal points and networks.

On the external front, including with constituents, there is considerable room for continued development of systems and processes to more effectively disseminate information and knowledge. The intended improvements in structuring the data base and developing a three-tiered approach to IPEC's websites aimed at different user groups will facilitate this process. There are good examples of exploiting the multiplier effect for extending IPEC knowledge through partners and networks.

Conclusions on knowledge sharing

IPEC has made considerable efforts in its knowledge-sharing internally within the Office, with tripartite constituents and with external partners. The limitations of the evaluation study and resources do not permit conclusive results, but there is some evidence of impact and results, as well as indications that the full potential has not been realized.

The decentralization of knowledge generation to IPEC units has advantages with regard to the IPEC knowledge management strategies of ownership and quality technical input, but there is also need for strong central coordination of the function for overall consistency and coherence of technical content. The lack of regular budgetary funds for this staff position weakens the potential impact and puts the sustainability of the strategy at its integration into ILO systems at risk.

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The sustainability of IPEC's knowledge base is vulnerable due to reliance on extra-budgetary funding for maintaining core knowledge management functions. The development of its data base and websites was funded through extra-budgetary funds. Its maintenance and further development are uncertain due to reduction in these funds. A similar situation exists with DPNET, where the donor-funded initiative will not receive further support. There is risk that one of IPEC and the ILO's core capacities will dissipate with shifts in funding levels or donor priorities.

In light of resource constraints, IPEC will need to look for efficiencies in managing its knowledge management functions, for example in developing strategies and priorities for further development of knowledge assets, selection of materials for publication, and more targeted dissemination of information. Exit strategies for XB dependent systems support should also be developed to take advantage of current systems development work at the corporate level.

IPEC will also need to strengthen its collaboration with other ILO units in order to leverage its own funds and technical expertise for filling knowledge gaps and generating new products. Joint ventures/research initiatives will support delivering technical products, but will also result in better knowledge-sharing within the Office and beyond to tripartite constituents and external partners.

However, there will be a limit to increased efficiencies in knowledge management functions, and the long term sustainability of this core capacity will require greater certainty through regular budget resources. This may require increased leveraging of IPEC's knowledge management strategies within the ILO's corporate capacities already supported by regular budget.

Recommendations

IPEC continue to monitor and assess knowledge asset gaps drawing on its research, evaluations, and internal analysis of technical needs.

IPEC continue to facilitate the development of the corporate information systems and data bases and develop its own data base for complementarity and linkages, including participation in the consultative processes associated with the corporate initiatives.

IPEC define a differentiated strategy for further development of its three-tier customized websites targeted at different user groups, within evolving corporate capacities, in order to optimize efficient use of resources for maintenance of the data bases/websites.

IPEC evaluate the dissemination and use of its knowledge assets with constituents and external partners, with a view to ensuring the most efficient and effective use of resources to share knowledge; and

IPEC formulate its medium-term strategy for knowledge management with clear objectives and targets relating to its primary and secondary strategies, estimated resources including efficiency savings, and a risk assessment of declining extra-budgetary resources.

The Governing Body, including donors, consider appropriate action to leverage IPEC needs with ILO core capacity of knowledge management to be sustainable through regular budgetary resources.

8 Organizational Arrangements and Governance

8.1 Introductory observations

Chapter 8 focuses on the ILO's programme on the elimination of child labour as a priority. It assesses the effectiveness and efficiency of organizational arrangements in the context of results-based programming and in relation to functions such as policy direction, programme monitoring, resource allocation, oversight and accountability, integration of child labour into ILO programmes, and fostering internal and external collaboration. The study will review global and country level arrangements and their linkages. The roles and functions of the International Programme Steering Committee (IPSC) will be reviewed in this context.

IPEC has complex organizational arrangements borne of its history and more recently the mandate given to it in its establishment as an InFocus Programme that integrates all aspects of the ILO's work on child labour and relates explicitly to the Declaration and two core labour conventions.

Global level ILO governance instruments are documents approved by the International Labour Conference (ILC) or the Governing Body, either directly or through approval of Committee Reports. Those directly related to IPEC include:

- a) The Declaration on Fundamental Principles and Rights at Work (1998) (The Declaration).
- b) Convention No. 138 and Recommendation No. 146 concerning Minimum Age for Admission to Employment (1973) and Convention No. 182 and Recommendation No. 190 concerning the Prohibition and Immediate Action for the Worst Forms of Child Labour (1999).
- c) Programme and Budgets.
- d) Governing Body decisions taken on selected related topics, e.g. technical cooperation, Global Reports on Follow-up to the Declaration.

At the field level, the governance instrument is the ILO/IPEC Memoranda of Understanding (MOU), complemented by legal agreements for specific projects.

Governance and Management come together in the Programme and Budget (P&B). The policy and programme guidance of the instruments is translated into programme implementation, initially through the Strategic Policy Framework (SPF) which sets out strategic orientations for Decent Work, and finally through the biennial Programme and Budgets where IPEC's specific operational objective, indicators, targets and strategies are set out to provide the framework for oversight by the Governing Body, and accountability for the Director-General.

At the international level there are a number of instruments to which Member states and international organizations have subscribed, and which are reference points for the ILO, in particular the Plans of Action for the World Summits for Social Development, the Millennium Declaration and Development Goals, and the Convention and Plan of Action for on Rights of the Child.

The multifaceted IPEC mandate involves several governance structures and management processes. Governance structures include the International Labour Conference and its associated committees (e.g. Committee on the Application of Standards (CAS)), and the Governing Body and its Committees. Various aspects of the programme are dealt with

separately in different venues and committees of the Governing Body and ILC, including those associated with the Declaration follow-up, and supervisory machinery related to Conventions. In addition, within the ILO, child labour is both a major programme and a shared policy endeavour which depends on the work of many units and departments, and requires internal collaboration with a number of different units, both at headquarters and in the field.

IPEC also has unique organizational arrangements outside the regular ILO structures, both globally and in the field. At the global level it includes an International Programme Steering Committee (IPSC) that has evolved from its historic beginnings as a steering committee for managing a large donor contribution, to an inclusive multi-stakeholder forum perceived as an advisory body. At field level, IPEC arrangements have been separate from regular ILO field structures. Recently, with the creation of five child labour specialist positions in the field as part of SROs, there has been a move towards more integration.

8.2 Governance

Evaluation questions and performance criteria

To what extent are the governance instruments, structures and associated processes effective and efficient in fulfilling governance functions of policy direction, resource allocation, oversight and monitoring programme implementation, accountability for the programme? To what extent do they facilitate internal and external collaborative actions on child labour?

Performance criteria include:

- clarity of governance instruments for policy and programme guidance;
- results-based framework for monitoring and evaluating programme implementation;
- clear accountability in accordance with responsibilities, authority and resources;
- mainstreaming of child labour issues into governance level structures.

Policy and programme guidance

The Declaration and the two core child labour Conventions Nos. 138 and 182, and associated Recommendations Nos. 146 and 190, provide comprehensive and concrete guidance on policy and programming along the strategic directions that have been consistent in IPEC over time, and reflect the synergies between the evolution of the practical aspects of the programme as it gained more knowledge and experience, and the subsequent development of new standards to meet the needs of addressing the issue of child labour.

These instruments are also specifically cited as the principles for cooperation in the MOU that ILO/IPEC signs with countries.

The provisions of the two Conventions and their associated Recommendations properly situate child labour into a wider context with linkages to many other factors e.g. poverty alleviation, education, income generation, social security, etc.

The high level governance instruments provide the necessary broad policy and programming framework for IPEC. The Governing Body has the role to provide strategic directions based on this framework, and commensurate with the available resources. As noted in Chapter 4, the presentation of the IPEC programme in the Programme and Budget is evolving in tandem with improvements in ILO's strategic budgeting methodologies and tools. The current framework is not yet sufficiently developed to facilitate the strategic

choices that the Governing Body should give to IPEC. The recent shifts in emphasis are recent and data and benchmarks are developing.

Strategic choices for the GB

The strategic choices for the programme are issues of relative emphasis rather than exclusive options. These include upstream versus downstream interventions, impact on the universe of child labour (indirect beneficiaries) or directly on child labourers, WFCL versus non-WFCL, and the extent, nature and geographic location of the target group(s). The basis for informed choices, i.e. a clear-results-based impact framework supported by data is not fully developed for IPEC's recent shifts in emphasis, i.e. towards more indirect interventions and time-bound programmes associated with the WFCL as defined in Convention No. 182. The lack of clarity in terminology is an additional factor inhibiting clear choices, as noted below.

Factors to consider in the decision-making include sufficient information to elucidate choices; a SWOT (Strengths, Weaknesses, Opportunities, Threats) analysis; the priorities, interests of constituents, including donors who provide most of the funds; country needs and situations; and the lessons learned in programme approaches through historical evolution of the programme.

The IPEC policy shift towards more upstream interventions (policy-related intervention aimed at creating a conducive environment for eliminating child labour) and less on direct interventions (service-oriented activities at the community level). These changes require further definition. They are intuitively reasonable in light of the current global environment and IPEC's need for leverage of influence and resources. There has always been a blend of upstream and downstream interventions in IPEC programmes, in particular in the evolution towards large integrated multi-component area or sector-based projects. However, information on the relative emphasis between upstream and downstream interventions at programme level is not available. It is difficult to delineate given the inevitable overlap in some components or action programmes that would contribute to both. Moreover, in light of the lack of benchmark information or the extent/nature of the change, i.e. within projects, country programmes or aggregate programme level, it is difficult to monitor the impact of the shift on the primary and secondary strategies and hence on target groups.

The definition of direct and indirect beneficiaries has evolved and in the P&B 2004-5, is stated as:" 1) those benefiting directly from pilot projects executed by the ILO, and 2) those indirectly benefiting from initiatives executed by other development partners (member State, organizations and other agencies) as a result of ILO support and advocacy". There is inconsistency in the definitions from earlier P&Bs and in the Progress Report²⁴ provided by IPEC to the IPSC, but this may be due to evolution and refinement of the concepts. *The strategic choice in this instance is the size of the target group of child labourers that IPEC aims to effect.* The current targets (P&B 2004-05) are 300,000 children for direct impact, and 1 million for indirect impact. Indirect impact through upstream interventions could extend to a much wider universe of the child labour problem, potentially the estimated 246 million child labourers in the world. IPEC strategies currently imply a wider target group than those it can directly reach with its current resources. An assessment of impact on the wider universe can only be made with further work on clarification, definition of target groups, indicators and targets, benchmarks, data, and

²⁴ Progress Report refers to the annual implementation report provided by IPEC to the IPSC. Its title varies.

development of appropriate methodologies for impact assessment. IPEC is working on this with SPIF and other analysis.

Support for Time-Bound Programmes (TBPs) associated with implementation of Convention No. 182 on the WFCL are receiving more emphasis and are reflected in one of the targets for IPEC in the P&B 2004-05. TBPs are an extension of integrated multi-component projects combining upstream and downstream interventions, but as defined in the TBP Manual for Action Planning (MAP) there is a different “delineation” to the definitions of upstream measures (enabling environment) and downstream (direct interventions) as defined elsewhere in IPEC programme documents. Thus is not clear how the components of the TBPs related to the targets as defined in the P&B, nor to what extent IPEC is shifting emphasis towards TBPs to the exclusion of non-WFCL actions.

The shifts in emphasis relate directly to the target group IPEC aims to affect, i.e. part of the universe of the 256 million child labourers or the subset of the 171 million child labourers in the WFCL (intolerable and/or hazardous). The current targets and strategies suggest the wider horizon of the universe of 256 million children. The target relating to countries initiating TBPs does not indicate how it relates to and the ultimate target for the desired number of IPEC country programmes to embark on TBPs, nor how this relates to the non-WFCL universe.

The high ratio of extra-budgetary funds for technical cooperation is a factor in strategic choices, including the extent to which IPEC moves “upstream”. Donors tend to prefer projects that relate to tangible outcomes for a visible target group, and generally have regional interests as well as thematic preferences. The upstream versus downstream divide is somewhat superficial due to the integrated nature of the interventions and the ambiguity and overlap of the definitions as noted above. *The real choice is setting a realistic target for the number of child labourers the programme can reach through both direct and indirect strategies, and the framework to monitor results against clear definitions and methodologies for measuring impact on direct and indirect targets.*

The shift of emphasis towards more upstream interventions is a higher risk strategy as results depend to a larger extent on external actors and factors over which IPEC has little control. This is particularly true of support for TBPs and other interventions aimed at the WFCL, as this target group is more difficult to reach both directly and indirectly. Moreover, the number of partners on which results depend is greater in number and in scope. IPEC will need to carefully assess risk, prepare contingency plans, and define its accountability in this environment.

Recommendations on programme guidance

1. Within a results-based framework, IPEC clearly define the composition of elements relating to upstream/downstream interventions, and direct/indirect beneficiaries, including within TBPs, provide benchmark data for the current profile of the programme at aggregate and country levels, and assess the implications of the shifts for the primary and secondary strategies.
2. IPEC do a comparative risk assessment for upstream and downstream interventions, and the shift towards WFCL programming.

Structures

The governance structures for fleshing out the more detailed operational aspects of the multi-sector, national and international aspects of the provisions of the instruments are fragmented, as different aspects of operational policy and implementation are dealt with in

different committees of the GB and ILC. For example, the legal aspects of the conventions, including questionnaires and monitoring ratifications are dealt with in the LILS (Legal Issues and International Labour Standards); employment is dealt with in the Employment and Social Policy Committee (ESP); education is generally part of the Sectoral and Technical Meetings and Related Issues Committee (STM); technical assistance is dealt with in the Technical Cooperation Committee (TCC); relations with international organizations are dealt with in several committees including ESP, TCC and the Governing Body. Dispersion of policy deliberations among different GB committees is a fact of life for several ILO cross-cutting programmes, but it is particularly acute for IPEC given the global, national and multi-sectoral nature of its mandate, the scope of the programme and consequent wide range of programme activities.

In addition to the policy and programme guidance for the elimination of child labour contained in the instruments, there is considerable information for operational programming contained in the follow-up mechanisms to the Declaration. At the global level, the action plan associated with the quadrennial Global Report on Child Labour is endorsed by the TCC, and information for programming technical assistance at country level is available in the Annual Report of the Committee of Expert Advisors (CEA). Similarly, some information on country needs is contained in the Reports of the Committee of Experts on the Application of Standards and Recommendations (CEACR). In its general reports for 2000 and 2001, the CEACR referred to their interest in practical measures for technical assistance to countries for application of the conventions.

The original intention of the Annual Reports for Follow-up to the Declaration was to establish basic information of the country situation for non-ratifying countries with regard to implementing the principles of the core Conventions in the initial report, and then to assess progress and provide technical assistance to countries in subsequent years. The report form included areas where member States could identify areas for technical cooperation. The direct link to technical cooperation was not clearly developed for a number of reasons, including the need to adapt the initial reporting provisions to the newly adopted Convention No. 182 in 1999, the multi-dimensional nature of the Conventions reflected in the report forms which covered a number of areas for ILO technical services in addition to those associated with IPEC, the lack of ILO systems to provide an overview of the total technical assistance on child labour beyond that provided by IPEC, and the lack of systematic follow-up such as occurs through the TCC for the Global Report.

The successful promotional campaign for the ratification of Convention No. 182, and the spill-over effect for ratification of Convention No. 138, has significantly reduced the number of Annual Reports on situations where there is no ratification. As monitoring moves to the supervisory machinery for ratified conventions, the nature of information changes more towards legal consideration, tailored to ensuring a better application of the Conventions. Given the nature of these fundamental Conventions and their key role in the development process, it is important that the regular supervision by the CEACR and the CAS is a part of a comprehensive process aimed at promoting the Conventions and addressing key questions of strengthening the capacity of countries. There are discussions currently under way in the LILS to look at ways to better link standards-setting with technical assistance and promotion.²⁵

The CEACR has expressed interest in the practical aspects of eliminating child labour, with references to IPEC in recent reports (2000 and 2001). Thus the only link between

²⁵ GB285/LILS/5 (November 2002), and GB288/LILS/6 (November 2003).

follow-up and technical services is at a global level through the Global Report, discussed by the TCC. The country specific situations that were addressed by a multi-disciplinary approach to technical assistance contained in the Annual Reports has gradually been overtaken by events.

Fostering internal and external collaboration

The governance instruments, including the P&B clearly state or imply the importance of internal collaboration with other units within the Office and with tripartite and external partners, if IPEC is to fulfil its operational objective through its strategic approaches. The internal and external collaboration are linked, since part of the external collaboration is through the sector networks of other units and departments. Thus, the external collaboration depends on the integration of child labour into these other programmes, as well as into the overall advocacy work of the organization, both at global and country levels.

Although the instruments reflect the broad remit of IPEC, as noted above, the governing body structures are splintered in dealing with various aspects of the policy and programme guidance on child labour provided in the instruments. As a minimum, the IPEC programme is linked to technical units such as standards, sectoral activities, gender promotion, employers' and workers' bureaux, statistics, ILO/AIDS, Declaration, Integration, as well as service units such as legal, finance, human resources, communications, external relations. These programmes report to the GB through various committees.

A brief examination of GB documents of LILS, ESP, STM, TCC, and GB indicate a paucity of references to the elimination of child labour in the policy matters of other units and global initiatives of the ILO, including areas where the subject matter would seem most relevant. Child labour is not always conceptually viewed externally as a discrete element for action but rather as part of a broader context, e.g. child rights, poverty reduction, youth employment, social security etc. This holds true within the Office where the elimination of child labour is assumed as one of the fundamental principles and rights within a pillar of Decent Work, but not always explicitly mentioned in the integration of the Decent Work agenda elements as reported to the GB. This is in contrast to gender considerations where documents overall robustly address gender considerations, and the girl child.

A notable exception is the Report on Sectoral Activities presented by the Department of Sectoral Activities (SECTOR) to the STM (GB289/STM/1) which provided an assessment of the implications for child labour in its overview of sectors. SECTOR has also established a task force for its Action Programme on Education, where IPEC is a member. This type of information provides the Governing Body with assurance that child labour is being effectively addressed in other units of the Office.

A similar observation can be made with regard to the tripartite constituents in their interventions on topics related to child labour, as evidenced from the reports of the committees to the GB. The exception is the TCC where there is a standing item reporting on the operational aspects of IPEC, including action taken on Follow-up to the Declaration.

The question of better integration and the governance level, where strategic directions and operational policy are discussed will become more pertinent as IPEC moves along its strategic axis from direct interventions at the community level (which is better addressed through programme implementation) towards upstream actions aimed at influencing the policy environment (at global and country levels) which is better addressed in policy and programme discussions at the governance level. The IPEC approach is premised on

intervening and affecting a variety of external processes involving the constituents and a range of external partners. This immediately situates IPEC into the broader ILO effort to promote Decent Work at global and country levels into the development agenda.

An important channel for ILO/IPEC to ensure that child labour is integrated into the global and country development agendas is the processes associated with implementing the MDGs. These include the UN Millennium Project²⁶ where operational guidance and indicators are developed and medium-term nationally-led development programmes are formed to achieve the MDGs. International partner support is coordinated through such mechanisms as the UN Development Group (UNDG), UN Development Assistance Committee (UNDAF), Common Country Assessments (CCA), local consultative or theme groups, and specific consultative mechanisms for Poverty Reduction Strategies (PRSPs).

A general review of GB documents provided to various committees on Decent Work, Decent Work Pilot Projects, relations with the UN and Bretton Woods institutions, PRSPs, reports of meetings of interagency committees provides evidence of mixed results that child labour has been explicitly mainstreamed into the higher level international policy agenda of the ILO for onward transmission to the external environment. For example, as indicated earlier, the report of an inter-agency UNGD Working Group chaired by the ILO on PRSPs, and the resulting guidance paper sent to the UNDP and World Bank representatives in the field did not contain an explicit references to child labour(ers).²⁷ The Governing Body is kept informed of ILO experience with PRSPs with regard to Decent Work and references to child labour are included in some reports.²⁸ The new ILO manual on PRSPs (in draft form) provides guidance on integrating child labour into PRSPs through EFA and notes the link with poverty, but does not specifically reference child labour for other key themes such as youth employment and HIV/AIDS.

The MOU that ILO/IPEC signs with countries provides for internal and external collaboration in countries. The MOU provides for the establishment of a tripartite national steering committee that has representatives of ministries concerned with welfare of children and the elimination of child labour, non-governmental organizations, and provisions for inclusion of other UN and international organizations. The Government is responsible for “ensuring effective cooperation between all ministries and government institutions whose mandate is relevant to the elimination of child labour”.

Conclusions on governance structures

Governance structures do not facilitate Governing Body information on the translation of the multidimensional operational policies contained in the provisions of the governance instruments, nor internal and external collaboration. It is therefore difficult for the GB to assess to what extent the operational objective of IPEC is being realized through the combined efforts of the Office. There is also evidence of confusion, possible duplication of effort, and lack of integration into the ILO’s parallel promotional efforts of Decent Work (DW), in part due to the higher level conceptual framework of DW where child labour is subsumed under one of its pillars, and in part due to different timeframes between IPEC’s launching of support for TBPs, and the DW Pilot Projects.

²⁶ The Millennium Project is composed of ten thematic task forces linked to the MDGs to translate these into operational realities.

²⁷ UNGD: “An Assessment of the Role and Experiences of UN Agencies in PRSPs” and “UN Country Team Engagement in PRSPs” (October 2003).

²⁸ GB285/ESP/2 (November 2002).

The Committee Structures are not conducive to fostering the internal and external collaboration required for policy coherence for optimum results in addressing the issue of child labour internally within the Office, with constituents, and through the external multiplier effect with external partners. The shortcomings of the Committee structures can in part be addressed through improved management processes, and these are addressed in the next section.

Some of these constraints will be addressed as the organization further develops its strategic budgeting tools and systems, and its approach to operationalize the Decent Work concept. Child labour requires visibility as a factor of development to fulfil the ILO/IPEC mandate, and more effort will be required to situate child labour as an explicit element of the ILO DW agenda if it is to be integrated into the global and national development agendas.

The MOUs provide a good framework and institutional base for internal and external collaboration in countries.

Recommendations on governance structures

1. The Director-General provide guidelines that child labour be established as a shared endeavour and addressed in key policy and programming documents for review by the GB.
2. The Director-General request IPEC, in consultation with relevant Office units, to examine ways to ensure coherence in including child labour explicitly in initiatives with regard to promotion of the Declaration and Decent Work.

8.3 Programme oversight

Programme Oversight is monitoring of programme implementation. Components of the oversight system include audits for financial probity and controls, monitoring of programme implementation, and evaluation. In a strategic budgeting context, the prerequisites for effective oversight for programme implementation are: clear statement of objectives in results-based terms; a structured framework of hierarchical actions/outputs/outcomes (or intermediate outcomes) linked to the objective(s); targets and indicators; benchmarks, reliable data collection; monitoring and evaluation.

Financial probity and controls

Oversight includes both external (directed to the legislative level) and internal (directed to the management level). In the ILO external oversight is provided by the External Auditor (EA) who reports directly to the GB, and internal oversight by the Chief Internal Auditor (IA) who reports directly to the Director-General, with reports of his investigations provided to the GB for information.

Both the External and Internal Auditors have done investigative audits of IPEC. The External Auditor reviewed the organization structure of IPEC at headquarters and the field in 1999 and made a number of recommendations followed-up by IPEC and reported to the GB/ILC in EA reports. The EA also has undertaken a number of project audits on behalf of donors to assess results in relation to objectives. The Internal Auditor has investigated IPEC projects in the field for financial management, and made recommendations that were followed-up by IPEC management. Summaries of these investigations are provided in information reports to the GB.

Monitoring programme implementation

Chapter 4 has outlined some of the constraints that prevented the evaluation from doing a fully-substantiated outcomes and impact assessment. For the GB to fulfil its role of monitoring programme implementation, this framework with the supporting data and information needs to be in place, and presented in the P&B where programme accountability of the Director-General is based. It is also an essential requirement to allow the GB to provide strategic direction to the IPEC programme.

IPEC has longstanding objectives, strategies and programme approaches that predate the introduction of strategic budgeting in the ILO in 2000-01. Since then, the programme has attempted to transform these elements into an operational objective, indicators and targets within corporate strategic objectives related to Fundamental Principles and Rights at Work, and Decent Work. The P&Bs (2000-01, 2002-03, 2004-05) have shown an evolution in the way operational objectives, targets and indicators are presented as a refinement to better reflect the programme's underlying logic, and consistent with overall ILO strategic budgeting.

The External Auditor has also commented on the ILO's introduction of strategic budgeting which is of relevance to IPEC. The EA report notes that with time the performance indicators and targets should evolve to become more specific, and more directly and effectively measurable against the strategic aims of the ILO. It also notes that "in many cases performance indicators are addressed by the work of different units across the Office".

Targets and indicators

The External Auditor's comments on performance indicators and targets noted above apply to the ILO overall but are relevant to IPEC as well. IPEC's presentation of its programme in the P&B has been evolving in tandem with ILO developments in strategic budgeting. The indicators have evolved in the P&B 2000-01 to 2004-05, as the ILO has gained more experience with strategic budgeting, but three of the four are quantitative focused on direct action taken by Member States. The "half" indicator most associated with the indirect effects on child labour is 1b.4 in the P&C 2004-05, i.e. "Benefiting from ILO action and support... (ii) those directly benefiting from initiatives executed by other development partners (member State, organizations and other agencies) as a result of ILO support and advocacy. 1 million children".

IPEC's strategies are aimed at two target groups for direct and indirect impact, i.e. directly on child **labourers**, and on **partners** to effect change in the global and national universe of child **labour**, and thus impact indirectly on the first group. As IPEC shifts towards more emphasis on the indirect approach, it will be important that appropriate results-based outcomes, indicators and targets are developed for monitoring performance on the secondary partnership target groups through advocacy, partnerships, mainstreaming and knowledge. These "intermediate outcomes" are particularly important for monitoring performance on the "upstream" elements of the programme and the impact for indirect benefits for children. IPEC has been working in this direction in their Strategic Programming Impact Framework (SPIF), and ultimately the framework should be a results-based one that is evident in the P&B in order to provide the basis for the GB to monitor performance and provide strategic directions on the basis of results, including through evaluations.

The achievement of results against the broad multi-sector mandate of IPEC is a collaborative effort by different units across the Office (including the field), and the level

of effort of other units with collaborative responsibilities is unavailable at this time. The updating of the Office integrated resource information systems (IRIS) will enable the Office to address this issue, but to do so will require clear assignment of tasks and resources in all units of shared endeavours on child labour at different levels of organizational management – implementation, planning and unit work-planning. This will permit the Governing Body to assess the corporate level of effort on child labour as part of its monitoring of all dimensions of the mandate of the InFocus Programme.

Evaluations

One of the prerequisites for results-based programming for performance monitoring at the strategic level is the need for independent evaluations. The related prerequisite is sufficient time for the Governing Body to discuss the results and take follow-on action. The InFocus Programmes are being evaluated and rightly reported to the PFAC against objectives, targets and indicators presented in the P&B. But the PFAC has a charged agenda. As noted below, the EA has raised the issue of sufficient time in connection with the role assumed by IPSC prior to introduction of strategic budgeting, i.e. “the time available to the IPSC appears insufficient to review and discuss IPEC activities adequately and that it is not in a position to exert strong control over IPEC activities nor does it receive sufficient information to hold IPEC management fully accountable for implementing the approved programme”. The comments can also apply to the deliberations of the PFAC and the Governing Body’s responsibility for providing strategic direction and monitoring programme implementation. Similar observations were made by constituents in consultations on governance issues.²⁹

Suggestions made were extended or special sittings, pre-GB meetings on programming issues including evaluations, and a sub-committee on programming for the PFAC. The consolidation of the strategic budgeting approach with clearly defined results-based objectives, targets, indicators and information can make the discussions more efficient, but the lack of time for review (which applies to all ILO InFocus programmes) is particularly applicable to IPEC given the magnitude and scope of the programme and its resources.

Recommendations on programme oversight

1. IPEC develop for the P&B 2006-07 a results-based framework that incorporates its principle primary and secondary strategies stated as outcomes, with corresponding indicators and targets.
2. The Director-General ensure that shared child labour endeavours with other units are explicitly defined in work-planning with associated resources, monitored and reported to the GB to assess the corporate ILO effort on child labour.
3. The GB examine ways to ensure sufficient time in the PFAC for discussions of strategic programme directions and results, consistent with the requirements of results-based programming and its role in providing guidance and monitoring performance. The means could be extended or supplementary sessions, pre-GB consultations, or a sub-committee of the PFAC.

²⁹ Consultations at the 289th Session of the GB (November 2003).

8.4 Roles, responsibilities and accountability

In his review of the IPEC programme³⁰ referred to above, the External Auditor noted “The GB and associated Committees of the ILO Conference are the primary organs to which the Director-General is accountable and it is important that these lines of accountability are not blurred”. It is essential that all aspects of the ILO’s operations are subject to the full scrutiny of ILO Conference and its designated organs”. The EA’s observations were primarily related to the role of the International Programme Steering Committee (IPSC), discussed in Section 7.5, but the findings above on strengthening the basis for performance monitoring by the GB through better definition of the results-based programme framework, indicators and targets, and aggregation of corporate effort on child labour are directly related to improved accountability.

Accountability is related to definition of roles and responsibilities. The role and responsibility of the Governing Body with regard to programme guidance and performance monitoring has been noted in the previous section, as well as that of the Director-General.

There are three general aspects of IPEC’s accountability – its mandate for the integration of all aspects of child labour within the ILO, its high ratio of extra-budgetary funds, and its strategies related to “indirect” impact.

The elimination of child labour is a corporate priority and responsibility. IPEC’s administrative unit and mandate as an InFocus Programme brings together all aspects of child labour into an integrated structure. However, the authority and resources do not cover the full mandate, and a considerable part of the results depends on collaborative actions of other Office departments and units, including in the field.

IPEC has engaged in collaborative efforts with other ILO units and departments. Over its history the ILO has tried different models for addressing cross-cutting issues, including the Interdepartmental Project approach of the early 90s, which defined specific objectives, roles and responsibilities of units, and designated resources. Recent corporate approaches include the experimental shared project, or the further development of the InFocus concept. As an established InFocus programme with a broad ILO mandate for child labour, and a blend of regular and extra-budgetary funds, IPEC could develop a more formal collaboration with units that would set out the results-based objectives, roles and responsibilities, contributions of each collaborator – i.e. a decentralized version of the interdepartmental project. With the updated information systems now available, this approach would be feasible and define clearly the IPEC and corporate roles and accountability for the ILO programme on child labour.

For extra-budgetary funds, IPEC’s role is an executing agent for donor projects and is accountable to them for use of funds according to the project agreement, which sets out the responsibilities of IPEC, the donor and the recipient beneficiary. IPEC has developed extensive guidelines for project design, planning, implementation, monitoring, reporting and evaluation, and the IPEC’s accountability is verified through the normal reporting to the donor on the projects. IPEC is also accountable to the Director-General (through to the Governing Body) for ensuring that the technical assistance provided through donor contributions is consistent with the policies, priorities and values of the ILO. In this instance, the TCC is currently informed on operational aspects of IPEC at both November and March GB meetings, and the quadrennial Global Report on Child Labour as Follow-

³⁰ External Audit Review of IPEC (May 1999).

Up to the ILO Declaration on Fundamental Principles and Rights at Work for action to be taken on the Report and ILC discussions.

Defining IPEC's accountability is more complex for its strategies and approaches related to "indirect" impact, as these involve changes in attitudes and actions of partners and stakeholders. It is methodologically difficult to trace causality and attribution for results that involve a wide range of external actors and factors. IPEC needs to define its role and accountability at programme level in the context of critical assumptions and associated risks, in order to provide a realistic basis for performance measurement in an uncertain environment.

Recommendations on roles, responsibilities and accountability:

The Director-General formulate an accountability framework for the ILO programme on child labour, including the identification of IPEC's role and accountability in relation to 1) roles and responsibilities of other units in the Office in respect to "shared policy" collaboration; 2) its dual roles and responsibility to donors and the ILO for use of extra-budgetary funds; and 3) its responsibility and accountability for interventions related to partners and "indirect" impact.

Financing and resource allocation

Financing and resource allocation issues for IPEC include the high ratio of extra-budgetary to regular budget funds and the dispersion of resources through different units of the Office in Headquarters and the field. The reliance on extra-budgetary funds has been raised as a concern by constituents from several different perspectives: the sustainability of the programme if donor funding is reduced; the distortion of priorities towards donor preferences: a perceived imbalance between the delivery of services versus the other core competencies of ILO/IPEC (e.g. standards implementation, research, data, knowledge); lack of transparency in allocations in the XB envelope; programme and staff planning in a context of relatively short term and uncertain resource availability.

IPEC's accountability for programme implementation is based on meeting the targets set out in the P&B within the designated resource envelope composed of assured resources from the regular budget (RB) and estimates of extra-budgetary resource (XB). The XB funds are a high percentage of the total envelope.

It is difficult to get an accurate picture of the trend lines on the financing of IPEC from its inception in 1992 in relation to RB and XB resources due to several changes in its organizational arrangements and status. This is a general ILO issues. Similarly it is not easy to track the trend lines on expenditures between operations, knowledge, advocacy and management, and the respective source of funds for these major components of IPEC. This is due in part to the fact that these categories came into existence with the establishment of the InFocus Programme, although elements of these categories have been included in the programme since its inception. As well, it is difficult to clearly delineate the technical assistance provided as "services" and programme elements that support the technical assistance as these are often included in multi-component projects. As more funds became available from extra-budgetary sources, programme management, knowledge and advocacy were contained in country projects funded through extra-budgetary funds.

In addition, the current ILO information base on financial allocations does not provide precise figures or trend lines on such key issues as the ratio of extra-budgetary funds, decentralized expenditures, and corporate level of effort on the elimination of child labour. The lack of information is in part due to the current ILO systems, the reorganization of

IPEC over its history, the introduction of strategic budgeting and new terminology for InFocus programmes, the recentness of changes in emphasis for strategic directions, and definitional issues. Some of these problems will be addressed with the new strategic planning procedures and tools, including IRIS.

The Evaluation has highlighted the need for better integration of IPEC into regular ILO programmes and budgeting for the sustainability of the programme. Chapter 8 on management issues provides evidence of progress and areas for improvement in this respect. It also addresses issues of planning and management with the high ratio of XB funds.

IPEC does not have predetermined indicative planning figures or specific criteria for geographical distribution, but uses a documented process for matching country requests with donor preferences. Selection of regions/countries takes into account the incidence of child labour, gaps for IPEC programmes, preferences to least developed countries, ratification of Conventions, thematic/sectoral interests of donors, and programmatic approaches. There is no evidence that donor preferences distort priorities. IPEC provides information on geographic distribution of the global programme, and it is consistent with ILO patterns of technical cooperation.³¹

The longer-term support for the IPEC programme from donors is uncertain. Although it continues to attract major contributions, there are some indications that donors are either redirecting their contributions to other programmes, or to TC-RAM for more balanced support of ILO's strategic objectives. Moreover, the "capacity-building" component that supports programme delivery infrastructure for technical assistance at country level funded by donors, has been reduced.

Conclusions on financing and resource allocations

There are worrying trends in the financing and resource allocation in the IPEC programme, that impact on its efficiency, effectiveness and sustainability if the trends continue. The programme has the mandate for delivering an ambitious programme at global and country level, but the uncertainty of its resources, even for its traditional core work, put the programme at risk. It depends on internal collaboration with other units where it has the mandate but not the authority or control over resources. Some of these issues will be addressed in the ongoing evolution of the organization's strategic budgeting tools and systems, and country programming approach, but the GB will need to look closely at the financing and resource allocation issues in light of the mandate of the IPEC programme, and its capacity to deliver on its operational objective.

The elimination of child labour is a long term endeavour that needs to be better integrated into the regular programming, structures and budgets of the ILO. ILO/IPEC would benefit from an assessment of the extent to which IPEC can be "mainstreamed" into ILO units and a strategy over the medium to long term (4-8 years) to ensure core capacity can be sustained in regular budgetary funds in the event of a reduction in extra-budgetary funds. Such a plan would identify corporate responsibilities for child labour, and would be feasible with the new management information and planning tools. These issues are further addressed in Chapter 8.

³¹ Source: Information in "IPEC Action against Child Labour 2002-03", January 2004.

8.5 The International Programme Steering Committee (IPSC)

The IPSC is a unique entity in the ILO. The Programme Steering Committee (PSC) at its inception was conceived as a small, inclusive, project steering committee, for the large technical assistance contribution from Germany. Its members included representatives of donors, programme countries, social partners, and UN partners as observers. The PSC undertook traditional governance functions, i.e. policy and programme direction, resource allocation, and oversight for the newly constituted “IPEC” programme that was the technical assistance arm of the ILO’s programme on child labour. The ILO was the executing agency for the programme, and the PSC was to report jointly to the Director-General and the donor.

As the IPEC programme expanded beyond a project funded by one donor with limited participants to include all participants in the programme, the PSC evolved into the IPSC, and accountability was dispersed among many donors. The IPSC is open to current and potential donors, IPEC program countries, four each of worker and employer representatives, and observers from UN agencies and civil society. The model of full representation was retained, and the IPSC evolved into an ambiguous entity retaining some vestiges of the original functions, but without a legitimate role within the regular ILO governance structures and processes. It has redefined its role as “perceived to be an advisory committee rather than a decision-making body”, (Proceedings of the Ninth meeting, November 1999), providing reports of its discussions to the Technical Assistance Committee for information.

In his audit report of May 1999, the External Auditor made several observations and recommendations on the IPSC including:

- The role of the IPSC should be reviewed and specifically consider whether its functions could be carried out more effectively by existing organs of the ILO such as the Governing Body and the TCC;
- The time available to the IPSC appears insufficient to review and discuss IPEC activities adequately and that it is not in a position to exert strong control over IPEC activities nor does it receive sufficient information to hold IPEC management fully accountable for implementing the approved programme;
- The IPSC was not formally established by the ILO Conference and does not report to any other ILO Committee. While these informal arrangements may have been appropriate in early stages of IPEC, does not seem appropriate now that IPEC is such a major programme;
- The GB and associated Committees of the ILO Conference are the primary organs to which the DG is accountable and it is important these lines of accountability are not blurred. Similarly it is essential that all aspects of ILO’s operations are subject to the full scrutiny of ILO Conference and its designated organs.

In response to the observations by the External Auditor on the relationship between the IPSC and Governing Body Committees, a number of steps were taken as set out in the Summary of Proceedings of the Ninth Meeting of the IPSC (November 1999):

- The IPSC meets annually in November prior to Committee week. An extraordinary meeting may be convened in March if required. The purpose of the extraordinary meeting of the IPSC would be “information exchange on topical issues”.
- The representative of the Director-General presents an oral report for information to the TCC in November on IPEC and the deliberations of the IPSC as a standing

agenda item. The draft report on progress reviewed by the IPSC at its November meeting is then finalized with end-of-year figures for presentation as an information item to the Technical Cooperation Committee the following March.

- IPSC clarified the purpose of the annual meeting as “guidance and general evaluation”, and “documentation would include reporting on the programme”.
- The number of employer and worker representatives was increased to four each.
- The IPSC was “perceived to be an advisory committee rather than a decision making body and an important forum for information exchange”.

The ILO context for the IPSC has changed since 2000-01 with the introduction of strategic budgeting and the use of the results-based programme approach in the P&B and the information systems to support it. A clearer definition of programme objectives, targets and indicators with associated resources at the corporate level, is now possible within the P&B, with more rigorous monitoring of programme implementation, including through evaluations, with reportable results aggregated at the corporate level. Thus the functions that were assumed by the IPSC prior to this period, can be assumed through the PFAC as the results-based framework and associated systems are further developed.

Consultations with constituents on the IPSC indicate the following views. There was consensus that the IPSC as a “steering” committee is a misnomer that does not reflect its role. Although some constituents felt it could be disbanded, the majority felt that it could serve some purpose, but this needed to be clearly defined and the working methods of the IPSC be adapted to a new role. There was general agreement that the presentation of a draft report in November, and then a reprinting of the whole document to include updates on the latest figures could be addressed in a more cost-efficient manner. As well, there was no need for an oral report to the TC Committee in November. There was also general dissatisfaction with the repetitive nature of the interventions first in the IPSC and then again in the TCC. There was concern with the time and resources required for the meeting, both from IPEC staff and from IPSC participants, as the meeting expanded over time and became less focussed.

Although a minority of constituents were of the view the IPSC should be disbanded, they qualified their observations by stating that if it were to remain its roles and methods of work should be redefined. This included elements such as opportunities for more interactive dialogue among participants around specific themes, tighter management of the time for speeches, and clear agendas focused on strategic issues.

The positive aspects of the IPSC included its role in bringing participants of the programme together, including member States not on the Governing Body (and therefore not participating in the TCC deliberations), and external partners as observers. It was felt this provided a sense of participation and ownership, and the participation of the principle actors in the IPEC programme gave legitimacy to the programme. The meetings also provided an opportunity for an exchange of information and views from different perspectives. Constituents also appreciated the presentation on thematic issues related to child labour (e.g. HIV/AIDS, education, economic benefits). They also felt the Progress Report provided more detailed information on the programme, that was not currently available through other reports.

The IPSC provides an opportunity for collaboration. It is tripartite, and the increase of worker and employer representatives to four each in 1999 has strengthened this aspect of the IPSC. As the Progress Report deals with multi-component aspects of child labour, there is regular attendance from other ILO units at the IPSC discussions. Finally, the IPSC has

observers from external partners. UNICEF, UNESCO, WHO regularly attend the meetings and intervene in accordance with their observer status. Recently representatives of global industry associations attended and contributed to discussions.

Progress Reports prepared by IPEC for discussion by the IPSC consistently receive praise from the IPSC for their quality, their relevance, and the qualitative and quantitative information provided. The IPSC provides IPEC with feedback on its strategic directions from a wider range of participants than those participating in formal GB committee discussions, as well as external partners. The information and examples in the Progress Reports provide a good overview of the type of activities undertaken by IPEC in thematic areas and at country level, as well as useful global information on programme components, finances, resource allocations. The meetings also provide more time for discussions of the IPEC programme, although as noted above, many constituents are dissatisfied by the use made of the time.

The IPSC has acquired some legitimacy on the technical cooperation aspects of the IPEC programme through its broad representative participation of all the partners. It has an unofficial role in commenting on policies, strategic directions, and reviewing reports on implementation of the programme provided by IPEC.

The IPSC role and relationship to formal GB structures remain ambiguous as noted by the EA. The provision of an oral report and IPSC documentation for information to the TC Committee is not sufficient for linking IPEC to the accountability framework for the roles and responsibilities of the Governing Body, Director-General and IPEC management through the P&B and monitored through the PFAC.

Conclusions on the IPSC

Oversight is properly conducted in regular ILO committees, as noted by the EA, and with the evolution of results-based programming and support information systems, the Governing Body should perform its proper governance role through the P&B with monitoring in the PFAC. General directions for technical cooperation for child labour and consistency with policy, priorities and values of the ILO is monitored through the TCC. Thus the results of ILC discussions on technical cooperation, including the quadrennial Global Report on Child Labour is appropriately followed up in the TCC.

The IPSC has a legitimate role as a consultative forum for partners and participants of IPEC. It allows exchanges of information and experience, broad participation beyond the formal committees of the GB, and a wider range of perspectives than can be accommodated in the formal committees. The informative Progress Report prepared for the IPSC also provides the substance and colour of the programme that is not captured by the more formal structure for accountability of the P&B, and is of interest to participants and the general public. The IPSC also provides an opportunity for more in-depth discussion of thematic issues, in particular those that related to the multi-dimension and cross-cutting nature of child labour.

Recommendations on the IPSC

1. IPSC assume a role as a partnership forum or consultative group for IPEC and retain its wide representation of participants of the programme, and define its name, purpose and terms of reference accordingly, to be endorsed by the GB.
2. The Progress Report be divided into two reports and reformulated to reflect the role of the IPSC in relation to the GB:

- a) the first report would provide information directed to the performance monitoring role of the GB and be aligned closely to the results-based reporting framework of the P&B to provide supplementary information on performance. It would appear biennially in March in odd-numbered years and be associated with the Director-General's Implementation Report to the PFAC as an appended or referenced item; and
- b) a series of thematic reports on issues of particular interest to the IPSC, and additional information on the IPEC programme at country level. The thematic reports would be the basis for the discussions of the IPSC and would appear annually in November and be provided for information in March to the TCC with a summary of the deliberations of the IPSC, as is the current practice.

In addition, an edited, consolidated report incorporating the information from both reports could be issued periodically to provide information to a more general audience.

- 3. The IPSC establish a biennial agenda of thematic issues for discussion.
- 4. The IPSC establish non-GB rules of procedure to foster a more interactive discussion on issues, i.e. limited group statements, use of panel discussions or working groups, presentations of issues by resource persons, interactive discussion of country level issues from country or regional representatives, etc.

9 Management Arrangements

9.1 Introductory observations

Chapter 9 examines the effectiveness and efficiency of management arrangements for achieving programme outcomes. The analysis takes into account the history of IPEC, the evolution of IPEC programming approach, and the shifts in emphasis in strategic directions. The analysis is within the context of institutional changes in the ILO towards decentralization and integrated country programming, the introduction of strategic budgeting and the associated processes, and improved information tools such as IRIS.

IPEC has complex organizational arrangements borne of its history and more recently the mandate given to it in its establishment as an InFocus Programme (IFP). Within the ILO, the elimination of child labour is both a major programme and a cross-cutting issue, as it relates to and depends on the work of many units and departments. Thus, internal collaboration and cooperation is a prerequisite for effective results. The need for collaboration within the ILO was recognized in 1992-93 by the establishment of a time-bound (two-year) Interdepartmental Project in the Programme and Budget (1992-93) with assigned roles and responsibilities, designated RB resources and a coordination structure (in IPEC). Some ten departments were involved in the project. Funds for the programme came largely from the ILO's regular budget.

At that time, there was a conceptual distinction between the technical core work for the Programme on the elimination of child labour which was resourced from RB allocations, and "IPEC", which provided traditional technical assistance to constituents from a small amount of RBTC funds. The quantum increase in extra-budgetary funds initiated by a DM50 million (US\$35 million) contribution in 1991 from the German Government affected IPEC's operational arrangements in several ways:

- The contribution caused an immediate imbalance between regular and extra-budgetary funds, with a shift towards more elements of the technical core programme being funded from the extra-budgetary envelope, including staff posts.
- Capacity for start-up and delivery of major technical assistance programmes had to be quickly developed and diverted attention from the InterDepartmental Project and its coordinating and integrating role to develop an Office-wide approach to eliminate child labour.
- An indicative resource allocation was established with 80 per cent of the funds to support national policies and programs, (operations), 9 per cent for mobilizing a worldwide movement against child labour (knowledge and advocacy), and 11 per cent for programme support (management) – which established a benchmark for allocation of resources within the programme.
- A new organizational structure was established outside the regular framework of ILO governance and management to accommodate the changes. At the global level this included a Programme Steering Committee (PSC) (discussed in Chapter 8). At the field level, national tripartite steering committees were established in participating countries as part of the MOU signed with the country for the IPEC programme. National Project Coordinators (NPC) were appointed by IPEC headquarters Programme Management after consultation with the ILO Office and the national steering committees. In addition, international country technical advisors (CTA) were appointed by IPEC. These posts were funded by extra-budgetary resources.

The establishment in 1999 of IPEC as an In-Focus programme, combining all work on child labour into an integrated structure, brings together the technical core and the technical cooperation aspects of the child labour programme into the mandate and operational unit of the InFocus Programme. The administrative division of IPEC into two departments – Operations and Policy development – generally reflects the historical conceptual distinction, although there has been an integration of many of the core technical functions into technical cooperation projects. IPEC’s Operations Department is focused on delivery of services to constituents in countries, whereas the Policy Branch is focused on the traditional core activities of ILO common to all InFocus programmes, i.e. support for promotion, ratification and implementation of standards, advocacy, research, data collection and analysis.

IPEC’s current management model is a mixture of centralized and decentralized functions and structures that have evolved in response to factors noted above, as well as Office-wide changes. Many of IPEC management issues are related to the ongoing evolution of ILO structures and systems and can only be addressed within an Office-wide framework.

A consistent theme highlighted in the analysis of programme approaches and governance issues in previous sections is the need to better integrate the objective of the elimination of child labour into regular programming and structures of the Office, to clarify roles and responsibilities, and to define accountability. These are issues of effectiveness, efficiency and sustainability. The organizational management and business practices within IPEC and its interface with Office-wide systems and procedures are thus a primary focus of this analysis.

9.2 IPEC’s organisational arrangements and financial resource base

Evaluation questions and performance criteria

To what extent do IPEC’s organizational arrangements and management processes optimise cohesion in core competencies and anchor these in its resource base?

Performance criteria:

- clarity of roles and responsibilities;
- internal cohesion between IPEC units;
- sustainability of core capacities within available resources.

IPEC has anchored and better integrated its core competencies, in particular since 2002 with internal reorganization, but further adjustments and actions are required in light of recent changes.

The attached Figure 6 shows the organizational chart for the IPEC unit, indicating the coordinating positions funded from RB and XB funds. Table 5 summarizes the functions of the different units.

Figure 6 IPEC organizational chart of coordinator positions

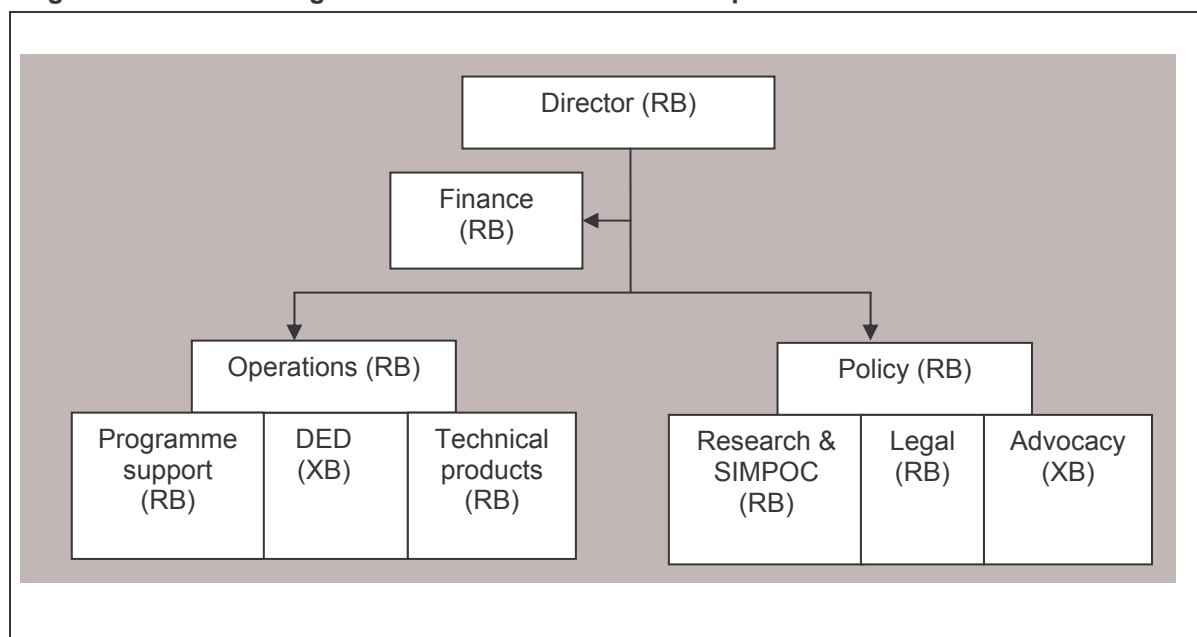


Table 5 Functions of the different units within IPEC

Administrative unit	Responsibility
Statistics and Research Unit	Responsible on the statistics side for developing and updating statistical tools and methodologies; training and capacity building; statistical analysis and data processing; and archiving. The Research side of the unit is responsible for conceptualization and Development of research and assessment methodologies and provision of policy analysis and advice
Legal Unit	Undertakes analysis of implementation reports on standards and follow-up to the Declaration, and provides legal analysis and advice on national legislation and legal issues relating to new work on the WFCL
Advocacy	In 2003, this function was restructured with technical aspects mainstreamed within IPEC units, and media and communications transferred to DCOMM
Programme Support and Reporting Unit	Responsible for overall oversight of programme implementation, including evaluations and feedback of lessons learned into new project designs
Resources Planning and Reporting Unit	Responsible for IPEC's programme and budget, resource planning, and coordination with donors
Technical Product Lines and Networking Section	Ensures technical quality of products, strengthens the technical knowledge base, synthesises field experiences and develops model approaches. It is also responsible for creating and maintaining networks of partners and stakeholders, and mainstreaming child labour into development policies
Design, Evaluation and Documentation Section	Covers methodological and management support for lessons learned and good practices, technical support to project design, monitoring and evaluation; planning, coordination and management support for evaluation; and support to the design and management of the IPEC web sites and Programme Database

The evaluation identified the following core competencies required by the ILO/IPEC for long term sustainability of the programme:

Legal & Policy Support: the capacity to provide guidance and support to member States on specific legal and policy issues relating to the ratification and implementation of the principles and provisions of C.138 and 182, including labour legislation.

Technical Support: competencies – including research, data, models, good practices – to support national capacity-building and global knowledge on methodologies and approaches to design and implement programmes to combat child labour.

Knowledge Management: generating, capturing and disseminating knowledge to support programme strategies and approach and link operations to policy development. Knowledge management is essential for the outreach implied in advocacy and partnerships and to realize ILO's aim to be an international knowledge centre on child labour.³²

Programme Support: the competence to administratively and programmatically guide the TC related work of IPEC which includes field coordination, project cycle management, project finance, administration and donor relations.

There is some correlation between the core competencies and IPEC internal organizational arrangements, in particular in Legal and Policy Support and Programme Support. However the nature of technical support and knowledge management draws on all aspects of the core competencies and by definition cannot be compartmentalized into an administrative unit. These areas require special attention in developing business practices to address the issues of cohesion and linkages.

On organizational arrangements, the report of the External Auditor to the PFAC at the ILC in June 2000 recommended, *inter alia*, that:

- The roles and responsibilities of IPEC staff and organizational units should be clearly defined;
- The feasibility, including the potential advantages and disadvantages, of integrating IPEC staff into the mainstream ILO office structure, should be investigated;
- IPEC should review the roles and responsibilities of staff in headquarters and the field to eliminate overlapping functions and to delegate more responsibility to the field.

Although IPEC has taken steps to respond to the observations of the EA, they remain valid and are reference points for the evaluation analysis of organizational arrangements. The analysis also takes into account ILO institutional changes since the time of the study (1999) corresponding with the establishment of IPEC as an InFocus programme and the reorganization of the Office into four sectors around the decent work agenda, and IPEC's internal reorganization of 2002.

IPEC reviewed job responsibilities and its operational structure as well as how to increase its field level staff resources. Its Programme Operations Manual (POM), finalised in early 2004 and available on the IPEC web site, provides useful guidance on procedures to enable

³² The formulation of this aim varies in different documents. In the P&B 2002-03 it is stated as "a global clearinghouse for best practices in the compilation and publication of statistics on child labour". The current concept goes beyond pure data and statistics, as noted in Chapter VI on knowledge.

officials to design, implement, monitor, and evaluate projects and child labour activities. It specifies roles and responsibilities of various positions, including reporting and line management structures related to field offices.

The POM is a first, and important step, in establishing clear roles and responsibilities, including between headquarters and the field, but there is evidence that the content of the manual has not been internalized by all IPEC and ILO staff and that the procedures are not systematically applied. Further training, testing and refinement over an extended period, is required to realize the full potential of the POM, in contributing to greater clarity in roles and responsibilities and efficiencies in programme delivery.

Through its 2002 reorganization, IPEC has improved internal cohesion to support upstream and downstream interventions and more efficient technical backstopping. This includes development of thematic products and tools and centralized expertise. Since that time there have been additional changes to IPEC's organizational structure with a restructuring of the advocacy function and reduction in SIMPOC staff due to shortage of funds.

As indicated earlier, the administrative division between the Operations and Policy branches is a result of the evolution of IPEC over the years. It is closely related to the initial distinction made between the interdepartmental project (more internally focussed) and IPEC (which focused on supporting projects and programmes in the field) with the infusion of large amounts of extra-budgetary funds. The structure established for the InFocus programme has the potential to bring an overview of ILO's work on child labour within a single unit, but will require effective business processes to ensure cohesiveness. One of the findings of the SIMPOC evaluation³³ was the need to better bridge the divide between the operations and policy units within IPEC.

The establishment of IPEC as an InFocus Programme (IFP) in 1999 described IPEC as "a new, integrated structure which combines all work on child labour in a single entity to ensure synergy and strengthened impact. This allows for the consolidation of previous work, eliminates duplication, and ensures that activities financed by the regular budget will directly reinforce the services provided with extra-budgetary resource to constituents".³⁴

Conceptually the IFP was to combine all work on child labour into an integrated structure, but operational arrangements to achieve this were unclear, in particular the divide between what functions should be under the direct authority and control of the IPEC unit, and what functions should remain in other units, but supported by IPEC technical expertise in coordinated collaboration.

A number of functions such as advocacy, statistics and data gathering, legal advice, and financial administration were established within the unit, but some of the key areas were supported by extra-budgetary funds. This has proved to be unsustainable. Office wide changes to rationalize functions such as public relations and communications for greater efficiency and coherence have resulted in the dismantling of the advocacy unit in IPEC. Withdrawal of donor support on the policy and research side has resulted in a significant reduction of technical experts working on SIMPOC and other research areas.

The present challenge confronting IPEC is to develop a new structure in light of these changes, enhanced by management processes, to support linkages between upstream and downstream initiatives, foster internal cohesion within IPEC, draw from the expertise

³³ Global Evaluation of SIMPOC, July 2003.

³⁴ P&B 2000-01, Volume 3, GB.276/PFA/9, November 1999.

within the Sector and facilitate collaboration with other ILO units contributing towards the elimination of child labour.

The nature of IPEC's work is growing more complex and demanding high-level political, technical and managerial skills. The introduction of time-bound programmes has shifted the skills mix from implementation of action programmes to emphasis on inter-agency planning, strategy development, policy analysis, development and reform, data analysis and systems development, and organizational development and change.

Organizationally, the shift to an upstream approach has meant more customization of approaches based on national situations. Some of the skills now demanded for successful programme delivery are new and not necessarily within the current traditional pool of practice of ILO field specialists. Additional skills will need to be developed both within IPEC technical staff and other ILO field representatives.

The high ratio of extra-budgetary resources has implications for programme management, sustainability of the programme, and field capacity.

Information and financial data to indicate trend lines for such issues as the ratio of extra-budgetary to regular budget resources, relative expenditures on core competencies, decentralized project implementation, Office-wide level of effort to combat child labour, etc are not readily available due to a number of factors. These include the history of ILO organizational and institutional changes affecting IPEC, the status of evolving Office-wide management information systems, imprecise definitions of programme components, and the newness of IPEC shifts in strategic approaches.

The information presented, while lacking detail and historical trends for reasons earlier articulated, does provide a general profile of IPEC's resource situation within the ILO framework.

Table 6 indicates the ILO strategic resources for child labour.³⁵

Table 6 Resources for child labour in 2002-03 (US\$)

ILO-wide regular budget expenditure	24,181,458
Extra-budgetary expenditure	78,795,243
2000-01 surplus expenditure	0
TOTAL ILO expenditure	102,976,701

Figures in table 6 indicate estimates of the strategic resources for child labour available across the Office, including headquarters and the field, a share of which is directly assigned to IPEC. Comparisons with other years to indicate trend lines are not available for reasons noted above. Available systems and procedures make it difficult to more definitely track the strategic allocation to child labour. This will be somewhat rectified as the IRIS system becomes operational.

Though there has been an increase in the overall value of ILO's extra-budgetary projects, the rate of this increase has not been as high as that to eradicate child labour.

ILO/IPEC has been very successful in mobilizing XB resources as reflected in the significant increase in the extra-budgetary funds now available for the elimination of child

³⁵ Source: Director-General's Implementation Report for 2002-03.

labour. These funds are further enhanced by financial and in-kind contributions from ILO constituents in the field.

The ILO has experienced a general increase in extra-budgetary funds in the recent past, with a higher percentage directed to child labour, as shown in figure 7.³⁶

Figure 7 Extra-budgetary technical cooperation expenditure

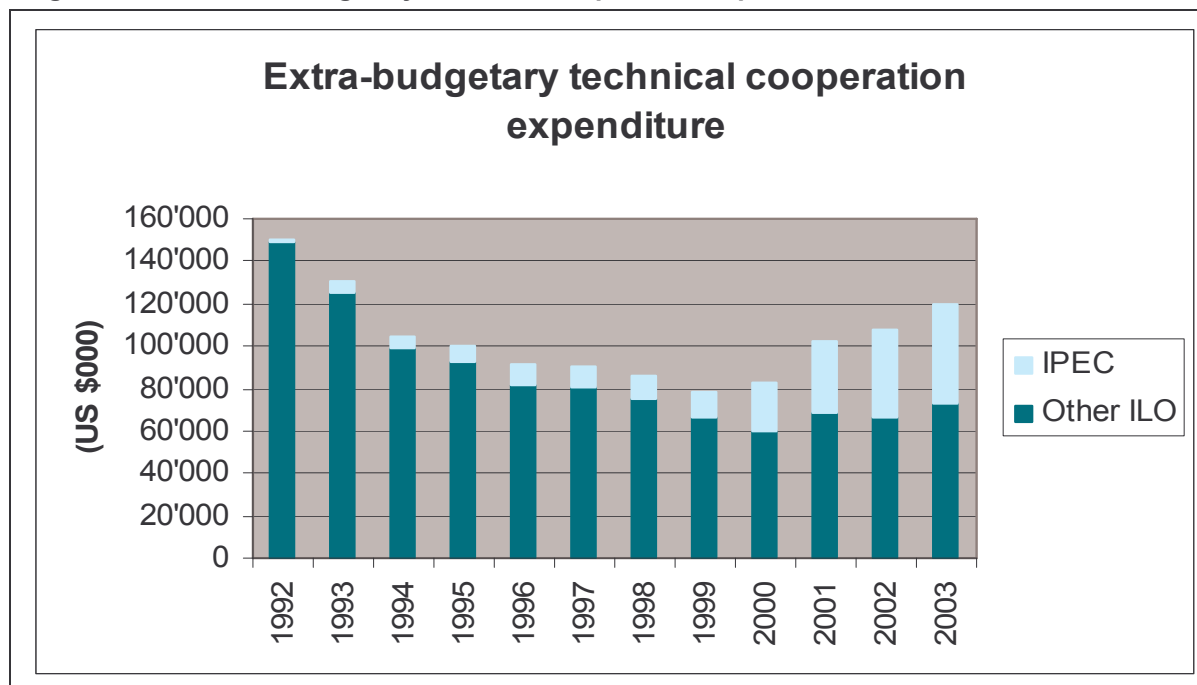
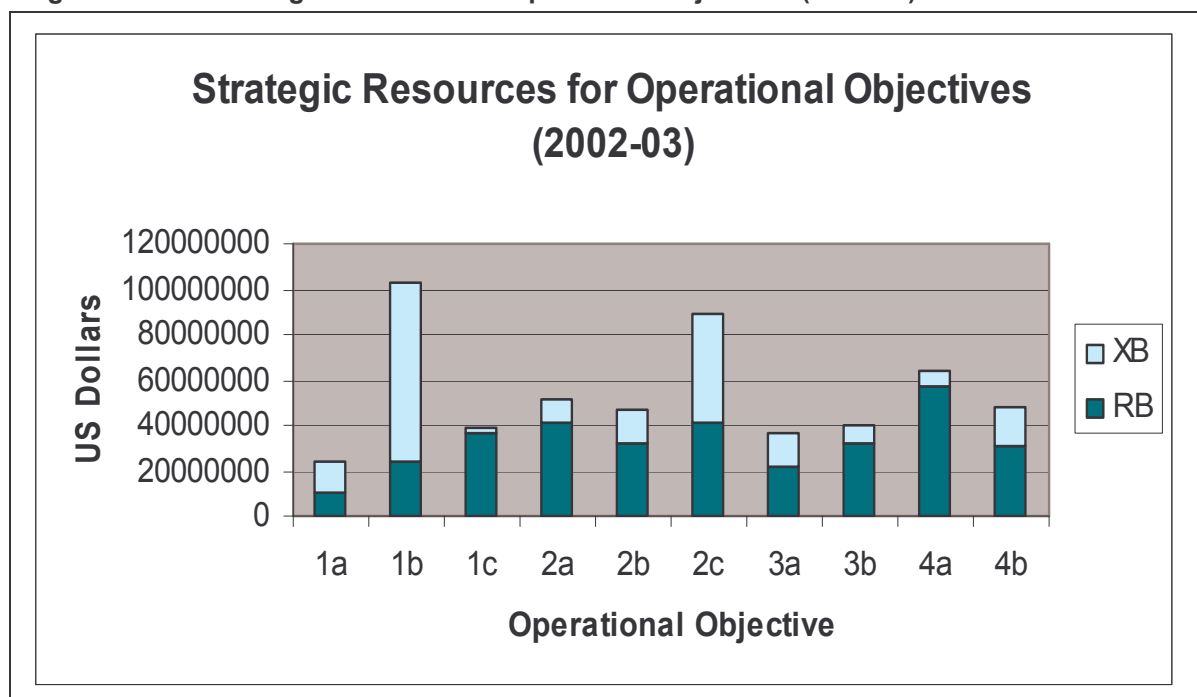


Figure 8 provides an indication of the ratio of regular and extra-budgetary funds for child labour and other operational objectives of the ILO. Extra-budgetary resources exceed regular budgetary funds in operational objectives for fundamental rights (1a), child labour (1b), and employment creation (1c).

From 2000 to 2003, there was a 73 per cent increase in annual extra-budgetary allocations to eradicate child labour. This compares with an even larger increase in the level of approvals. This project funding has been the major component behind the ILO's 28 per cent increase of extra-budgetary resources over the same four-year period.

³⁶ Figures quoted in this section are drawn from CODEV's data base.

Figure 8 Strategic resources for operational objectives (2002-03)



Over the period 2000 through 2003 the ILO's expenditure for child labour projects has more than doubled, and now accounts for nearly 40 per cent of extra-budgetary expenditures. Delivery rates over the same period also improved substantially. From an estimated 30 per cent in 1999, IPEC delivery rates increased to 55 per cent in 2000 and to 66 per cent by year-end 2003, comparable to overall rates within the ILO, as shown in table 7.

Table 7 Allocation, expenditure and delivery rates of extra-budgetary resources (US\$ millions)

	2000		2001		2002		2003	
ILO-wide, including child labour and non-child labour projects								
	Allocat.	Expendit.	Allocat.	Expendit	Allocat.	Expendit	Allocat.	Expendit
Total	131.3	73.9	153.2	95.6	161.1	102.6	168.0	115.0
ILO-wide, excluding child labour								
	Allocat.	Expendit	Allocat.	Expendit	Allocat.	Expendit	Allocat.	Expendit
Total	94.8	53.7	102.2	66.3	106.2	66.4	104.8	73.1
Centralized	46.4	30.2	54.0	38.3	57.1	34.7	59.6	42.0
Decentralized	48.4	23.5	48.2	28.0	49.1	29.7	45.2	31.1
Delivery rate (%)								
Total		56.7		64.9		62.5		69.8
Centralized		65.1		70.9		80.1		70.6
Decentralized		48.6		58.2		60.4		68.9
ILO, child labour only								
Total	36.5	20.2	51.0	29.4	54.9	36.2	63.2	41.9

Centralized	28.2	16.6	32.0	20.0	26.1	18.0	24.8	17.9
Decentralized	8.3	3.6	19.0	9.4	28.8	18.2	38.4	24.0
Delivery rate (%)								
Total		55.3		57.6		65.9		66.2
Centralized only		58.7		62.5		63.9		72.0
Decentralized only		43.5		49.4		63.3		62.5

Dependence on extra-budgetary funds for a large part of technical programming has implications for the efficient management of the programme.

Uncertainties in timely delivery of funds can result in late staff recruitment causing delays in programme implementation, loss of potential staff at both headquarters and field, and uncertainties in project implementation milestones. The uncertainties can also contribute to stress in staff and affect their morale. IPEC staff have a reputation for strong commitment to good performance despite constant pressures and unexpected events in their work context, but this has limits both for the staff and for the long term quality of the programme. Corporate knowledge and expertise can also be lost with frequent staff movements.

ILO's standard management support services, particularly in the areas of procurement, finance, and human resources have carried responsibility for meeting general programme needs. These have not always been adequate for timely accommodation of large influxes of extra-budgetary resources with accompanying donor requirements and associated system needs of a programme such as IPEC.

The increase in extra-budgetary funds has coincided with ILO's decentralization of projects to the field. Between 2000 and 2003 allocations of decentralized child labour projects tripled in value, with the regional distribution shifting as well (see figures 9 and 10 and table 8). This shift has required closer collaboration between IPEC headquarters and ILO field Offices to support timely delivery. The degree of decentralization has varied among regions as indicated in the charts:

- The Americas have seen the largest changes, with a nearly 300 per cent increase in decentralized technical cooperation allocations over the four year period, of which child labour's share has grown from 13 per cent to 67 per cent. Nearly all projects for this region have been decentralized.
- In Africa, there has been a doubling of child labour project allocations. Those that have been decentralized have increased by 300 per cent, but still account for less than a third of the total.
- In Asia, decentralized allocations for child labour have increased by 130 per cent, compared to an overall increase of 16 per cent.

Figure 9 Decentralized XB allocation for eradicating child labour

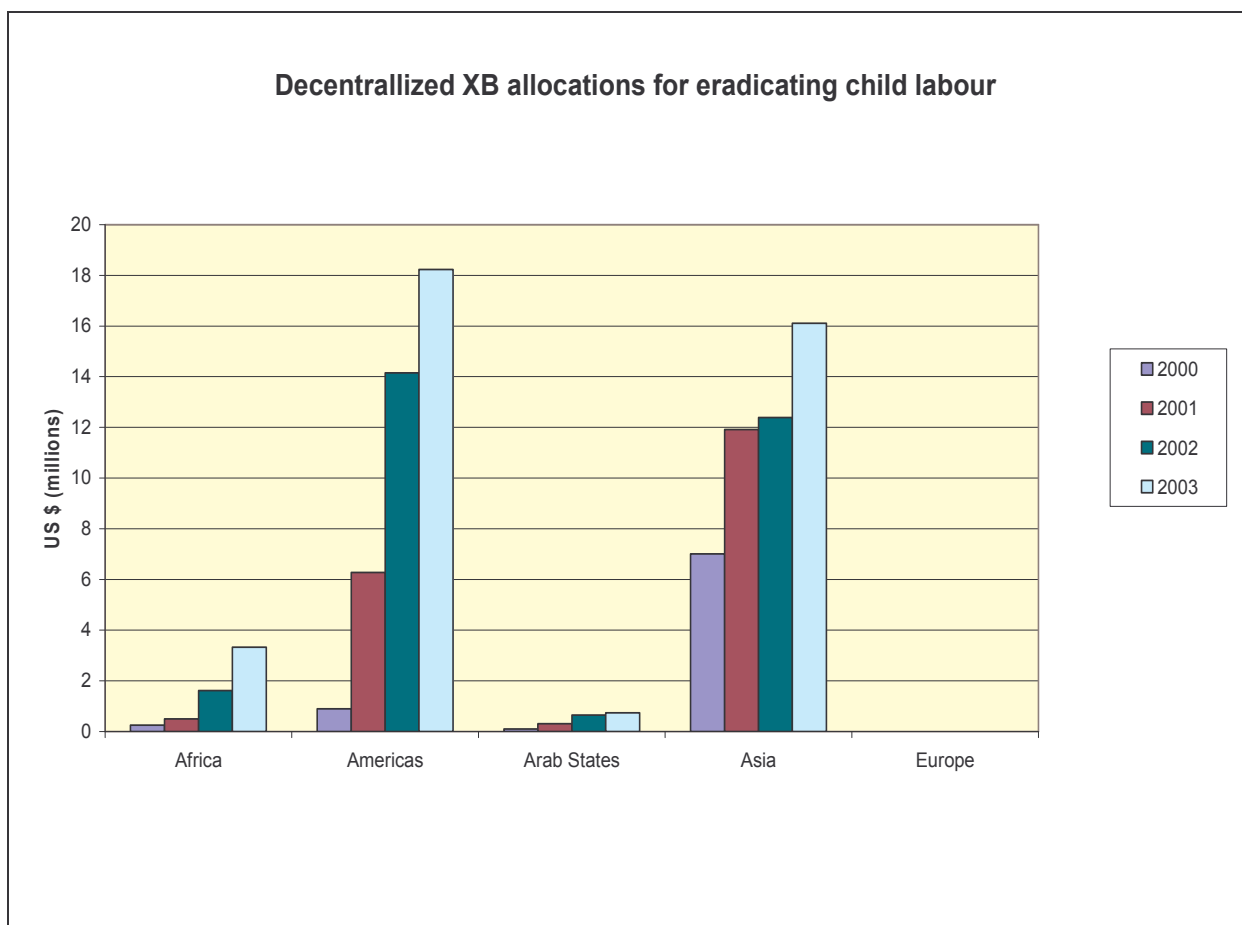


Figure 10 IPEC decentralized and centralized XB allocations

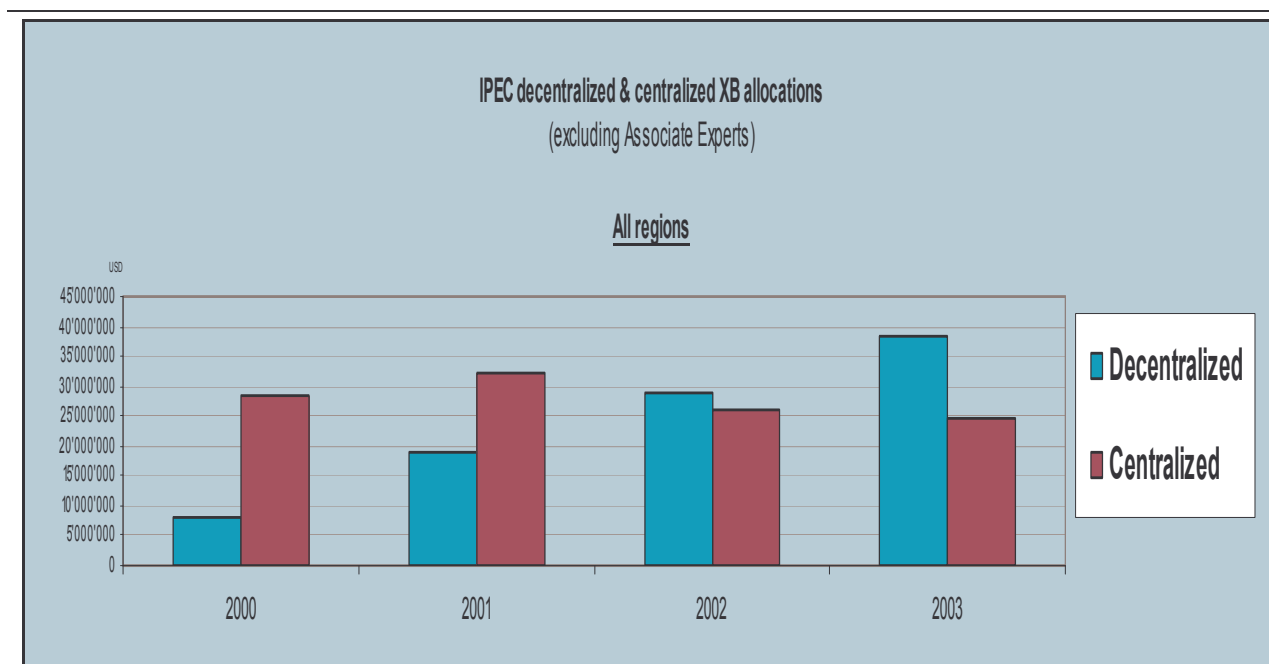


Table 8 **XB allocations to eradicate child labour: centralized vs. decentralized in US\$**

	2000	2001	2002	2003
All regions:				
Decentralized	8'255'038	18'992'984	28'798'252	38'410'823
Centralized	28'196'432	32'028'635	26'080'167	24'829'221
Share decentralized (%)	23	37	52	61
Africa				
Decentralized	248'886	497'881	1'611'011	3'329'990
Centralized	5'309'180	6'089'581	6'241'537	7'809'962
Share decentralized (%)	4	8	21	30
Americas				
Decentralized	894'682	6'276'356	14'149'457	18'229'922
Centralized	8'365'954	6'324'881	2'117'827	1'102'713
Share decentralized (%)	10	50	87	94
Arab States				
Decentralized	97'400	300'336	646'428	739'594
Centralized	0	0	0	0
Share decentralized (%)	100	100	100	100
Asia				
Decentralized	7'014'070	11'918'411	12'391'356	16'111'317
Centralized	7'880'362	8'153'011	3'825'675	2'138'428
Share decentralized (%)	47	59	76	88
Europe				
Decentralized	0	0	0	0
Centralized	1'611'366	1'827'605	1'802'205	1'580'670
Share decentralized (%)	0	0	0	0
Inter-regional:				
Decentralized	0	0	0	0
Centralized	5'029'570	9'633'557	12'092'923	12'197'448
Share decentralized (%)	0	0	0	0

The increase in decentralized extra-budgetary projects, and in particular the growth in child labour extra-budgetary projects has caused some capacity misalignments in ILO field offices.

The recent allocation of regular budget resources to support five child labour technical specialists in ILO sub-regional offices has partially addressed this misalignment.

Information from case studies indicate some progress with integrating child labour into field office activities and overall ILO programming at country level. In particular, ILO field directors are taking clear steps to assign specific technical support responsibilities related to child labour project activity to other technical specialists.

Within the regions, the IPEC programme has largely relied on supporting the implementation of its field activities through a network of national coordinators, sub-regional coordinators and project managers. The majority of these positions have been funded through extra-budgetary resources, for which IPEC maintains oversight and coordination responsibilities.

The capacity issue in the field requires further assessment for the sustainability of the program given the degree of funding of core technical backstopping and project oversight through extra-budgetary resources, and the distribution of technical support between headquarters and the field. As the availability of external resources for supporting IPEC's field support network becomes more uncertain, there is need for a reassessment by IPEC management. This needs to take into account evolving ILO systems and procedures for decentralized projects and integrated country programming, and the implications of delivering a programme increasingly distributed across a geographical spread of ILO offices.

9.3 Child labour as an integral part of ILO action

Evaluation questions and performance criteria

To what extent do ILO/IPEC's management arrangements and business practices foster collaboration and coherence for Office-wide effort to combat child labour as a cross-cutting and multi-sectoral issue?

Performance criteria:

- collaboration with other ILO units to leverage core capacities;
- inclusion of child labour considerations in workplans, policies, programmes and resources of other ILO units.

The integrated structure of the InFocus Programme on child labour is one recent approach by the ILO to deal organizationally with a multi-sector programme. The cross-cutting nature of the issue implies an Office-wide recognition to mainstream child labour into programmes, and collaboration between IPEC and other units.

The analysis below focuses on IPEC action in this regard but also signals the need for further action by IPEC and other ILO units and by ILO senior management, if child labour is to be fully integrated into the work of the ILO.

IPEC has recognized the need for collaboration and taken steps to increase outreach and better working arrangements with other ILO units. The following sections highlight progress and areas for improvement.

Headquarters

Support for the promotion, ratification and implementation of international labour standards is largely vested in the standards and fundamental principles and rights sector, with other sectors, notably strengthening tripartism and social dialogue, playing very important roles in the implementation of these instruments. Whilst there are specific requirements that need to be addressed by IPEC in relation to Conventions Nos. 138 and 182, the expertise available in DECLARATION and other sectors on core labour standards, complemented by the implementation expertise relating to labour legislation, labour administration and enforcement, can readily enhance the quality of legal support to member states on the child labour Conventions.

The move to more upstream interventions and support for TBPs for mainstreaming child labour into the national development policy agenda requires a multi-sectoral approach. It is neither feasible nor efficient for IPEC to develop in-house the full range of required expertise to mainstream child labour into policies in all these areas. The core expertise required to fully harness the technical knowledge to support member States to better mainstream child labour into their national development programming should be available in the IPEC unit, and complemented by specific expertise of other technical units. Work areas for collaboration with other units would include: employment strategies, skills training and employability, small enterprise development, gender, migration, social finance, occupational health and safety, HIV/AIDS, etc.

Policy relevant data is required for effective planning, implementation and monitoring. Initial work on developing and implementing child labour surveys as well as enhancing capacity in ILO member States to collect, process, disseminate and analyse data on child labour was a joint initiative between IPEC and the Bureau of Statistics, and reflected in the Inter-Departmental Project. Over the years, extra-budgetary resources were made available to build a relatively large team of experts in SIMPOC. As the methodology has now advanced, and this is a core child labour competency of the ILO, collaboration between IPEC and the Bureau of Statistics is required to institutionalise more centrally the priority work for establishing international standards for child labour definitions and measurement and inclusion in the resolutions and guidelines of the International Conference of Labour Statisticians (ICLS). A more ambitious approach would be to integrate this function into the Bureau of Statistics. Decisions for better collaboration in this area have become more pressing with the staff reductions in SIMPOC noted above.

IPEC will also need to strengthen its collaboration with other ILO units in order to leverage its own funds and technical expertise for optimum results in knowledge generation, sharing and dissemination. In particular, joint ventures/research initiatives between units in work areas noted above will assist in delivering the technical products. They will also result in better knowledge-sharing within the Office and beyond to tripartite constituents and external partners, through networks of other units.

The restructuring of the advocacy function within IPEC in line with Office consolidation of the public relations and media services centralized in DCOMM, will require close collaboration to ensure that the communications services continue to support IPEC's advocacy without loss of effectiveness.

Field structure

IPEC's organizational arrangements are increasingly responding to the need to better integrate its work into the ILO field structure. As noted earlier, there were no RB-funded child labour positions in any of the field offices in 2000. The four child labour specialists

placed in selected SROs in 2003 are expected to more promptly respond to the needs in the member States. They also generally enhance field level capacity and facilitate the mainstreaming of child labour into the field structures and programmes. In addition to these technical specialists, ILO Programme Officers provide additional resources as Child Labour Focal Points, who can also facilitate the mainstreaming of child labour into the work of their units.

Experience with mainstreaming gender considerations indicates the potential for a similar approach for child labour. Child labour specialists can play a catalytic role to sensitise and equip their colleagues to ‘wear their child labour lens’ when providing advisory services and support in the different technical areas. This is an efficient and effective way to mainstream child labour considerations into the general work of the ILO and avoid the risk of reinforcing the perception of child labour as a stand alone initiative, only to be addressed by the child labour specialists. The review of experiences from the country case studies shows progress in mainstreaming child labour into the work of some of the specialists; especially those responsible for standards, and employers’ and workers’ activities. However, more can be done within technical specialists in MDTs in the policy areas noted above.

The case studies show unevenness in the collaboration between IPEC country teams, made up of the Chief Technical Advisers (CTA), National Programme Managers (NPM), Project Managers and the ILO offices. The need for better alignment of these teams with the ILO field structure is recognised by ILO officials and IPEC project staff. As noted in the case studies, the roles and responsibilities are not always clear, leading to inefficiencies and performance-reducing tensions. An initial step could be to enhance training associated with the POM. Roles and responsibilities need to be clearly defined and communicated to all, while the modalities for collaboration should be developed and disseminated. The identification of a child labour focal point in field offices provides a useful point of convergence and, if well managed, promotes both mainstreaming of child labour into the work of the ILO as well as a sense of belonging for the members of the team.

The review has also shown that the capacity of the field structure to support the relatively large volume of child labour projects needs to be assessed further. The expectation is that this will become more manageable when IRIS becomes fully operational, but the issue will require monitoring. In a similar vein, it is important to be able to track the RB resources invested by field offices to support the planning, implementation and evaluation of IPEC projects.

Evolving ILO systems, guidelines and procedures provide opportunities to enhance collaboration and mainstreaming of the ILO’s child labour programme.

Since 1999, the ILO has continuously looked at ways to enhance synergies and collaboration within the ILO. The articulation of the decent work mandate within the context of results-based management, the organisation of work around the four strategic objectives and their related operational objectives, creation of InFocus Programmes and the establishment of the Policy Integration Department are measures instituted to break down the ‘silos’ within the Office and better integrate work in a more holistic and coherent manner.

Until recently, the process of preparing the P&B focused on the work to be undertaken by specific ILO units. This has meant that most results were stated as unit specific, rather than ILO-wide outcomes. The existence of the Strategic Management Module (SMM) tool and the improvement in providing guidance on its use has the potential to encourage ILO units to focus on larger results to be achieved by the Organisation within a defined period. It

provides transparency on how different units collaborate to achieve these desired organisational results. As an Organizational priority, child labour is a good area to highlight in these planning tools.

During the October 2003 implementation planning meeting of the 2004-05 Programme and Budget, child labour was relatively well-integrated into the priorities and programme of work of the sub-regions, notably Asia. Some regions have taken this systematic engagement a step further by having joint work-planning sessions at the sub-regional level; thereby bringing together all the ILO units and TC programmes and projects within their geographical sphere. This provides a forum for all parties to be aware of the ILO's aggregate portfolio in the sub-region and helps to develop a more integrated response to the sub-regional and national priorities.

Reporting on the results of the biennium has changed with the regions having a greater role in assessing results through reflection on the successes and failures of strategies and lessons learned. Country programming around the organizing concept of Decent Work provides a framework to determine, with the participation of constituents, priority areas of cooperation in accordance with the ILO's mandate and strategic objectives. The approach is useful for effectively integrating child labour into the consolidated priority areas of work and effectively mobilize ILO resources to respond in a coherent and coordinated manner.

IPEC's mandate to bring together all aspects of the ILO's programme on child labour together in an InFocus programme has generally contributed to a better integration of ILO means of action to combat child labour. The involvement of IPEC legal officers with the follow-up mechanisms of the Declaration, in addition to their engagement with the supervisory machinery of the core Conventions, facilitate linkages to the technical services aspects of the programme. This helps to better integrate the two major means of ILO action: normative standards setting/supervision and provision of technical support to member states.

Some ILO units, notably SECTOR, are beginning to systematically mainstream child labour into their plans, programmes and reports. The collaboration with SAFEWORK has led to the development of a handbook for labour inspectors and more collaborative work at the national level. Collaborative arrangements exist with other ILO units including NORMES, ILO/AIDS, IFP/SEED, SFU, STAT, YEN, ACT/EMP, GENDER, ACTRAV and IFP/SKILLS. The purpose and forms of collaboration have evolved over the years and there is a greater emphasis on not only bringing desired ILO expertise to IPEC, but developing greater outreach to enable other units to take on board the elimination of child labour within their particular field of expertise. Success criteria for effective collaboration include well-defined and specific tasks and a convergence of the interests of the units concerned. However, some of the more successful collaborative initiatives have been the result of the personal interest of the unit managers and other officials involved, i.e. it is dependent on personalities. This makes the current arrangements fairly informal and, thus, vulnerable and relatively unstable.

There is, therefore, the need to develop mechanisms and frameworks for collaboration. Collaboration should move from the ad hoc to a clearly defined plan where accountability is established. Formal collaborative arrangements between IPEC and other units should, as a minimum, outline desired results, roles and responsibilities (who does what), resource allocations and reporting mechanisms. Monitoring collaboration and reporting on aggregate Office results will be facilitated with the introduction of IRIS and associated planning procedures.

IPEC's performance on gender

The IPEC programme has made good progress in mainstreaming gender into its programme and structures. The increasing emphasis on its upstream activities, especially its Time Bound Programmes provide an important basis for situating child labour within the socio-economic environment. A recent gender audit in IPEC found an increasing willingness and capacity to mainstream gender in the design and implementation of child labour programmes, especially the TBPs. The audit also showed that gender equality is largely mainstreamed in most policies and programmes in HQ, though the pressure of work makes it difficult to monitor gender mainstreaming in all products and activities. The auditors identified the need to enhance the capacities of other stakeholders on gender analysis and mainstreaming as well as sharing the methodology on the collection of gender disaggregated data.

Disaggregating the staff composition by sex (based on information as at December 2003), shows a fairly well balanced representation of males and females at the middle professional levels of the Unit: 44 per cent females and all clustered at the P4 level. However, it becomes rather skewed at both ends of the ladder; with 89 per cent of RB funded support staff being females and 25 per cent of senior managers female. It is even more instructive that the only male support staff was the Senior LAN Administrator. With the departure of the only female Director, the gender imbalance becomes more pronounced. However, this structure is consistent with the sex distribution in the Organisation.

Case studies noted a significant number of women CTAs and NPCs in key IPEC management positions in the field.

9.4 Efficiency of programme delivery

Evaluation questions and performance criteria

To what extent has IPEC increased its efficiency in programme implementation?

Performance criteria:

- improvements in delivery rates, administration and management procedures.

IPEC has improved its delivery rate through efficiencies gained in administrative and management procedures.

Previous sections have noted a number of issues related to IPEC efficiencies, business processes and accountability and the interface with Office wide structures.

There is evidence of delays and inefficiencies in programme delivery but these are attributable to a number of factors, including ambitious and unrealistic planning horizons for projects, delays in signing of MOUs, delays in receipt of donor funds, and bottle necks in central administrative and financial systems. More information on the factors affecting delivery rate are required to take remedial actions.

In December 2002, the ILO commissioned a scoping study to better understand the interface between IPEC and ILO business processes. The report highlighted the importance of assessing IPEC and ILO business processes within the larger goals and strategies set out for each level. It pointed to the need for greater understanding of issues surrounding the field structure and links between the IPEC and other ILO offices, particularly in relation to technical decentralization and integrated ILO programming at national levels. The report

highlighted the need to identify and address bottlenecks within ILO service departments and support units for donor relations and project management.

Finally, the report called for a review of current programming and resource allocation structures with regard to incentives, accountabilities and transparent process.

A number of these issues can now be better addressed with the new corporate information systems being developed and a follow-up study of internal IPEC business processes in the context of their relationship to wider ILO practices would provide the basis for assessment and improvement in IPEC's delivery and efficiency as well as the overall ILO effort to combat child labour.

9.5 Overall conclusions and recommendations on management arrangements

Conclusions

For long term sustainability, IPEC will need to ensure that it retains the right mix and level of technical expertise to maintain its core competencies and comparative advantage. These are founded on its knowledge of child labour issues, advocacy, and developing innovative and practical tools for combating child labour. IPEC's knowledge base is generated within the unit, but requires linkages with other information systems within the ILO, with constituents and with external partners.

There are still outstanding issues related to the existing organizational structure and arrangements to effectively facilitate the required synergies and collaboration on the elimination of child labour, but some of these need to be addressed within an Office-wide context.

There is evidence to show that some collaborative arrangements have worked well and achieved the desired results, IPEC and INTEGRATION could document good practices which foster mainstreaming and better collaboration, and on that basis identify success criteria as a basis for developing more formal working arrangement with relevant ILO units.

The ILO has relied heavily on donors to finance key capacity building and support functions within the IPEC programme. As funding declines, the ILO needs find more innovative means within its RB resources upon which to support an increasingly complex programme.

Problems linked to IPEC's business processes require changes for the organization overall. Therefore, a follow up study of IPEC's business processes within the context of the larger ILO systems and structures is needed to identify potential efficiencies to improve capacity.

ILO should further develop a region-specific field-based implementation strategy for the child labour projects. The basis for this approach has been established through recent changes in planning in the regions. The strategy should better indicate specific roles and responsibilities of ILO Directors and other field staff at various levels in developing adequate technical and administrative support for child labour elimination.

The elimination of child labour is a long term endeavour that needs to be better integrated into the regular programming, structures and budgets of the ILO. ILO/IPEC would benefit from an assessment of the extent to which IPEC can be "mainstreamed" into ILO units and a strategy over the medium to long term (4-8 years) to ensure core capacity can be sustained in regular budget funds in the event of a reduction in extra-budgetary resources.

Such a plan would identify corporate responsibilities for child labour, and would be feasible with the new management information and planning tools.

IPEC's organizational arrangements and business processes have evolved in response to a number of programmatic and institutional changes within the ILO. They are a combination of decentralized and centralized functions that have been defined in a reactive way. A consistent theme of the evaluation has been the need for better integration of IPEC with regular ILO programming and structures. Despite some progress in this area, IPEC's core competencies are not fully anchored on regular budget resources, which has implications for the longer term sustainability of the programme. Various models have been tried in the ILO to address the cross-cutting nature of the elimination of child labour and coherent Office-wide programming.

It is now timely for a full review of ILO's management model in the medium term for its programme on the elimination of child labour to ensure the programme is better anchored in the regular programme and budget, and sustainable with assured resources. This may require addressing alternative organizational approaches within the Office,

A number of these issues can now be better addressed with the new corporate information systems being developed, and a follow-up study of internal IPEC business processes in the context of their relationship to wider ILO practices would provide the basis for assessment and improvement in IPEC's delivery and efficiency. It would also support a fundamental review of the ILO's management model for its programme on the elimination of child labour.

Recommendations

- a) The Director-General provide guidance for more formal collaborative arrangements between IPEC and other ILO units working on the elimination of child labour.
- b) IPEC and INTEGRATION develop a good practices guide for effective collaboration on child labour, with lessons learned distributed for wider applicability.
- c) The Director-General develop a new management model in the medium term for the ILO's child labour programme in the context of new Office-wide changes in operating systems, based on interim measures noted in recommendations for sections 8.3 and 8.4, namely:
 - provide guidance for more formal collaborative arrangements between ILO units working on the elimination of child labour; and
 - improve the interface of IPEC business process with Office-wide structures and systems at headquarters and in the field, taking into account the implications of IPEC strategies and programme approaches, ILO directions in decentralization and field structures, and funding sources.

10 Summary Conclusions and Recommendations

10.1 Programme strategies and approach

IPEC's primary strategies to support a worldwide movement and strengthen national capacity to implement programmes to combat child labour are relevant to ILO constituent needs, the international social and economic development agenda, and interests of external partners. IPEC has delivered an innovative programme based on its comparative advantage of standards-related knowledge and tripartite action.

IPEC continues to evolve and respond effectively to new challenges of the complex child labour environment. The Programme is internationally recognized for generating new knowledge and practical tools for the elimination of child labour. The interrelated strategies of advocacy, building partnerships and mainstreaming child labour into the international and national social and economic development agenda are effective, but can be more efficiently managed. IPEC has been highly successful in attracting new partners but transaction costs are high and a more selective approach is required.

The synergies of tripartite action have been a major factor in realizing international and national strategies, with a multiplier effect to influence civil society. There is potential for greater involvement of social partners at national level through strategic and targeted actions.

The shift in emphasis towards upstream interventions and the Worst Forms of Child Labour (WFCL) require refinement and some adaptation of the existing strategies. An important channel for mainstreaming child labour into the international and national development agendas is the processes associated with the Millennium Development Declaration and Goals (MDG).

IPEC's staged approach to programming at national levels – small action programmes, multi-component integrated projects and support for Time-Bound Programmes (TBP) has been effective. IPEC has responded flexibly to country situations, and applied lessons learned as the programme evolved at national level. The technical cooperation modalities of area/sector-based projects and TBPs require different approaches to designing and implementing programmes and measuring results for direct and indirect impact.

Knowledge management, a central feature of the IPEC programme, is designed to capture and structure knowledge for targeted dissemination to different groups – IPEC/ILO staff, constituents, and external partners. IPEC effectively links knowledge generated through research and downstream interventions to its national and global knowledge base. ILO's aim to become an international knowledge centre on child labour requires interface with internal and external information bases and these linkages require further development. IPEC knowledge management has progressed faster than ILO systems through support from extra-budgetary resources. The integration of IPEC and Office-wide systems should ensure that IPEC's advanced knowledge base remains intact and accessible.

Recommendations on programme strategies and approaches

It is recommended that:

- a) *The Governing Body reconfirm its commitment to the elimination of child labour as one of the Organization's highest priorities and endorse ILO/IPEC strategies and programme approaches to support a worldwide movement against child labour and strengthen national capacities.*
- b) *IPEC, in consultation with relevant ILO units:*

- i) *reassess its advocacy strategy to take into account new programme directions, and evaluate its dissemination and use of materials;*
 - ii) *review its strategic approach and selection of partnerships; and*
 - iii) *provide evidence of linkages and appropriate indicators to ILO units and external partners for mainstreaming child labour into the MDG processes.*
- c) *IPEC, in collaboration with constituents and donors, develop improved means to deliver technical cooperation modalities in a programme mode by:*
 - i) *Assessing the implications of increased emphasis on upstream interventions and the WFCL, and area/sector-based programming; and*
 - ii) *Formulating indicators for institutional change and tracer methodologies to better assess direct and indirect impacts.*
- d) *The Governing Body invite member States to ensure effective participation of social partners in national steering committees and IPEC activities; and the Director-General instruct IPEC, ACT/EMP and ACTRAV to explore ways of enhancing collaboration on the basis of defined strategies and a task-oriented approach.*
- e) *The Director-General monitor the integration of IPEC's knowledge base on child labour with evolving Office-wide developments and ensure the ILO is positioned as an international knowledge centre on child labour.*

10.2 Governance: policies, structure and processes

The Declaration on Fundamental Principles and Rights at Work (Declaration), Convention No. 138 concerning Minimum Age for Admission to Employment, and Convention No. 182 concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labour provide a comprehensive framework for the ILO's programme on the elimination of child labour. The multi-sector nature of eliminating child labour means related policy issues are discussed in different Committees of the Governing Body. Stronger procedures are required to ensure child labour is integrated into all relevant Committee discussions. There is potential for better linking of standard-setting with technical cooperation and promotion through information on country situations provided in the follow-up to the Declaration and the supervisory machinery for ratified Conventions.

IPEC's presentation of its programme in the Programme and Budget has been evolving in tandem with ILO developments in strategic budgeting. Further progress is required in defining the programme logic in a results-based framework that restates IPEC's existing strategies as outcomes and provides better balance of targets and indicators to assess direct and indirect impact. A clear definition of IPEC's accountability is also required.

The International Programme Steering Committee (IPSC) has evolved with IPEC's expansion of programme countries and donors. The IPSC is not constituted as a committee of the Governing Body. Its role is ambiguous and IPEC's accountability is unclear under current arrangements. Consultations with member States and social partners indicate general agreement on the value of the IPSC as a partnership forum for information exchange and discussion of issues. The Progress Reports provided by IPEC are consistently praised for content and quality. More efficient use of meetings are also required.

Recommendations on governance: policies, structure and processes

It is recommended that:

- a) *The Governing Body continue to examine ways to better link standard-setting with technical cooperation through more effective use of information from the Declaration follow-up and the supervisory machinery for ratified Conventions.*
- b) *The Director-General initiate work in the current biennium for a participatory process to establish the basis for a future impact assessment of the IPEC programme in a results-based framework, and invite the donor community to contribute.*
- c) *The Governing Body endorse in principle a role for the IPSC as a partnership forum or consultative group for IPEC and request the IPSC through the Director-General to propose a redefinition of its name, purpose, and terms of reference for confirmation by the Governing Body.*

Management issues

Many IPEC management issues are related to ongoing evolution of ILO structures and systems and can only be addressed within an Office-wide framework.

IPEC's management model is a mixture of centralized and decentralized functions and structures that have evolved in an ad hoc manner in response to Office changes, financing arrangements, and programme approaches. A consistent theme for this evaluation is the need to better integrate IPEC into the regular programming and structures of the ILO. The operational model of the Office is changing with the recent introduction of the Integrated Resources and Information System (IRIS). A review is now timely to update the ILO's management model for its child labour programme, taking into account IPEC shifts in emphasis in programme strategies, new modalities of technical cooperation, and institutional changes within the Office.

There has been a continuing increase from 2000 in ILO extra-budgetary funds with a progressively higher share for child labour. Delivery rates have improved for all programmes. There has been an increase in decentralized projects. The combination of these factors has caused some capacity misalignments in the field to backstop technical projects.

There has been progress in collaboration between IPEC and other units but further development of frameworks and mechanisms to define and monitor collaboration are required.

There are delays and inefficiencies in programme delivery due to a number of factors such as ambitious and unrealistic planning horizons for projects, delays in signing Memorandums of Understanding (MOU's) and receipt of donor funds, and bottlenecks in central administrative and financial systems.

Recommendations on management issues

It is recommended that:

- a) *the Director-General develop a management model in the medium term for the ILO's child labour programme in the context of new Office-wide changes in operating systems based on interim measures to:*
 - i) *provide guidance for more formal collaborative arrangements between units working on the elimination of child labour and improve reporting to the Governing Body on the total level of effort expended by the Office; and*

- ii) improve the interface of IPEC business processes with Office-wide structures and systems at headquarters and in the field, taking into account the implications of IPEC strategies and programme approaches.*

Annex: Terms of Reference

Independent Evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC)

January 2004

I. Introduction

1. The ILO is carrying out an evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC). The evaluation is one of eight InFocus evaluations mandated by the Governing Body, of which four have now been completed. The evaluation is addressed to the ILO Governing Body and to ILO management. Its purpose is to support the ILO Governing Body to take decisions on the future strategic directions of IPEC as part of a results-based programming. This will include consideration of whether the programme should be continued. It will be submitted to the Governing Body in November 2004. The evaluation's methodology is focused on critical factors for success and constraints.

2. The terms of reference have been prepared in line with the ILO's evaluation framework, endorsed by the Governing Body in November 2002 (GB.285/PFA/10). That document provides that the scope of programme and thematic evaluations should be the "coherence, effectiveness and strategic focus of ILO programmes" in comparison with the targets set in the Programme and Budget. Programme-level evaluations are widely recognized as an important way of informing governance decisions and improving programme management.

3. The evaluation takes into account particular characteristics of the IPEC programme, such as its central position in implementing the Declaration on Fundamental Principles and Rights at Work (1998), and two fundamental Conventions (Nos. 138 and 182); a global programme steering committee of ILO constituents (member States and social partners), and national steering committees; and significantly higher extra-budgetary resources than other programmes, including a high extra-budgetary/regular budget resource ratio.

II. Principles for conducting the evaluation

4. In accordance with ILO guidelines for **independence, credibility and transparency**, responsibility for the evaluation will be based in the Bureau of Programming and Management. The evaluation team will be composed of external consultants and ILO evaluators independent of the IPEC programme.

5. The evaluation will be **participatory**. Consultations with member States, international and national trade union organizations and employers' representatives, ILO staff at headquarters and in the field, UN partners, and participants from civil society (including advocates for the elimination of child labour) will be done through interviews, meetings, focus groups, and electronic communication. An evaluation network mailing list for distribution of documents and messages as well as a dedicated electronic mailbox for

the evaluation for stakeholder comment and input have been established.³⁷ Participating parties have been consulted on the draft terms of reference, and will be consulted on interim findings and the draft report. Final versions of all evaluation documents will be the responsibility of the evaluation team.

6. The participatory process for the evaluation is intended to **promote organizational learning** in improving performance for future programming. Involvement of a wide range of partners in the evaluation will extend these benefits beyond the ILO.

7. The evaluation is based on the OECD/DAC criteria of efficiency, effectiveness, relevance, sustainability, and impact – as defined in the attached glossary.

III. Background and context

8. In 2002, the IPEC programme celebrated its tenth year. During that period, both awareness of and action against child labour increased substantially at global and national levels. IPEC itself experienced a precipitous expansion in programme size, scope, and forms of interventions. From a base of one donor and six programme countries, IPEC now is the largest ILO programme with some 80 programme countries, 30 donors (including governments, and employer and worker organizations) and an estimated annual expenditure of \$50 million.

9. The magnitude and complexity of the problem on child labour has not diminished in the past decade, as better research and data have thrown more light on its dimensions. It is estimated that 246 million children were in child labour aged 5 to 17 years, of which 186 million were below the age of 15 and 110 million below the age of 12; 171 million child labourers were working in hazardous situations or conditions of which 111 million were below 15 years of age; approximately 8.4 million children were involved in the unconditional worst forms of child labour, including forced and bonded labour, armed conflict, prostitution and pornography, and illicit activities; and at least 1.2 million child labourers were also victims of trafficking.

10. As described in the ILO's Programme and Budget covering the period from 1998 to 2003 and further articulated in its annual progress reports, the IPEC programme follows underlying principles based on its objectives, strategies and programmatic approach. The objective can be summarized as "progressive elimination of child labour through the strengthening of national capacities and the promotion of a worldwide movement against child labour with priority to the eradication of the most hazardous and exploitative forms of child labour and to provision of alternatives for children and families".

11. The strategies have coalesced around: 1) mainstreaming child labour issues into the social and economic development agenda; 2) advocacy and social mobilisation; 3) building partnerships and strategic alliances; 4) national capacity building; and 5) direct action for the withdrawal and rehabilitation of children from the worst forms of child labour. The first three strategies are designed in an interrelated manner at both global and national levels. Cross-cutting themes of gender, poverty alleviation and social exclusion have been built into the strategic framework. This multi-dimensional strategic approach is intended as a common framework to be applied where applicable to the global level, and to IPEC

³⁷ The evaluation team and secretariat can be reached at the following contact points: EVAL_IPEC@ilo.org; telephone (022) 799-7844; fax: (022) 799 8515. Information, including key documents will also be available on our website (www.ilo.org/public/bureau/program).

country programmes, with adaptation according to the particular social, economic, and cultural situation of the country.

12. Knowledge management is a common factor underlying the strategic framework of IPEC programming. IPEC aims to build its knowledge base sufficiently to support both global and national advocacy and programme effectiveness through data collection and analysis, surveys, monitoring and evaluation feedback.

13. Over its ten-year history, the programme has adjusted its operational strategies, means of action and models of intervention, building on research and data collection, pilot projects, lessons learned, and an extensive body of project, country and thematic evaluations. The IPEC programmatic evolution can be described as subsequent phases, which apply to the global evolution of the programme over its 10-year history, as well as to stages of current country programmes in relation to the length of time IPEC has been active in the country. The first phase is a preparatory period of small, varied action programmes to test pilot models, collect accurate data, create awareness, and build strategic alliances. The second is a consolidation of the experience and lessons learned into a country programme approach characterized by larger integrated multi-components projects that cover sector(s) or a geographic area, or a combination of both.

14. Despite the perception that IPEC has considerable resources, its programme is miniscule given the magnitude of the global child labour problem. The third phase therefore is based on the recognition that direct interventions are not sufficient to have significant impact on the global and national dimensions of child labour, and hence the role of IPEC is evolving towards more provision of technical knowledge to facilitate effective actions by partners, and to influence the policy and enabling environment. This phase is characterized by a shift in emphasis towards upstream interventions (policy-related interventions aimed at creating a conducive environment for eliminating child labour) to complement direct downstream interventions (service-oriented activities at the community level).

15. The adoption of the Declaration of Fundamental Principles and Rights at Work (1998) and the Worst Forms of Child Labour Convention No. 182 (1999), the establishment in 1999 of IPEC as an In-Focus programme combining all work on child labour into an integrated structure, and the introduction of strategic budgeting based on the decent work agenda for the biennium 2000-01, have provided greater focus for IPEC programming. The inclusion of the elimination of child labour as one of the four fundamental principles in the Declaration situates the issue of child labour in the rights-based and promotional approach of the Declaration, as well as its stated obligations for the ILO to assist member States in implementing its provisions. Adoption of Convention No. 182 as one of the core conventions of the Declaration, and promotion of ratification and implementation of Conventions Nos. 182 and 138 through IPEC has focused the programme around assisting member States in ratifying and implementing the core child labour conventions.

16. The development of time-bound programmes (TBPs) consolidates the approach of phase three noted above, in combining targeted interventions against the WFCL with building an enabling environment for sustainability. TBPs are designed around a set of integrated and coordinated policies and programmes to prevent and eliminate the WFCL. They include defined targets, goals and timeframe. They are multi-component and comprehensive and incorporate the traditional IPEC strategic elements noted above in paragraph 11.

17. The multidimensional nature of the child labour problem, the experimental approach taken by IPEC in the early years to build knowledge and practical models, the earlier culture of denial in member states, and the focus of the child labour problem in the hidden and informal sectors of the economy has extended the IPEC concept and sphere of activities beyond the traditional ILO parameters of setting and application of labour standards for the workplace. ILO's work in child labour has a wider conceptual picture that requires, in addition to the central role of ILO's tripartite constituents, outreach to a wider range of national and international partners.

IV. Client

18. The principal client for the evaluation is the Governing Body, which is responsible for governance-level decisions on the findings and recommendations of the evaluation. The evaluation, however, is intended to provide a basis for improved decision-making by ILO management. In conducting the evaluation, in addition to the Office (headquarters and field) other parties involved in the IPEC programme and collectively responsible for achieving its strategic objectives will be asked to contribute and participate, i.e. member States and social partners, ILO partners globally and at regional and national levels, e.g. UN organizations, participating civil society organizations (including advocates for child labourers as well as child labourers and former labourers), and implementing agencies.

V. Timeframe

19. The evaluation timeframe proposed for study is January 1998 to December 2003. This period generally coincides with the point of accelerated expansion of the programme, the inclusion of the elimination of child labour as a core labour standard and its subsequent incorporation into the Declaration of Fundamental Rights and Principles at Work (1998), the new Child Labour Convention No. 182 on the Elimination of the Worst Forms of Child Labour (1999), and the restructuring of IPEC as an InFocus Programme (1999) combining all work on child labour into an integrated structure, including support in implementing the Declaration, and Conventions Nos. 138 and 182. It also transcends the restructuring of the Programme and Budget to the introduction of strategic budgeting for the biennium 2000-01.

20. The evaluation will take as its point of reference the operational objectives, performance indicators, targets and strategies as set out in the Programme and Budgets for the periods 1998-99, 2000-01 and 2002-03. The evaluation will be informed by the history and evolution of IPEC prior to 1998, and will take into account any significant events or new events in 2004 prior to finalization of the evaluation report.

VI. Purpose

21. The purpose of the evaluation is to enable the ILO Governing Body to take decisions on the future strategic directions of IPEC as part of a results-based programming approach, and to provide a basis for improved decision-making by ILO management. As for all programme evaluations, this will include consideration of whether the programme should be continued. Specific aims of the evaluation are to:

- a) Assess the continued relevance, effectiveness and efficiency of IPEC's strategies and programme approach – including the relative emphasis placed on direct downstream interventions aimed at community services, and upstream interventions to influence the policy and enabling environment – to attain its goal of progressive elimination of child labour;

- b) Review evidence of the direct and indirect effects on target groups of ILO's global and national programme strategies for eliminating child labour; assess the appropriateness of IPEC's operational objectives, performance indicators and targets, and recommend alternatives, if warranted.
- c) Review governance and management arrangements that characterize IPEC and its interfaces with ILO programmes and services, in regard to accountability, fostering synergy and mutual support;

VII. Scope

22. The evaluation will cover the five strategic areas noted in paragraph 11. The evaluation will focus on the relevance, effectiveness and efficiency of IPEC's strategic areas, programme design and interventions in attaining the global and national dimensions of its operational objective, i.e. "progressive elimination of child labour through the strengthening of national capacities and the promotion of a worldwide movement against child labour with priority to the eradication of the most hazardous and exploitative forms of child labour and to provision of alternatives for children and families".

23. A review of IPEC's performance at global and national levels will not be able to include direct measurement of impact on children and their families. Instead, evidence of national and global outcomes (success and failure, progress and setbacks) will be discussed.

24. The evaluation will examine the programme's initiatives in **placing child labour on the global development agenda**. It will look at evidence of increased political commitment to fight child labour, ratification of Conventions Nos. 138 and 182, and ILO targeted work within the multilateral processes and networks. Global awareness campaigns, information and knowledge initiatives, including SIMPOC technical support, will be summarily reviewed. Attention will be given to the **role of tripartite constituents, other partners in UN agencies and the international financial institutions, and interested parties and advocates from civil society**, in order to assess how these collaborations help to meet the shared goal of progressively eliminating child labour.

25. IPEC's longer-term impact also comes about through **strengthening of national capacities** to combat child labour. Close collaboration with key partners at national and local levels in either public or private institutions in support of eliminating child labour is critical. The **sustainability of national efforts** to prevent and curb child labour, and **linkages to global and regional partnerships** and initiatives, will be incorporated in case study analysis.

26. Drawing from available project and country programme evaluations linked to case studies, an analysis of **how impact is being planned, monitored and progress reported** will be prepared and policies and practices reviewed. Similarly, the evaluators will review programme-level **performance indicators and targets** to determine their continued relevancy and appropriateness to recommend any needed changes.

27. The evaluation will examine aspects of the ILO and IPEC **governance instruments, structures and processes** in fulfilling governance and management functions such as policy direction, oversight, accountability, and fostering internal and external collaboration. Analysis will include roles and functions of the International Programme Steering Committee (IPSC).

28. As management structures and practices are factors supporting all areas, additional analysis will be made of this area. General areas for questioning will also include the

interaction/synergies of IPEC with other programmes, service functions, external partnerships and networking, management processes, and the role of the key governance instruments and structures.

VIII. Methodology

29. The evaluation will aim to document achievements and progress, and related critical factors of success and constraints. It will involve three integrated levels of analysis:

- At the global level, a review of goals, strategy, partnerships, main means of action, with focus on evolution of the IPEC programme over time will be supported through a series of interviews and review of existing evaluations and other documentation. Interviews with internal and external partners will focus on how child labour is being institutionalized outside the ILO, and how IPEC is responding to a dynamic external environment.
- A desk-based portfolio review will analyze selected project and programme documentation, key performance criteria and indicators, to compare and assess IPEC's portfolio development and performance over time. Attention will be given to IPEC's implementation under major components and methods. To the extent possible, the perceptions of key target groups on major progress and significant achievements will be gathered and summarized.
- Sub-regional case studies will provide material to validate or refute the importance and usefulness of IPEC's technical assistance work within member States. This will be achieved through a desk review of country-level project documentation followed up with missions to these countries. Findings from case study examples will inform global level issues on strategic goals and approaches for the overall programme, including its management and governance. Informants will include:
 - i) IPEC and ILO programme staff to inform on operations particularly related to IPEC programmes and projects – including specialists in employer and worker activities, education, industrial relations, gender, labour standards, occupational health and safety, agriculture, employment, and social protection.
 - ii) ILO management and financial staff to inform on questions such as decentralization, the integration of child labour specialists in MDTs, headquarter/field technical interaction and backstopping;
 - iii) Tripartite partners, including national authorities, employer and worker organization representatives to inform on tripartism and collaborative partnerships;
 - iv) UN system and international financial institution partners to inform on ILO/IPEC participation in national planning and ownership through poverty reduction and development planning processes (e.g. PRSP, UNDAF), and national coordination of national/international development partners on child labour issues;
 - v) Partners from the research and statistics institutions to inform on effective data gathering and knowledge;
 - vi) Representatives of donor agencies to inform on their priorities and participation in national development planning processes and coordination with multilateral processes in support of national plans;

- vii) Implementing agencies for IPEC action programmes or other contractual arrangements.
- viii) Child beneficiaries of IPEC initiatives, and their spokespersons, primarily through action programmes.

30. The sub-regional case studies will be done in two phases and incorporate comparative reviews of at least two countries in five sub-regions. Choice of countries will be based on a matrix of sub-regions and country characteristics, i.e. a review of magnitude and diversity of the child labour problem, the history and nature of ILO's child labour interventions, donor mix, scope and nature of the national and sub-regional programmes (including technical assistance modalities), programme approach and stage of development. Priority will be given to countries where IPEC has worked for most of the period included in the evaluation (1998-2003) and have a signed Memorandum of Understanding with the ILO (IPEC). Based on these criteria, the case studies will cover nearly ten of 40 countries meeting these conditions.

31. IPEC programmes both at the sub-regional and national levels, and with decentralization of IPEC technical expertise to Sub-Regional Offices (SRO), there is the potential for better integration of strategies and approaches within countries of the sub-regions. The evaluation will particularly review the technical support to countries in the region from the SRO with decentralization and potential for more coherence in future programming in sub-regions.

32. For the first phase, missions were taken to Central America (Costa Rica, Nicaragua), West Africa (Senegal, Mali) and South Asia (Bangladesh, India). The second phase of case studies is expected to cover South America, East Africa and possibly East Asia.

33. An initial round of interviews with ILO constituents, management and focal points within headquarters and field staff, and contacts in partnering organizations have already guided the specific issues and questions to be answered by the evaluation. Subsequent interviews during implementation will make use of semi-formal interview formats to ensure compatibility of information across respondents.

34. Cross-cutting issues of gender, poverty reduction and social inclusion will be taken into account in the evaluation, as well as the integration of child labour into other ILO programmes such as IFP/SAFEWORK, IFP/SEED, GENPROM, SECTOR, IFP/SKILLS, ILO/AIDS, Youth Employment Network (YEN), among others.

VI. Outputs

35. The following written outputs will be produced:

- A summary report of findings and recommendations to be presented to the November 2004 Governing Body. The content of this report will focus on recommendations to situate the programme on a sound basis for future action in the current global environment.
- Interim internal reports of the global, case study and portfolio assessments.
- Background documentation and analysis on which the findings, conclusions and recommendations are based.