

**EVALUATION
WORKING PAPER**

EDUCATION AS A PREVENTIVE STRATEGY AGAINST CHILD LABOUR

**Evaluation of the Cornerstone Programme of
UNICEF's Global Child Labour Programme**

DECEMBER 2003

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Education as a Preventive Strategy against Child Labour: Evaluation of the Cornerstone Programme of UNICEF's Global Child Labour Programme

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Undertaken by the Evaluation Office of UNICEF New York, the evaluation took place in two stages during 2002 and 2003 with support from external consultants Judith Ennew and Dominique Plateau during 2002, and Karen Hickson in 2003. The main author of the report is Karen Hickson. Lucien Back, Senior Programme Officer Evaluation coordinated and supervised the evaluation process and the drafting of this report.

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This evaluation should accurately reflect on and analyse the strengths and challenges of the initial phase of the *Education as a Preventive Strategy against Child Labour Programme* in order to help determine and guide UNICEF's efforts in and commitment to eliminating child labour and using education as a key strategy through its global thematic programmatic approach.

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LIST OF ACRONYMS

AGEI	African Girls' Education Initiative
CBO	Community-based Organisation
CEDAW	Convention on the Elimination of Discrimination Against Women
CEDC	Children in Especially Difficult Circumstances
C-IMCI	Community-Integrated Management of Childhood Illnesses
CNSP	Children in Need of Special Protection
CRC	Convention on the Rights of the Child
CSO	Civil Society Organisation
DFAM	Division of Financial & Administrative Management
EAPRO	East Asia & the Pacific Regional Office
ECCD/ECD	Early Childhood Care and Development/Early Childhood Development
ERDA (The Philippines)	Educational Research and Development Assistance Foundation
ESARO	Eastern & Southern Africa Regional Office
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
HQ	Headquarters
ILO	International Labour Office
ILO-IPEC Labour	International Labour Office-International Programme on the Elimination of Child Labour
INGO	International Non-governmental Organisation
IRC	International Research Centre
MENA	Middle East and North Africa
MTSP	Medium-term Strategic Plan
NEUBI (Guatemala)	Nuevas Escuelas Unitarias Bilingues (Bilingual New School) (a.k.a. New Single Teacher School or Active School)
NFE	Non-formal education
NGO	Non-governmental Organisation
OAU	Organisation of African Unity
ONPEC (Thailand)	Office of the National Primary Education Commission
OSP (Nepal)	Out of School Programme
PETI (Brazil)	Programme of Eradication of Child Labour
PROMS	Programme Managers System
PRSP	Poverty Reduction Strategy Paper
ROSA	Regional Office for South Asia
RWG-CL	Regional Working Group on Child Labour (in EAPRO)
SIPS	Sector Investment Programmes
S.M.A.R.T.	Specific, Measurable, Achievable, Relevant, Timebound
SWAPS	Sector-wide Approach to Programming or Planning
TACRO	The Americas and Caribbean Regional Office
TBP	Timebound Programme
TSN	Technical Support Network
UNDAF	United Nations Development Assistance Framework
UNESCO	United Nations Education, Science, Cultural Organisation
UNGASS	United Nations General Assembly Special Session
UNICEF	United Nations Children's Fund
WCARO	West and Central Africa Regional Office
WES	Water, Environment, and Sanitation

EXECUTIVE SUMMARY

Background

This evaluation assesses the *Education as a Preventive Strategy against Child Labour Programme*,¹ which was the cornerstone programme of UNICEF's Global Child Labour Programme. The overall Global Child Labour Programme constituted UNICEF's response to the important Agenda for Action that came out of the Oslo International Conference on Child Labour in 1997.

UNICEF's Global Child Labour Programme was based on a conceptual framework presented in the strategy paper *UNICEF: Towards a Global Strategy on Working Children*. This strategy paper was an output of the capacity-building workshop in Turin in 1997 and helped UNICEF prepare for its participation in the Oslo Conference. The Global Child Labour Programme received a total amount of about US\$14 million from seven funding agencies (Norway, World Bank, The Netherlands, Luxembourg, Finland, ILO, and Sweden). The Global Programme comprised five sub-programmes, the most important of which was the *Education as a Preventive Strategy against Child Labour Programme*.

The *Programme* was formulated to address the multifaceted issues surrounding child labour by focusing on improving educational access and quality for vulnerable children, and using a multisectoral and child rights-based approach. It specifically referred to Article 32 of the Convention on the Rights of the Child, which refers to protecting children from "economic exploitation and any work that is likely to be hazardous or to interfere with a child's education, or to be harmful to the child's health or physical, mental, spiritual, moral, or social development".

The *Programme's* Framework of Action had three fundamental components: (i) provide quality, relevant, and affordable education; (ii) improve family economies; and (iii) raise awareness and respect for children's rights and enforce child labour laws. Interventions were to be implemented at four levels of society: policy, institutional, school, and community. Particular attention was to be given to improving countries' capacities to provide effective and quality educational alternatives for the targeted groups of children. Education was viewed as the key strategy within a broader multisectoral approach needed to break the cycle of poverty and disadvantage that maintains child labour.

The *Programme* was designed to expand and improve UNICEF's support to education systems in such a way as to bolster countries' capacities to provide effective alternatives for working children, children who have never been to school, and children at risk of dropping out of school to join the workforce. This strategic decision was based on the belief that the key alternative for the targeted groups of children is quality education, which provides children and adolescents with the skills they need in order to become more effective members of society and help them to achieve their full human potential. The *Programme* capitalised on years of UNICEF's country-level programming experience in the areas of child labour and education and made use of the child rights programmatic approach.

Thirty UNICEF-supported Country Programmes of Cooperation were involved in the implementation of the *Programme* between 1999 and 2002. Six Regional Offices provided support and the Child Protection Section in Programme Division of UNICEF Headquarters ensured overall coordination and guidance as well as donor reporting. Several partners at country level were involved in making this *Programme* happen: governments and NGOs, organisations of civil society and the private sector, but most importantly, children and adolescents, their families and communities. ILO-IPEC was an important international partner for the majority of UNICEF Country Offices as well as at the global level.

The Government of Norway has been the main source of funding of the *Programme*. In 1998, the contribution amounted to US\$5.5 million,² which was allocated in 1999 for use in 27 countries. An

¹ The *Education as a Preventive Strategy against Child Labour Programme* will hereafter be referred to by its complete title or simply as the *Programme*.

² The total contribution from Norway to the Global Child Labour Programme amounted to US\$6.5 million (NOK 50 million). The remainder of US\$1.0 million was used in two research projects and for other activities related to the Global Child Labour Programme, which are not covered by this evaluation.

additional grant amounting to US\$800,000 was provided by Norway to cover bridging activities in 2002 (which included the present evaluation). The *Programme* also benefited from funding from the World Bank Development Grant Facility for girls' education. Funds amounting to US\$0.4 million were noted as being received in 1997 and used in 1999 in Iran, Columbia, and Peru. In practice, allocations to individual countries ranged between US\$150,000 and US\$300,000.

Purpose/Objective

As part of the agreement with the Government of Norway, it was decided that the *Programme* would be evaluated at the end of the first stage of funding. It was understood that this evaluation would build on the *Evaluation of the Capacity Building Programme on Child Labour (1997–1999)* completed in May 2000 by the Evaluation Office at UNICEF New York.

An evaluation of the *Programme* was conducted to provide critical reflection and feedback on the (i) relevance; (ii) role, design, focus; (iii) effectiveness; (iv) efficiency; and (v) sustainability/replicability of programme strategies and activities aimed at eliminating child labour. The findings, conclusions, and lessons learned were to help UNICEF: (i) design and implement a follow-up multi-year programme; (ii) strengthen UNICEF's response to child labour, especially in terms of capacity-building; and (iii) implement the UNICEF Medium-term Strategic Plan (MTSP) for 2002–2005.

Methodology

The evaluative process took place throughout 2002 and was finalized in 2003. The evaluation was implemented in two stages. Initially, the evaluation was to focus on producing in-depth case studies of six countries (Benin, Guatemala, Kenya, Nepal, Peru, and Vietnam) to surface lessons learned. In early 2003, it was decided to review experiences from all 30 participating countries through a comprehensive document review. This resulted in a broader view of programme experiences, outcomes, and effects. The decision to change the methodology was partly due to sickness on the part of the first consultant who was unable to produce the case studies as initially envisioned.

Findings, conclusions, lessons learned, and recommendations of the evaluation were originally to be validated and enriched during a global workshop, which was meant to be a learning event and help craft a refined strategy for UNICEF's response to child labour. Due to the delays in the evaluation process, the workshop was not held as planned.

Key Findings and Conclusions

Relevance

The *Programme* showed that it is relevant to use education as a main entry point for the targeted children in all age groups. However, education can only be an adequate alternative to child labour if it is accessible, of good quality, relevant, affordable, equal, safe, and valued by and serving the needs of targeted populations. In reality, education is often part of the problem contributing to child labour. School settings can be harmful to children due to abusive treatment, discrimination, bias, corporal punishment, etc. Countries were as a whole supportive of using education as the key strategy by concentrating on children's access to quality education while addressing obstacles to children's education.

In general, the *Programme* was considered relevant by participating countries in a variety of ways: activating their political commitment to the CRC; increasing awareness and understanding of child labour in relation to education; extending and diversifying the national education system in order to include excluded or marginalised children and adolescents in educational activities; finding or at minimum thinking of ways to integrate sectoral programming so that all child rights and needs can be holistically addressed, which will allow for the elimination of child labour. The relevance of the programme strategy in relation to macro policy contexts was potentially supportive of, and influential with regard to, national policy formulation and decisions at the macro level.

Role, design, and focus

UNICEF's comparative advantage in dealing with child labour appears to be related to the high degree of decentralisation of the organisation, the strength of its Country Programmes and their multiple partnerships not only with governments, but also with a host of institutions in civil society. Country Programmes' support of the decentralisation processes within countries increases the potential to reach marginalised children and their families and communities. Another comparative advantage is its broad child-centred mandate anchored in the CRC and focused on the best interest of the child. In practical terms, however, UNICEF did not always take full advantage of its potential role in specific country situations and adopted a partial and fragmented project-based approach, which limited its actual role in a given national context.

The design of the *Programme* as a whole and also of country-level programmes was not overly SMART (i.e. formulated with the use of specific, measurable, achievable, relevant and time-bound objectives and indicators). Some countries' designs did allow for establishing links between education and child protection programming, and in a few cases with other sectoral programmes, such as health and HIV/AIDS. The design also allowed for testing and enhancing a variety of educational approaches within formal education, non-formal education (NFE) and vocational education that were aimed at benefiting the different targeted groups of children and adolescents. The NFE and vocational educational activities were generally limited to specific geographic locations, and often run by NGOs. Support of formal education approaches naturally had a higher probability of going to scale.

Many UNICEF Country Offices were attuned to the subtleties in determining how to best understand the differences between child work and child labour, and made use of the broad consensus concerning the worst forms of child labour. UNICEF country-level programmes were concerned with children working in the informal sector who might be involved in hazardous forms of child labour, such as in agricultural and mining work, and domestic labour. This was a significant contribution to child labour discourse and can help define UNICEF's niche in child labour. Several countries recognised the need for, and some focused on trying to create, a "protective environment" for children by using a holistic, rights-based and intersectoral approach to confronting and eliminating child labour. Some countries' *Programmes* attempted to be gender-sensitive or specifically address domestic labour and child trafficking for sexual exploitation affecting girls more than boys. Some countries' *Programmes* sought to specifically address child labour among adolescents, especially through projects focusing on second-chance, vocational, and life-skills education.

Due to limited funding, the role of the Regional Offices was limited to capacity-building activities, especially in the African region, which were not sufficiently sustained. The role of global coordination in New York was initially strong in providing leadership and guidance, but gradually diminished, as the main focus was on preparing consolidated reports for donors. Important dimensions, e.g. strategy development, capacity-building, monitoring and evaluation, as well as communication, did not receive enough attention.

Effectiveness

Given the design shortcomings, there was a lack of systematic collection and synthesis of data and information, which precluded determining the cumulative effectiveness of country-level programmes. It was also difficult to attribute specific outputs and outcomes to a particular programme/project due to the fact that it was embedded within a Country Programme of Cooperation.

Reports on programming conveyed partial effectiveness in interventions for the four levels at which the *Programme* sought to be important:

- With regard to the *policy level*, support to governments on formulating relevant policies and plans was reasonably effective. The experiences exposed that many countries are in early stages of establishing national policy and plans on child labour and child rights, and child labour is not an issue for many ministries beyond those dealing with education and labour.

- With regard to the *institutional level*, there were some examples of institutionalisation happening, e.g. training teachers, establishing village committees, and adopting new public policy and programmes, but, generally, countries found volatile political situations, difficult economies, the short timeframe, and limited resources of the *Programme* significant constraints to creating institutional change.
- With regard to *schools*, the *Programme* reaffirmed the need for an innovative mix of educational approaches for the targeted populations. Compulsory education is not the sole determinant for getting and keeping children in school, which pointed to the need for pursuing a more holistic, intersectoral approach if all children are to go to and benefit from being in school. The 30 countries' diverse approaches in formal school settings, NFE, and vocational schools/centres represented a collection of invaluable experiences, which were, for the most part, effective, but limited in scale and scope, with several being supported by NGOs. Given the lack of global or regional communication strategies, the richness of these country-level experiences was not adequately recognised or disseminated, which was a loss to UNICEF in developing its base of knowledge on child labour.
- With regard to the *community level*, the programme consistently revealed the need for the support of children, families, and communities, as well as other partners in addressing child labour and education issues. Some countries were successful in gaining community support on eliminating child labour and child trafficking through members' participation in village committees (Benin), forums (Indonesia), and community funds (the Philippines). In general, each context required a customised approach. Some critical dimensions that required more attention at the community level in order to effectively address child labour issues were girls' education, life-skills education, HIV/AIDS, Integrated Early Childhood Development, health, nutrition, and water, environment, sanitation (WES).

Regional Offices made some attempts to reach out to country-level programmes. In West Africa, they brought together countries to deal with issues and arrive at agreements on child trafficking. Under the Global Child Labour Programme, EAPRO and ROSA created regional networks and task forces, which could serve as models for other regions.

The global level was effective in documenting the wealth of country experiences by compiling consolidated reports, but missed several opportunities to create a tighter global thematic programme, build capacity in child labour programming, monitoring and evaluation, and further develop a multisectoral, rights-based, and results-oriented strategic approach.

Efficiency

The global programme model made it efficient for UNICEF to collect and distribute funding for the programme and for the donor to channel and monitor use of funds. However, the efficiency of spreading the allocation of funds thinly among 30 countries was debated at the global level.

Good use was made of the contributions in Country Programmes. The relatively modest funds were used for the most part efficiently as they leveraged other human and financial resources. There is no way to accurately measure the efficiency of the programme, as there is insufficient attention in the reports concerning costs and benefits in economic terms.

Overall global programme management/coordination did not excel in terms of efficiency. Shortcomings included: lack of information on the criteria involved in the country selection process; a staggered allocation of funds to countries; lack of a clearly defined core set of global and regional measurable objectives and indicators that could have been commonly monitored and added to by countries and regions through a standardised data collection and reporting format; differences in communications and documentation on the targeted groups and strategies sent to countries early in the process.

Sustainability, replicability, and mainstreaming

Child labour issues have increasingly been integrated into Country Programmes of Cooperation. The challenge is to sustain programme processes with governmental and NGO partners, and to find ways to replicate activities that are considered successful.

At the regional level, establishing sustainable networks and building and identifying regional capacity would represent significant “added value” to the effective development and integration of the programme and sustained attention on child labour in general.

At the global level, UNICEF needs to decide how to best support ongoing processes or restart processes at the country, regional, and global levels, respond to gaps at these levels, and become a stronger, more focused and influential force at the international level with its key global partners on child labour.

Lessons learned and implications for the future

The *Programme* found UNICEF-supported Country Programmes to be a valuable framework for effective action against child labour. The Country Programme process is highly institutionalised and offers an excellent platform for a rights-based and results-oriented programme development. Its joint ownership with government and its strong longstanding links with NGOs and civil society allow it to be a catalyst. Country Programmes have a high degree of decentralization, as they link directly with children, families, communities, and local government, often in remote and marginalised areas.

The evidence found in the present evaluation nevertheless suggests that comparative advantages of the Country Programme process could still be enhanced by meeting several challenges.

- Programme activities are developed at many different levels (communities, schools, intermediate institutions, policies), but they often remain relatively discrete and isolated from each other, rather costly in economic terms, and sometimes problematic in terms of sustainability beyond external support and replicability in a broader context.
- The fact that the *Programme* has triggered the use of regular and other resources for child labour-related activities in several Country Programmes is a remarkable sign of growing commitment, but needs to be complemented by a more massive mobilisation of resources for the fight against child labour by governments, civil society (including the private sector), and external support agencies.
- Policy advice and advocacy require UNICEF staff and partners to know about effective strategies, which, in turn, involve better monitoring, reporting, and evaluation of experiences supported through Country Programmes.
- An important aspect of performance monitoring and evaluation is adequate attention not only to social, cultural, and political dimensions, but also to economic aspects of project and programme experiences, i.e. for their overall cost, which would include expenditure in terms of investments and recurrent costs, and, in some cases, also contributions from children, families, communities, and local government.
- Policy advice and advocacy also require UNICEF to have a more comprehensive understanding of and play an active role in existing and planned overall policies and strategies of governments and other partners that may affect child protection issues directly or indirectly.
- In many countries, UNICEF has established strong and effective partnerships with ILO-IPEC and, to a certain extent, the World Bank and international NGOs. Given the importance of such partnerships, they should be consolidated and expanded to other funds and agencies of UNDAF.

Regional Offices have played a useful, albeit limited, role in capacity-building, information-sharing, communication, and advocacy. Experiences in EAPRO and ROSA are particularly inspiring, as they succeeded in creating self-sustained networks and task forces.

At the global level, child labour needs to regain the level of organisational attention and resource allocation first given to it at the Oslo Conference and the Turin Capacity Building Workshop. The MTSP includes children at work or at risk to be exposed to child labour as those being in need of special protection, who are considered an organisational priority. Child labour is not given very explicit consideration in the MTSP nor are its conceptual ramifications with other organizational priorities (e.g.

ECCD, girls' education, HIV/AIDS) elaborated. The Global Child Labour Programme has not gained a higher level of recognition or visibility since 1999/2000, which would have allowed it to wield strong influence within the organisation and among partners at the global level. Headquarters' Child Protection and Education sections should improve their level of collaboration on and attention to child labour and the use of education as a key strategy to progressively eliminate child labour.

It will be important to refine UNICEF's policy and strategy development on the elimination of child labour. Based on knowledge and experience gained during the past four to five years, it is vital for UNICEF to take a strong stand and make a clear statement on its contribution to fighting child labour, to provide clear guidance on effective strategies at the country level, and to develop an adequate framework for monitoring, reporting, and evaluation. The framework should incorporate basic principles of the Human-Rights Based Approach to Programming, as well as those of Results-Based Policy and Programme Management.

Partnerships and networking have proven vital in global action against child labour, particularly the alliance with ILO-IPEC and the World Bank. These efforts need to be sustained, intensified, and expanded to other organisations, both inter- and non-governmental. This may require increased involvement of other UNDAF partners (e.g. UNDP, UNESCO, UNFPA, and WFP). At a more general level, it seems that the commitments made through the Agenda for Action during the International Conference on Child Labour in Oslo in 1997 need to be renewed and placed into the framework of the Millennium Development Goals. This may involve the creation or further development of global alliances, networks, and task forces.

This evaluation has been able to expose programmatic and organisational achievements and challenges at all levels of the global thematic *Programme*. It conveys lessons learned, and provides ways to move forward. In spite of a global operation characterized by certain shortcomings, the strength of the *Programme* at country level made it clear that it served an important purpose in standing up for the rights of child and adolescent labourers and children at risk of joining the labour market. UNICEF should not lose sight of the lessons learned from achievements and challenges associated with this programme. It should take the steps needed to proceed in more clearly defining its global stand on child labour, and decide how to best move into the next multi-year, multilevel programme phase of confronting child labour through intersectoral programme implementation using education as the main entry point.

RÉSUMÉ ANALYTIQUE

Contexte

Cette évaluation fait le bilan du *programme de l'éducation comme stratégie préventive contre le travail des enfants*¹, qui était la pièce maîtresse du programme mondial de l'UNICEF sur le travail des enfants. Le programme mondial sur le travail des enfants dans son ensemble constituait la réaction de l'UNICEF à l'important plan d'action issu de la Conférence internationale sur le travail des enfants qui s'est tenue à Oslo en 1997.

Le *programme mondial de l'UNICEF sur le travail des enfants* se fondait sur un cadre conceptuel présenté dans le document de stratégie intitulé : « *UNICEF : vers une stratégie mondiale concernant le travail des enfants* ». Ce document de stratégie a été un produit de l'atelier de renforcement des capacités qui s'est tenu à Turin en 1997 et a permis à l'UNICEF de préparer sa participation à la conférence d'Oslo. Le *programme mondial sur le travail des enfants* a reçu un financement total de 14 millions de dollars des É-U. de la part de sept sources différentes : la Norvège, la Banque mondiale, les Pays-Bas, le Luxembourg, la Finlande, l'OIT et la Suède. Le programme mondial comprenait cinq sous-programmes, dont le plus important était le *programme de l'éducation en tant que stratégie préventive contre le travail des enfants*.

Le *Programme* a été formulé pour traiter les problèmes à multiples facettes qui avaient trait au travail des enfants ; pour ce faire, il était centré sur l'amélioration de l'accès des enfants vulnérables à une éducation de qualité, et utilisait une approche multisectorielle fondée sur les droits de l'enfant. Il se référait spécifiquement à l'article 32 de la Convention relative aux droits de l'enfant, qui lui-même se réfère à la protection de l'enfant contre « l'exploitation économique et [tout] travail comportant des risques ou susceptible de compromettre son éducation ou de nuire à sa santé ou à son développement physique, mental, spirituel, moral ou social ».

Le cadre d'intervention du programme de l'éducation en tant que stratégie préventive contre le travail des enfants comprenait trois composantes fondamentales : (i) fournir une éducation de qualité et pertinente à un prix modique, (ii) améliorer la situation économique des familles, et (iii) créer une prise de conscience et un respect des droits de l'enfant tout en faisant mettre en œuvre des lois sur le travail des enfants. Les interventions devaient s'opérer à quatre niveaux de la société : celui des politiques, des institutions, de l'école et de la communauté. Une attention particulière devait être accordée à l'amélioration de la capacité qu'ont les pays d'offrir des alternatives éducatives efficaces et de qualité aux groupes d'enfants qui étaient ciblés. L'éducation était considérée comme la stratégie clef au sein de l'approche sectorielle plus vaste qui était requise pour briser l'engrenage de la pauvreté et des désavantages perpétuant l'existence du travail des enfants.

Le programme a été conçu pour élargir et renforcer le soutien apporté par l'UNICEF aux systèmes d'éducation, de manière à appuyer la capacité qu'ont les pays d'offrir des solutions de remplacement efficaces aux enfants qui travaillent, à ceux qui n'ont jamais été à l'école et à ceux qui risquent de quitter l'école pour se joindre à la population active. Cette décision stratégique se fondait sur la croyance selon laquelle l'alternative clé pour les groupes d'enfants ciblés était une éducation de qualité, qui fournit aux enfants et aux adolescents les compétences dont ils ont besoin pour devenir des membres plus performants de la société et les aide à réaliser pleinement leur potentiel. Le programme tirait parti des années d'expérience qu'a l'UNICEF de la programmation au niveau national dans les secteurs du travail et de l'éducation des enfants, et recourait à la méthode de programmation fondée sur les droits de l'enfant.

Trente programmes de coopération recevant le soutien de l'UNICEF ont participé à la mise en œuvre du programme entre 1999 et 2002. Six bureaux régionaux y ont apporté leur appui, et la section de la protection de l'enfance de la Division des programmes au Siège de l'UNICEF y a tenu le rôle de conseil et de coordination générale tout en se chargeant d'élaborer les rapports aux donateurs. Plusieurs

¹ Le *programme de l'éducation comme stratégie préventive contre le travail des enfants* ci-après le référence sera au *Programme* tout court.

partenaires au niveau des pays ont été impliqués pour que ce programme devienne réalité : gouvernements et ONG, organisations de la société civile et secteur privé, mais plus important encore : des enfants et des adolescents, leurs familles et leurs communautés. L'OIT-IPEC a été un partenaire international important pour la majorité des bureaux nationaux de l'UNICEF ainsi qu'au niveau mondial.

Le gouvernement de Norvège a été la principale source de financement du *programme de l'éducation en tant que stratégie préventive contre le travail des enfants*. En 1998, sa contribution s'est élevée à 5,5 millions de dollars des É-U². Elle a été attribuée en 1999 pour être utilisée dans 27 pays. Une subvention supplémentaire s'élevant à 800 000 dollars a été fournie par la Norvège pour couvrir les activités de transition en 2002 (qui comprenaient la présente évaluation). Le *programme de l'éducation en tant que stratégie préventive contre le travail des enfants* a également bénéficié, pour l'éducation des filles, d'un financement du fonds de subventions de la Banque mondiale consacré au développement. En 1997, des fonds d'un montant de 0,4 millions de dollars ont été réceptionnés, puis utilisés en 1999 en Iran, en Colombie et au Pérou. Concrètement, les affectations de fonds se sont situées entre 150 000 et 300 000 dollars par pays.

But/Objectif

Au titre de l'accord intervenu avec le gouvernement de Norvège, il a été décidé que le *programme de l'éducation en tant que stratégie préventive contre le travail des enfants* ferait l'objet d'une évaluation à la fin de la première étape de son financement. Il était entendu que cette évaluation s'inspirerait de *l'évaluation du programme de renforcement des capacités sur le travail des enfants* (1997-1999) qui a été achevée en mai 2000 par le Bureau des évaluations du Siège de l'UNICEF à New York.

La raison d'une évaluation du *programme de l'éducation en tant que stratégie préventive contre le travail des enfants* était de fournir une réflexion critique et des réactions sur : (i) la pertinence, (ii) le rôle, la conception, le centrage, (iii) l'efficacité, (iv) l'efficience et (v) la durabilité et la capacité de reproduire dans d'autres situations des stratégies et activités de programmation visant à éliminer le travail des enfants. Les constatations, conclusions et enseignements tirés étaient destinés à aider l'UNICEF : (i) à concevoir et exécuter, dans le prolongement de cette évaluation, un programme pluriannuel (ii) à renforcer sa réaction contre le travail des enfants, spécialement dans le secteur du renforcement des capacités, et (iii) à mettre en œuvre son Plan stratégique à moyen terme pour 2002-2005.

Méthodologie

Le processus d'évaluation s'est déroulé tout au long de l'année 2002 et a été finalisé en 2003. L'évaluation a été mise en œuvre en deux étapes. Initialement, elle devait consister à produire des études de cas approfondies portant sur six pays: le Bénin, le Guatemala, le Kenya, le Pérou et le Vietnam, et à mettre en lumière les enseignements tirés dans leurs situations respectives. Au début de 2003, il a été décidé de passer en revue les expériences des 30 pays participants en effectuant un examen global de la documentation disponible. Ceci s'est soldé par une vision élargie des expériences, des réalisations et des effets de la programmation. La décision de changer la méthodologie a été due en partie à l'indisponibilité du premier consultant qui, pour des raisons de santé, n'a pas été en mesure de produire les études de cas comme ceci avait été initialement prévu.

Les constatations, conclusions et recommandations de l'évaluation et les enseignements qui en ont été tirés devaient à l'origine être validés et enrichis à l'occasion d'un atelier mondial ; ceci devait constituer une manifestation marquante dans le processus d'apprentissage et contribuer à affiner la réaction de l'UNICEF vis-à-vis du travail des enfants. En raison de retards dans le processus d'évaluation, l'atelier n'a pas eu lieu comme initialement prévu.

² La contribution totale de la Norvège au programme mondial sur le travail des enfants s'est élevée à 6,5 millions de dollars des É-U (50 millions de couronnes norvégiennes). Le reliquat de 1 million de dollars a été utilisé dans deux projets de recherche et dans d'autres activités liées au programme mondial sur le travail des enfants qui ne sont pas couvertes par cette évaluation.

Constatations et conclusions clés

Pertinence

Le programme a démontré qu'il était pertinent d'utiliser l'éducation comme point d'entrée principal pour les enfants ciblés dans toutes les classes d'âge. Toutefois, l'éducation ne peut être une alternative au travail des enfants que si elle est accessible, de bonne qualité, pertinente, peu onéreuse, égalitaire, sans dangers, et au service des besoins des populations ciblées. En fait, l'éducation fait souvent partie du problème du travail des enfants. Les situations scolaires peuvent faire du tort aux enfants en raison des mauvais traitements, de la discrimination, de la partialité, des châtimements corporels qui y règnent, etc... Dans leur ensemble, les pays ont soutenu l'utilisation de l'éducation en tant que stratégie clé, en se concentrant sur l'accès des enfants à une éducation de qualité tout en abordant la question des obstacles qui s'opposent à leur éducation.

En général, le *programme de l'éducation en tant que stratégie préventive contre le travail des enfants* a été considéré pertinent par les pays participants, et ceci s'est concrétisé de diverses manières : en activant leur engagement politique en faveur de la Conférence relative aux droits de l'enfant, en créant une prise de conscience et une compréhension accrues du travail des enfants en relation avec l'éducation, en développant et diversifiant le système national d'éducation pour associer aux activités éducatives les enfants et adolescents auparavant exclus ou marginalisés, en trouvant des façons d'intégrer la programmation sectorielle de manière à ce que tous les droits et les besoins des enfants puissent être traités de manière holistique – ou du moins en y songeant – ce qui permettra l'élimination du travail des enfants. La pertinence de la stratégie du programme en relation avec les contextes macropolitiques était de nature à soutenir et influencer la formulation de la politique et des décisions nationales au niveau macropolitique.

Rôle, conception et centrage

L'avantage comparatif de l'UNICEF lorsqu'il s'occupe du travail des enfants semble lié au degré élevé de décentralisation de l'organisation, à la force de ses programmes de pays et aux multiples partenariats qu'il entretient non seulement avec les gouvernements, mais aussi avec toute une série d'institutions évoluant dans la société civile. Le soutien que les programmes nationaux apportent aux processus de décentralisation au sein des pays accroît le potentiel qu'a l'UNICEF de toucher des enfants marginalisés, leur famille et leur communauté. Un autre avantage comparatif est le vaste champ de son mandat centré sur l'enfant, qui est ancré dans la Convention relative aux droits de l'enfant et axé sur l'intérêt premier de ce dernier. Dans la pratique, toutefois, l'UNICEF n'a pas toujours tiré le meilleur parti de son rôle potentiel dans des situations nationales spécifiques et a adopté une approche partielle et fragmentée par projet, ce qui a limité son rôle dans un contexte national donné.

La conception du programme dans son ensemble, de même que celle des programmes au niveau national, n'était pas trop SMART (abréviation en langue anglaise pour: *specific, measurable, achievable, relevant, time-bound*). C'est-à-dire formulée avec l'utilisation d'objectifs et d'indicateurs spécifiques, mesurables, atteignables, pertinents et limités dans le temps. La conception appliquée à certains pays ne prévoyait pas l'établissement de liens entre la programmation de l'éducation et celle de la protection de l'enfance et dans un certain nombre de cas avec d'autres programmes sectoriels comme la santé et le VIH/SIDA. Elle prévoyait également de tester et d'améliorer toute une série de démarches éducatives au sein de l'éducation officielle, de l'éducation informelle et de l'éducation professionnelle qui étaient destinées à bénéficier aux différents groupes d'enfants et d'adolescents ciblés. L'éducation informelle et les activités d'éducation professionnelle étaient généralement limitées à des secteurs géographiques spécifiques et souvent animées par des ONG. Soutenir les méthodes de l'éducation officielle donnait naturellement plus de chances à l'UNICEF d'étendre son action à une échelle supérieure.

De nombreux bureaux nationaux de l'UNICEF étaient bien habitués à déterminer les façons de mieux comprendre les différences entre travail normal et travail forcé des enfants, et se référaient au vaste consensus existant sur les pires formes de travail. Les programmes nationaux de l'UNICEF se souciaient de la situation d'enfants travaillant dans le secteur non structuré qui pouvaient être en butte à des formes de travail dangereuses, comme par exemple dans l'agriculture, le secteur minier et le travail domestique.

Ceci a été une contribution significative au discours sur le travail des enfants, et on peut s'y référer pour mieux définir la niche que pourrait occuper l'UNICEF dans ce domaine. Plusieurs pays ont reconnu le besoin d'un « environnement protecteur » pour les enfants – et certains se sont employés à tenter de le créer – en utilisant une méthode holistique, fondée sur les droits fondamentaux et intersectorielle, pour confronter la question du travail des enfants et éliminer cette situation. Certains programmes nationaux se sont efforcés d'être sensibles aux questions sexospécifiques ou d'aborder spécifiquement le travail domestique et la traite des enfants pour leur exploitation sexuelle, qui touchait davantage les filles que les garçons. Certains programmes de pays cherchaient spécifiquement à traiter de la question du travail des enfants parmi les adolescents, en particulier par des projets portant sur l'éducation de rattrapage, l'éducation professionnelle et l'éducation dans les compétences de la vie quotidienne.

En raison d'un financement limité, le rôle des bureaux régionaux a été réduit à des activités de renforcement des capacités, surtout dans la zone africaine, et ces dernières n'ont pas été suffisamment poursuivies. A l'origine, le rôle de coordination mondiale qu'assumait New York était dominant dans le leadership qui était le sien et les consignes qu'il offrait, mais il a progressivement diminué alors que la priorité était accordée à la préparation de rapports consolidés pour les donateurs. Des dimensions importantes, par exemple l'élaboration des stratégies, le renforcement des capacités, le suivi et l'évaluation ainsi que la communication, n'ont pas reçu une attention suffisante.

Efficacité

Compte tenu des lacunes au niveau de la conception, il y a eu un manque de collecte et de synthèse systématiques de données et d'informations qui a empêché de déterminer l'efficacité cumulée des programmes nationaux. Il a été aussi difficile d'attribuer des extrants et des réalisations spécifiques à un programme ou un projet particuliers en raison du fait qu'ils étaient enracinés dans un programme de coopération national.

Les rapports effectués sur la programmation ont fait état d'une efficacité partielle des interventions prévues aux quatre niveaux auxquels le programme cherchait à exercer un impact :

- En ce qui concerne le niveau des *politiques*, le soutien apporté aux gouvernements dans la formulation de politiques et de plans pertinents a été relativement efficace. Les expériences constatées ont mis en lumière que de nombreux pays en étaient aux premiers stades de l'institution d'une politique et de plans nationaux sur le travail et les droits des enfants, et que le travail des enfants ne pose que peu de problèmes aux ministères autres que ceux qui traitent de l'éducation et du travail.
- En ce qui concerne le niveau *institutionnel*, il y a eu quelques exemples d'institutionnalisation, par exemple dans la formation des enseignants, l'institution de comités de villages et l'adoption de nouvelles politiques et de nouveaux programmes publics, mais en règle générale les pays ont trouvé que les situations politiques explosives, les économies difficiles et les ressources limitées du programme représentaient des contraintes significatives qui affectaient la création du changement institutionnel.
- En ce qui concerne les *écoles*, le programme a réaffirmé le besoin d'un mélange novateur de méthodes éducatives pour les populations ciblées. L'éducation obligatoire n'est pas le seul élément déterminant pour faire venir les enfants à l'école et les y garder, ce qui a suggéré le besoin de poursuivre une approche plus holistique, plus intersectorielle si tous les enfants doivent aller à l'école et en bénéficier. Les approches diverses des 30 pays dans l'écolage traditionnel, l'éducation informelle et les centres ou écoles d'apprentissage professionnel ont représenté un ensemble d'expériences précieuses qui, pour la plupart d'entre elles, ont été efficaces, mais limitées dans leur échelle et leur envergure, plusieurs étant soutenues par des ONG. Compte tenu du manque de stratégies mondiales ou régionales, la richesse de ces expériences nationales n'a pas été reconnue ou diffusée de la manière qui convient, ce qui a représenté pour l'UNICEF une perte dans l'élaboration de sa base de connaissances sur le travail des enfants.

- En ce qui concerne le niveau *communautaire*, le programme a invariablement révélé le besoin du soutien des enfants, des familles et des communautés et celui d'autres partenaires pour aborder les questions du travail et de l'éducation des enfants. Certains pays ont réussi à obtenir un soutien communautaire pour l'élimination du travail et de la traite des enfants par la participation d'adhérents à des comités de villages (Bénin), par des forums (Indonésie) et par des fonds communautaires (Philippines). En général, chaque contexte a nécessité une approche sur mesure. Au nombre des dimensions cruciales qui nécessitaient plus d'attention au niveau communautaire pour aborder avec efficacité les questions liées au travail des enfants, il y avait l'éducation des filles, l'éducation dans les compétences de la vie, le VIH/SIDA, le développement intégré de la petite enfance, la santé et la nutrition, et l'eau, l'environnement et l'assainissement.

Les bureaux régionaux ont fait quelques tentatives pour intervenir en faveur des programmes nationaux. En Afrique de l'Ouest, ils ont rassemblé des pays pour traiter des problèmes de traite des enfants et en arriver à des accords sur la traite des enfants. Au titre du programme mondial sur le travail des enfants, le Bureau régional de l'UNICEF pour l'Asie de l'Est et le Pacifique et le Bureau régional pour le Sud de l'Asie ont créé des réseaux régionaux et des groupes d'intervention qui pourraient servir de modèles à d'autres régions.

Le niveau mondial a documenté avec succès la richesse des expériences des pays en faisant la compilation des rapports consolidés, mais a manqué plusieurs occasions de créer un programme thématique mondial plus étanche, de renforcer les capacités de programmation dans le secteur travail des enfants, dans celui du suivi et de l'évaluation, et d'élaborer encore davantage une approche stratégique multisectorielle fondée sur les droits fondamentaux et axée sur les résultats.

Efficiences

L'utilisation d'un modèle de programmation mondial a rendu efficace pour l'UNICEF de rassembler et distribuer le financement pour le programme, et pour le donateur de canaliser l'utilisation des fonds et d'en assurer la surveillance. Toutefois, l'opportunité de procéder à un saupoudrage des fonds sur 30 pays a été débattue au niveau mondial.

On a fait bon usage des contributions dans les programmes nationaux. Ces fonds, d'un montant relativement modeste, ont été pour la plupart optimisés car ils ont eu un effet de levier sur d'autres ressources, humaines et financières. Il n'existe pas de façon de mesurer avec précision l'efficacité du programme car on n'a pas prêté dans les rapports une attention suffisante aux coûts et aux bénéfices en termes économiques.

La gestion et la coordination générales du programme au niveau mondial n'ont pas brillé par leur efficacité. Elles se sont caractérisées par plusieurs lacunes : le manque d'information sur les critères du processus de sélection des pays, un échelonnement du financement accordé aux pays, l'absence d'un ensemble d'objectifs et d'indicateurs de base clairement définis au niveau mondial et régional qui auraient pu faire l'objet d'un suivi commun et être incorporés par les pays et les régions au moyen d'un mode standardisé de collecte de données et de soumission de rapports, des différences dans les communications et la documentation sur les groupes ciblés, et les stratégies communiquées aux pays tout au début du processus.

Capacité de pérenniser les résultats du programme, de les perpétuer et de les intégrer au courant de pensée dominant

De plus en plus, les problèmes relatifs au travail des enfants ont été intégrés aux programmes nationaux de coopération. La difficulté est de pérenniser les processus de programmation avec les partenaires gouvernementaux et ceux des ONG, et de trouver des façons de reproduire des activités que l'on considère réussies.

Au niveau régional, l'établissement de réseaux durables et le renforcement et l'identification des capacités régionales représenteraient une « valeur ajoutée » significative à une élaboration et une intégration efficaces du programme, et une attention soutenue à l'égard du travail des enfants en général.

Au niveau mondial, l'UNICEF doit décider clairement quels sont les meilleurs moyens de soutenir les processus en cours ou les faire redémarrer aux niveaux national, régional et mondial, combler les lacunes à ces niveaux respectifs et devenir une force plus puissante, plus focalisée et plus influente au niveau international grâce à ses grands partenariats mondiaux traitant du travail des enfants.

Enseignements tirés et implications pour l'avenir

Le programme de l'éducation en tant que stratégie préventive contre le travail des enfants a mis en lumière que les programmes nationaux recevant le soutien de l'UNICEF représentaient un cadre précieux pour mener une action efficace contre le travail des enfants. Le processus du programme de pays est extrêmement institutionnalisé et offre une plate-forme excellente pour l'élaboration de programmes fondés sur les droits fondamentaux et axés sur les résultats. Sa propriété partagée avec les gouvernements et les liens solides qu'il entretient de longue date avec les ONG et la société civile lui permettent de jouer un rôle catalyseur dans le contexte national. Les programmes de pays se caractérisent habituellement par un degré élevé de décentralisation car elles sont directement en phase avec les enfants, les familles, les communautés et les gouvernements locaux, souvent dans des régions lointaines et marginalisées.

Ce qui relève de la présente évaluation donne néanmoins à penser que les avantages comparatifs du processus du programme de pays pourraient encore être améliorés si plusieurs difficultés pouvaient être surmontées :

- Les activités d'une programmation sont élaborées à de nombreux niveaux différents : les communautés, les écoles, les institutions intermédiaires, les politiques, mais elles demeurent souvent relativement discrètes et isolées les unes des autres, apparemment assez coûteuses en termes économiques et quelquefois problématiques en termes de leur durabilité au-delà du soutien externe et de leur capacité à être reproduites dans un contexte plus large.
- Le fait que le *programme de l'éducation en tant que stratégie préventive contre le travail des enfants* a provoqué l'utilisation de Ressources Ordinaires et d'Autres Ressources pour les activités liées au travail des enfants dans plusieurs programmes nationaux est un signe remarquable qui reflète un engagement croissant de l'UNICEF, mais ceci doit être complété par une mobilisation plus massive des ressources pour combattre le travail des enfants au niveau des gouvernements, de la société civile (y compris le secteur privé) et des organismes externes de soutien.
- Les activités de conseil et de plaidoyer au niveau des politiques requièrent que le personnel et les partenaires de l'UNICEF soient au fait des stratégies efficaces, ce qui implique un meilleur suivi, une meilleure communication de rapports et une meilleure évaluation des expériences qui reçoivent une aide au titre des programmes nationaux.
- Un aspect important du suivi et de l'évaluation du rendement est de prêter une attention suffisante non seulement aux dimensions sociale, culturelle et politique, mais aussi aux aspects économiques des expériences en matière de projets et de programmes, c'est-à-dire à leur coût global, qui couvrirait les dépenses d'investissement et les frais fixes de même que, dans certains cas, des contributions des enfants, des familles, des communautés et du gouvernement local.
- Les services de conseil et de plaidoyer dans le secteur des politiques requièrent également que l'UNICEF ait une compréhension plus globale des politiques générales existantes et projetées et des stratégies des gouvernements et d'autres partenaires susceptibles d'avoir un effet direct ou indirect sur les questions de protection des enfants, et qu'il y joue un rôle actif.
- Dans de nombreux pays, l'UNICEF a établi des partenariats solides et efficaces avec l'OIT-IPEC et, jusqu'à un certain point, avec la Banque mondiale et les ONG internationales. Compte tenu de l'importance de ces partenariats, ils devraient être consolidés et étendus à d'autres fonds et organismes du Plan-cadre des Nations Unies pour l'aide au développement.

Les bureaux régionaux ont joué un rôle utile quoique limité dans le renforcement des capacités, la circulation de l'information, la communication et le plaidoyer. Les expériences des bureaux régionaux pour l'Asie de l'Est et le Pacifique et pour le Sud de l'Asie sont particulièrement stimulants car ils ont réussi à créer une autosuffisance des réseaux et des groupes d'intervention.

Au niveau mondial, le travail des enfants doit regagner dans l'organisation le niveau d'attention et d'affectation des ressources qui lui avait été accordé en premier lieu, au moment de la conférence d'Oslo et de l'atelier de renforcement des capacités de Turin. Le Plan stratégique à moyen terme compte les enfants qui travaillent ou ceux qui risquent d'être exposés au travail forcé au nombre des enfants qui ont besoin de protection spéciale, et qui sont considérés comme une priorité de l'organisation. On ne donne pas au travail des enfants une attention très particulière dans le Plan stratégique à moyen terme, et on n'y élabore pas non plus ses ramifications conceptuelles avec d'autres priorités de l'organisation (par ex. les soins et le développement de la petite enfance, l'éducation des filles, le VIH/SIDA). Le programme mondial sur le travail des enfants n'a pas gagné un niveau plus élevé de reconnaissance ou de visibilité depuis 1999/2000 qui lui aurait permis d'exercer une forte influence au sein de l'organisation et de ses partenaires au niveau mondial. Les sections de la protection des enfants et de l'éducation au Siège de New York devraient améliorer leur niveau de collaboration et d'attention vis-à-vis du travail des enfants et mieux utiliser l'éducation comme stratégie clé pour éliminer progressivement le travail des enfants.

Il sera important d'affiner la politique de l'UNICEF et l'élaboration de sa stratégie sur l'élimination du travail des enfants. Sur la base des connaissances et de l'expérience acquises ces quatre ou cinq dernières années, il est vital pour l'UNICEF d'adopter une position forte et d'énoncer clairement ce que sera sa contribution dans le combat contre le travail des enfants, de donner des consignes claires sur les stratégies efficaces au niveau des pays, et d'élaborer le cadre qui convient pour le suivi, la communication de rapports et l'évaluation. Ce cadre devrait incorporer les principes fondamentaux de la méthode de programmation fondée sur les droits de l'homme ainsi que ceux de la politique et de la gestion de programme axées sur les résultats.

Les partenariats et le réseautage se sont avérés d'une importance vitale dans l'action mondiale contre le travail des enfants, en particulier l'alliance avec l'OIT-IPEC et la Banque mondiale. Ces efforts doivent être soutenus et intensifiés et s'étendre à d'autres organisations, intergouvernementales comme non gouvernementales. Ceci peut nécessiter un engagement accru d'autres partenaires du Plan-cadre des Nations Unies pour l'aide au développement (par ex. le PNUD, l'UNESCO, le FNUAP et le PAM). A un niveau plus général, il semble que les engagements pris dans le plan d'action issu de la Conférence internationale d'Oslo sur le travail des enfants en 1997 doivent être renouvelés et placés dans le cadre des Objectifs du Millénaire pour le développement. Ceci peut entraîner la création ou le développement d'alliances mondiales, de réseaux et de groupes d'intervention.

Cette évaluation a permis de mettre en lumière les réalisations et les difficultés de l'organisation à tous les niveaux de la thématique mondiale du *programme de l'éducation en tant que stratégie préventive contre le travail des enfants*. Elle communique bien les enseignements tirés et offre certains moyens d'aller de l'avant. Malgré un dispositif mondial qui présente certaines lacunes, la force du programme au niveau des pays a révélé clairement que ce programme servait un dessein important en prenant la défense des droits des jeunes travailleurs et des enfants qui risquent d'entrer sur le marché du travail. L'UNICEF ne devrait pas perdre de vue les enseignements tirés des réalisations et des difficultés associées à ce programme. Il devrait prendre les mesures nécessaires pour procéder à une définition plus claire de sa position mondiale sur le travail des enfants et choisir le meilleur moyen d'aborder la prochaine phase de programmation sur plusieurs années et à plusieurs niveaux, en y confrontant le problème du travail des enfants par une mise en œuvre multisectorielle de ses programmes, avec l'éducation au point d'entrée principal.

RESUMEN EJECUTIVO

Antecedentes

Esta evaluación tiene el propósito de analizar el *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil*¹, que fue un aspecto fundamental del Programa Mundial sobre el Trabajo Infantil del UNICEF. En su conjunto, el programa mundial sobre el trabajo infantil constituye la respuesta del UNICEF al importante plan de acción aprobado durante la Conferencia internacional sobre el trabajo de menores celebrada en Oslo en 1997.

El *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* se basa en un marco conceptual presentado en el documento de estrategias titulado: “UNICEF: Towards a Global Strategy on Working Children (UNICEF: hacia una estrategia mundial relativa al trabajo infantil)”. Este documento de estrategias surgió en el seminario de fomento de las capacidades celebrado en Turín en 1997 y permitió al UNICEF preparar su participación en la conferencia de Oslo. El *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* recibió fondos por valor de 14 millones de dólares procedentes de siete fuentes diferentes: Noruega, el Banco Mundial, los Países Bajos, Luxemburgo, Finlandia, la OIT y Suecia. El programa mundial comprendía cinco subprogramas, de los cuales el más importante era el *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil*.

El (sub) *Programa de la Educación como Estrategia Preventiva contra el Trabajo Infantil* fue formulado para abordar los múltiples problemas que rodean el trabajo infantil; para ello, se centró en la mejora del acceso de los niños y niñas vulnerables a una educación de calidad, y utilizó un enfoque multisectorial basado en los derechos de la infancia. Se refirió específicamente al artículo 32 de la Convención sobre los Derechos del Niño, que promueve la protección del menor “contra la explotación económica y contra el desempeño de cualquier trabajo que pueda ser peligroso o entorpecer su educación, o que sea nocivo para su salud o para su desarrollo físico, mental, espiritual, moral o social”.

El marco de acción del *Programa de la Educación como Estrategia Preventiva contra el Trabajo Infantil* tiene tres objetivos fundamentales: (i) ofrecer una educación pertinente y de calidad que sea posible costear, (ii) mejorar la situación económica de las familias, y (iii) aumentar la toma de conciencia sobre los derechos de la infancia y el respeto de los mismos y la aplicación de las leyes sobre el trabajo infantil. Las intervenciones deben operar en cuatro ámbitos de la sociedad: en el ámbito normativo, institucional, escolar y comunitario. Es preciso prestar una atención especial a la mejora de la capacidad de los países para ofrecer alternativas educativas eficaces y de calidad a los grupos de niños y niñas seleccionados. Se considera que la educación es una estrategia clave en el marco de un enfoque sectorial más amplio, necesario para quebrar el ciclo de la pobreza y las desventajas que perpetúan el trabajo infantil.

El Programa fue concebido para ampliar y reforzar el apoyo que aporta el UNICEF a los sistemas de educación, de manera que sea posible apoyar la capacidad de los países para ofrecer soluciones alternativas eficaces a los niños y niñas que trabajan, a aquellos que no han asistido nunca a la escuela y a los que corren el riesgo de abandonar la escuela para unirse a la fuerza laboral. Esta decisión estratégica se basa en la creencia de que la alternativa clave para los grupos seleccionados es una educación de calidad que proporcione a los niños, las niñas y los adolescentes las competencias que necesitan para convertirse en miembros más efectivos de la sociedad y les ayude a alcanzar plenamente su potencial. El programa capitalizó la experiencia del UNICEF en la programación nacional en los sectores del trabajo infantil y la educación de la infancia, y utilizó el método de la programación basada en los derechos de la infancia.

Treinta programas de cooperación que reciben el apoyo del UNICEF participaron en la puesta en práctica del programa entre 1999 y 2002. Seis oficinas regionales prestaron su apoyo y la Sección sobre Protección Infantil de la División de Programas de la sede del UNICEF asumió la función de asesoramiento y coordinación general, al mismo tiempo que se encargó de preparar los informes para

¹ El *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* se denominará a partir de ahora por su título completo o simplemente como el programa.

los donantes. Varios aliados en los países participaron para lograr que el proyecto fuera una realidad: gobiernos y ONG, organizaciones de la sociedad civil y el sector privado, y, sobre todo, niños, niñas y adolescentes, sus familias y sus comunidades. La OIT y el Programa para la Eliminación del Trabajo Infantil (IPEC) fueron importantes aliados internacionales para la mayoría de las oficinas de país del UNICEF y en el plano mundial.

El Gobierno de Noruega fue el principal proveedor de fondos del *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil*. En 1998, su contribución alcanzó los 5,5 millones de dólares (EEUU)². En 1999, esta cantidad se asignó a los programas que se llevaban a cabo en 27 países. Noruega proporcionó un préstamo adicional de 800.000 dólares para cubrir las actividades de transición en 2002 (que incluyeron la presente evaluación). El *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* recibió también financiación del Fondo de Donaciones para el Desarrollo del Banco Mundial en materia de educación de las niñas. En 1997 se recibieron fondos por valor de 0,4 millones de dólares que se utilizaron en 1999 en Irán, Colombia y el Perú. En la práctica, las asignaciones a los países oscilaron entre 150.000 dólares y 300.000 dólares.

Propósito/Objetivo

Como parte del acuerdo con el Gobierno de Noruega, se decidió que la evaluación sobre el *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* se llevaría a cabo al final de la primera etapa de financiación. También se llegó al acuerdo de que esta evaluación se basaría en la *Evaluación del programa de fomento de capacidades sobre el trabajo infantil*, que realizó en mayo 2000 la Oficina de Evaluación del UNICEF en Nueva York.

La razón que explica la necesidad de llevar a cabo una evaluación del *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* fue la de procurar una reflexión crítica y obtener información sobre la (i) pertinencia; (ii) papel, diseño, enfoque; (iii) eficacia; (iv) eficiencia; y (v) sostenibilidad/posibilidad de replicar las estrategias programáticas y las actividades destinadas a eliminar el trabajo infantil. Los resultados, las conclusiones y las lecciones aprendidas sirvieron de ayuda al UNICEF en los aspectos siguientes: (i) diseño y puesta en práctica de un programa de seguimiento multianual; (ii) fortalecimiento de la respuesta del UNICEF al trabajo infantil, especialmente en lo que atañe al fomento de la capacidad; y (iii) puesta en práctica del Plan Estratégico a mediano plazo para 2002- 2005.

Metodología

El proceso de evaluación se llevó a cabo durante el año 2002 y se terminó en 2003. La evaluación se realizó en dos etapas. Inicialmente, la evaluación debía concentrarse en la preparación de estudios monográficos detallados en seis países (Benin, Guatemala, Kenya, Nepal, el Perú, y Viet Nam) para definir las lecciones aprendidas. A comienzos de 2003, se decidió examinar las experiencias de los 30 países participantes por medio de un amplio análisis de documentos. El resultado fue un examen más amplio de experiencias programáticas, efectos y productos. La decisión de cambiar la metodología se debió en parte a que el primer consultor enfermó y no pudo preparar los estudios monográficos tal y como se habían formulado en un principio.

Los hallazgos, las conclusiones, las lecciones aprendidas y las recomendaciones de la evaluación debían haberse aprobado y enriquecido durante el seminario internacional, cuyo objetivo era convertirse en una actividad de aprendizaje que contribuyera a la formulación de una estrategia perfeccionada sobre la respuesta del UNICEF al trabajo infantil. Debido a los retrasos en el proceso de evaluación, el seminario no se celebró como se había planeado.

² La contribución total de Noruega al Programa Mundial sobre Trabajo Infantil se elevó a la suma de 6,5 millones de dólares (50 millones de NOK). El millón restante se utilizó en dos proyectos de investigación y para otras actividades relacionadas con el Programa Mundial sobre Trabajo Infantil, que no son objeto de esta evaluación.

Principales hallazgos y conclusiones

Pertinencia

El programa mostró la pertinencia de utilizar la educación como uno de los puntos de entrada para los niños y niñas seleccionados en todos los grupos de edad. Sin embargo, la educación solamente puede ser una alternativa adecuada al trabajo infantil si es accesible, de buena calidad, pertinente, viable económicamente, igualitaria, segura y si las poblaciones seleccionadas la valoran satisfactoriamente y atiende a sus necesidades. En realidad, la educación es a menudo parte del problema que contribuye al trabajo infantil. Los entornos escolares pueden ser perjudiciales para los niños y las niñas debido a los malos tratos, la discriminación, el prejuicio, el castigo corporal, etc. Los países se mostraron en general partidarios de utilizar la educación como una de las estrategias principales para concentrarse en el acceso de la infancia a una educación de calidad, al mismo tiempo que se abordan los obstáculos a la educación.

En general, los países participantes consideraron que el *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* es pertinente por varios motivos: porque impulsa su compromiso político con la Convención sobre los Derechos del Niño; porque aumenta la concienciación y la comprensión del trabajo infantil en relación con la educación; porque amplía y diversifica el sistema nacional de educación a fin de incluir en las actividades educativas a niños, niñas y adolescentes excluidos o marginados; porque sirve para encontrar, o al menos considerar, métodos para integrar la programación sectorial a fin de que los derechos y las necesidades de la infancia se aborden de manera integral, lo que permitirá la eliminación del trabajo infantil. La pertinencia de la estrategia del programa con relación a los contextos macropolíticos sirvió de apoyo potencial e influyó en la formulación de las políticas nacionales y las decisiones en el nivel macroeconómico.

Papel, diseño y enfoque

La ventaja comparativa del UNICEF en la cuestión del trabajo infantil parece estar relacionada con el amplio grado de descentralización de la organización, la solidez de los Programas de País y sus múltiples alianzas no sólo con gobiernos, sino también con una serie de organizaciones de la sociedad civil. El apoyo que los Programas de País prestan a los procesos de descentralización dentro de los países aumenta la posibilidad de llegar a niños marginados y a sus familias y comunidades. Otra ventaja comparativa es el mandato general centrado en la infancia que dimana de la Convención sobre los Derechos del Niño y se concentra en el interés superior del niño. En términos prácticos, sin embargo, el UNICEF no siempre aprovechó este papel potencial en situaciones específicas en los países y adoptó un enfoque parcial y fragmentario basado en proyectos, que limitó su papel en un contexto nacional determinado.

El diseño del programa como un todo, y también de los programas en el ámbito de los países, no se basó plenamente en el modelo *SMART* (es decir, no fue formulado con la utilización de objetivos e indicadores específicos, medibles, alcanzables, relevantes y con un plazo de tiempo determinado). El diseño de algunos programas de país permitieron que se establecieran vínculos entre la programación para la educación y la protección infantil, y en algunos casos con otros programas sectoriales como la salud y el VIH/SIDA. También integró los exámenes y la mejora de una serie de enfoques educativos en el marco de la educación formal, la educación no formal y la formación profesional que estaban destinados a beneficiar a los diferentes grupos seleccionados de niños, niñas y adolescentes. La educación no formal y las actividades de formación profesional se limitaron a determinadas zonas geográficas, y estuvieron generalmente a cargo de las ONG. Había por supuesto una mayor probabilidad de ampliar a una mayor escala el apoyo a los enfoques de educación formal.

Muchas de las oficinas de país del UNICEF eran conscientes de los matices necesarios para establecer cuál es la mejor forma de comprender las diferencias entre la labor infantil y el trabajo infantil, y aplicaron el amplio consenso que existe sobre las peores formas de trabajo infantil. Los responsables de los programas nacionales del UNICEF estaban preocupados por los niños y niñas que trabajan el sector no formal y que podrían estar realizando labores peligrosas en los sectores de la agricultura y la minería, y el trabajo doméstico. Ésta fue una contribución considerable a la discusión sobre el trabajo infantil y puede utilizarse para definir mejor los objetivos del UNICEF en la esfera del trabajo infantil. Varios países

reconocieron la necesidad de crear un “entorno protector” para la infancia utilizando un enfoque que fuera a la vez integral, basado en los derechos e intersectorial para luchar contra el trabajo infantil y procurar su eliminación. Algunos programas de país intentaron mostrar sensibilidad a las cuestiones de género o abordar concretamente el trabajo doméstico y la trata de menores para la explotación sexual bajo el punto de vista de que afecta más a las niñas que a los varones. Algunos Programas de País trataron de abordar concretamente el trabajo infantil entre los adolescentes, especialmente por medio de proyectos que se concentran en la segunda oportunidad para la educación, la formación profesional y la educación sobre aptitudes para la vida práctica.

Debido a las limitaciones en la financiación, las Oficinas Regionales limitaron su actuación a las actividades de fomento de la capacidad, especialmente en la región de África, que no recibieron un apoyo sostenido. Las funciones de coordinación internacional en Nueva York fueron inicialmente eficaces a la hora de proporcionar liderazgo y orientación, pero decrecieron de forma gradual, a medida que la tarea principal se concentró en preparar informes consolidados para los donantes. Hubo esferas importantes, como la formulación de estrategias, el fomento de la capacidad, la supervisión y la evaluación, así como la comunicación, que no recibieron una atención suficiente.

Eficacia

Debido a los problemas en el diseño, se produjo una escasez de recopilación y análisis sistemáticos de datos y de información, que imposibilitaron establecer la eficacia acumulativa de los programas nacionales. También resultó difícil atribuir efectos y productos específicos a un proyecto o programa particular debido a que estaba integrado en un Programa de Cooperación de País.

Los informes sobre la programación sugirieron una eficacia parcial en las intervenciones a los cuatro niveles en los que cualquier programa debe ser importante:

- Con respecto al *nivel de política*, el apoyo de los gobiernos a la formulación de políticas y planes pertinentes fue razonablemente efectivo. Las experiencias indicaron que muchos países se encuentran en las primeras etapas del establecimiento de políticas nacionales y planes sobre el trabajo infantil y los derechos de la infancia, y que el trabajo infantil no es una cuestión importante para muchos ministerios, excepto para los ministerios de educación y trabajo.
- Con respecto al *nivel institucional*, hay varios ejemplos que indican una institucionalización, por ejemplo, la capacitación de maestros, la creación de comités en los pueblos y la adopción de nuevas políticas y nuevos programas, pero, en general, se encontró que el carácter volátil de las situaciones políticas, las dificultades económicas, el poco tiempo disponible y los recursos limitados del programa son obstáculos considerables para fomentar el cambio institucional.
- Por lo que atañe al *nivel escolar*, el programa reafirmó la necesidad de establecer una combinación innovadora de enfoques educativos para las poblaciones seleccionadas. La educación obligatoria no es el único elemento para escolarizar a los niños y mantenerles en la escuela, lo que indica la necesidad de seguir un enfoque más integral e intersectorial para conseguir que todos los niños y las niñas se beneficien de la asistencia a la escuela. Los distintos enfoques de los 30 países con relación a los entornos oficiales escolares, NFE y escuelas y centros de formación profesional presentan una recopilación de experiencias muy valiosas, que en su mayor parte fueron efectivas, pero limitadas en escala y enfoque, y varias de ellas recibieron apoyo de las ONG. Dada la falta de estrategias internacionales o regionales de comunicación, la complejidad de estas experiencias de país no se reconoció ni se difundió de manera adecuada, lo que representó una pérdida para el UNICEF a la hora de establecer una base de conocimientos sobre el trabajo infantil.
- Por lo que atañe al *nivel comunitario*, el programa reveló de manera constante la necesidad de prestar asistencia a los niños, las familias y las comunidades, y a otros aliados, para abordar el problema del trabajo infantil y de la educación. Algunos países tuvieron éxito al obtener el apoyo de la comunidad para eliminar el trabajo infantil y la trata de menores de edad por medio de la participación de los ciudadanos en los comités en los pueblos (Benin), foros (Indonesia), y fondos comunitarios (Filipinas). En general, cada contexto exige un enfoque adaptado a las condiciones

locales. Algunas dimensiones fundamentales que exigieron una mayor atención en la esfera comunitaria con respecto a la necesidad de abordar de manera efectiva las cuestiones del trabajo infantil fueron la educación de las niñas, la educación para la vida práctica, el VIH/SIDA, el desarrollo integrado en la primera infancia, la salud y la nutrición, y el agua, el medioambiente y el saneamiento ambiental.

Las oficinas regionales intentaron apoyar los programas de país. En África occidental, consiguieron aglutinar a los países para abordar los temas y llegar a acuerdos sobre la trata de menores. Bajo el Programa Mundial sobre el Trabajo Infantil, la Oficina Regional de Asia Oriental y el Pacífico y la Oficina Regional de Asia meridional crearon redes y grupos de tareas regionales que puede servir de modelo para otras regiones.

El plano internacional fue eficiente a la hora de documentar la riqueza de las experiencias de los países mediante la preparación de informes consolidados, pero desaprovechó varias oportunidades para crear un programa temático internacional mejor centrado, fomentar la capacidad en la programación sobre el trabajo infantil, realizar tareas de supervisión y evaluación y desarrollar un enfoque multisectorial basado en los derechos y orientado hacia los resultados.

Eficiencia

La utilización de un modelo mundial de programas aumentó la capacidad del UNICEF para recopilar y distribuir fondos para los programas y para que los donantes canalizaran y supervisaran la utilización de los fondos. Sin embargo, la eficacia de distribuir la asignación de fondos entre 30 países fue un tema que se debatió en el plano internacional.

Las contribuciones para los Programas de País se utilizaron de manera adecuada. Los fondos, relativamente modestos, se emplearon en su mayor parte de manera eficiente, ya que sirvieron para obtener otros recursos humanos y financieros. No es posible medir de manera precisa la eficiencia del programa, ya que en los informes se presta una escasa atención a los costos y los beneficios en términos económicos.

La gestión y la coordinación general del programa internacional no se destacaron en lo que atañe a la eficiencia. Esta labor se caracterizó por varias insuficiencias: falta de información sobre los criterios utilizados en el proceso de selección de países; una asignación escalonada de los fondos a los países; falta de una serie de objetivos mundiales y regionales concretos y mesurables y de indicadores que los países y las regiones podrían haber supervisado y añadido de una forma general por medio de una recopilación normalizada de datos y un formato de presentación de informes; diferencias en la comunicación y la documentación de los grupos seleccionados y de las estrategias que se enviaron a los países a comienzos del proceso.

Sostenibilidad, posibilidad de replicar y de generalizar las acciones

Cada vez más, las cuestiones relacionadas con el trabajo infantil se han integrado en los Programas de Cooperación de País. El problema consiste ahora en hacer sostenibles los procesos programáticos con los gobiernos y los aliados de las ONG, y encontrar una manera de replicar las actividades que han dado buenos resultados.

En el plano regional, establecer redes sostenibles y fomentar e identificar las capacidades regionales podría representar un “valor añadido” considerable para el desarrollo y la integración efectivos de los programas y una atención continuada al trabajo infantil en general.

En el plano internacional, el UNICEF necesita decidir claramente si es mejor prestar apoyo a los procesos en marcha o recomenzar los procesos en los niveles nacionales, regionales e internacionales, responder a las diferencias que se producen en estos niveles, y transformarse en una fuerza más sólida, más centrada y más influyente en el plano internacional con sus aliados mundiales más importantes en la esfera del trabajo infantil.

Lecciones aprendidas e implicaciones para el futuro

Los responsables de los Programas de País que reciben apoyo del UNICEF encontraron que el *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* era un marco valioso para llevar a cabo actividades contra el trabajo infantil. El proceso del Programa de País está ampliamente institucionalizado y ofrece una base excelente para un programa de desarrollo basado en los derechos y orientado hacia los resultados. La colaboración conjunta con los gobiernos y sus vínculos a largo plazo con las ONG y la sociedad civil permiten que este proceso desempeñe una función catalítica en el contexto nacional. Los Programas de País se caracterizan por lo general por un grado elevado de descentralización, ya que vinculan directamente a los niños, las familias, las comunidades y el gobierno local, a menudo en zonas remotas y marginadas.

Las conclusiones establecidas en la presente evaluación sugieren sin embargo que todavía es posible mejorar las ventajas comparativas de los Programas de País si se resuelven los siguientes problemas:

- Las actividades de los programas se desarrollan en muchos niveles diferentes (comunidades, escuelas, instituciones intermediarias, políticas), pero suelen ser relativamente discretas y aisladas las unas de las otras, un factor que resulta aparentemente costoso en términos económicos, y a veces problemático en lo que atañe a la sostenibilidad más allá del apoyo exterior y la replicación de experiencias en un contexto más amplio.
- El hecho de que el *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil* haya generado la utilización de los Recursos Ordinarios y Otros Recursos para las actividades relacionadas con el trabajo infantil en varios Programas de País es un signo notable del aumento en el compromiso, pero es preciso complementarlo con una mayor movilización de recursos para la lucha contra el trabajo infantil por parte de los gobiernos, la sociedad civil (inclusive el sector privado) y los organismos exteriores de apoyo.
- Las instrucciones sobre política y promoción exigen que el personal y los socios del UNICEF conozcan las estrategias efectivas, que, a su vez, incluyen una mejor seguimiento, presentación informes y evaluación de las experiencias que reciben apoyo de los Programas de País.
- Un aspecto importante del seguimiento y evaluación del rendimiento es prestar una atención adecuada no solamente a las inversiones sociales, culturales y políticas, sino también a los aspectos económicos del proyecto y las experiencias del programa, por ejemplo, en lo que atañe a su costo general, que debería incluir los gastos de inversión y los gastos periódicos y, en algunos casos, las contribuciones de los niños, las familias, las comunidades y los gobiernos locales.
- Las instrucciones sobre políticas y promoción exigen también que el UNICEF comprenda de manera más amplia las políticas y estrategias generales de los gobiernos y otros socios que afectan a la protección infantil directa o indirectamente, y que desempeñe una función más activa.
- En muchos países, el UNICEF ha establecido alianzas firmes y eficaces con la OIT-IPEC y, en cierta medida, con el Banco Mundial y las ONG internacionales. Dada la importancia de estas alianzas, es preciso consolidarlas y ampliarlas a otros fondos y organismos del Marco de Asistencia de las Naciones Unidas para el Desarrollo.

Las oficinas regionales han desempeñado una función útil aunque limitada en el fomento de la capacidad, la distribución de información, la comunicación y la promoción. Las experiencias en las Oficinas Regionales de Asia Oriental y el Pacífico y Asia Meridional son un buen ejemplo, ya que consiguieron crear redes y grupos de tareas autónomos.

En el plano internacional, es preciso que el trabajo infantil vuelva a recibir la misma atención de la organización y la asignación de recursos que recibió durante la Conferencia de Oslo y el Seminario para el fomento de la capacidad de Turín. Entre los niños que necesitan protección especial, que son considerados como una prioridad de la organización, el **Plan estratégico de mediano plazo para el período 2002-2005** incluye a los niños y niñas que trabajan o están en peligro de realizar un trabajo. El

trabajo docente no recibe una consideración demasiado explícita en el Plan Estratégico ni tampoco se han analizado a fondo sus ramificaciones conceptuales con relación a otras prioridades de la organización (por ejemplo, atención y desarrollo para la primera infancia, la educación de las niñas, el VIH/SIDA). El Programa Mundial sobre Trabajo Infantil no ha obtenido un nivel mayor de reconocimiento o visibilidad desde 1999/2000, que le hubiera permitido desempeñar una mayor influencia dentro de la organización y entre los socios internacionales. Las secciones de Protección Infantil y Educación de la sede deberían mejorar su colaboración acerca del trabajo infantil y la utilización de la educación como una estrategia fundamental para eliminar de manera progresiva el trabajo infantil.

Refinar la política y la estrategia de desarrollo del UNICEF sobre la eliminación del trabajo infantil es una importante tarea. Sobre la base de los conocimientos y las experiencias obtenidas durante los últimos cuatro años, es fundamental que el UNICEF adopte una firme postura y realice una declaración clara sobre su contribución a la lucha contra el trabajo infantil, ofrezca una orientación precisa sobre las estrategias efectivas en el plano nacional y establezca un marco adecuado para la supervisión, la presentación informes y la evaluación. El marco debe incorporar principios básicos del enfoque de programación basada en los derechos humanos, así como los de la política y la gestión de programas basadas en los resultados.

Las alianzas y el establecimiento de redes han demostrado su importancia fundamental con miras a las medidas mundiales que se llevan a cabo contra el trabajo infantil, especialmente las alianzas con la OIT-IPEC y el Banco Mundial. Estas actividades tienen que sostenerse e intensificarse, y ampliarse a otras organizaciones, tanto intergubernamentales como no gubernamentales. Esto podría exigir una mayor participación de los aliados del Marco de Asistencia de las Naciones Unidas para el Desarrollo (por ejemplo, el PNUD, la UNESCO, UNFPA, y el PMA). En un ámbito más general, parece que los compromisos alcanzados mediante el Programa de Acción de la Conferencia Internacional sobre el Trabajo Infantil, celebrada en Oslo en 1997, tienen que renovarse y situarse en el marco de los Objetivos de Desarrollo para el Milenio. Esto podría exigir la creación o el desarrollo de nuevas alianzas mundiales, redes y grupos de tareas.

Esta evaluación ha conseguido exponer los logros programáticos y de organización y los desafíos a todos los niveles del *Programa sobre la Educación como Estrategia Preventiva contra el Trabajo Infantil*. Ofrece las lecciones aprendidas y proporciona mecanismos para avanzar en el futuro. A pesar de una operación internacional caracterizada por determinadas insuficiencias, la solidez del programa en el plano nacional dejó claro que tiene un objetivo importante a la hora de defender los derechos de los niños, las niñas y los adolescentes trabajadores y los niños y niñas que corren el riesgo de incorporarse al mercado laboral. El UNICEF no debería dejar de lado las lecciones aprendidas a partir de los logros y los problemas relacionados con este programa. Debería tomar las medidas necesarias para definir de manera más clara su posición internacional con respecto al trabajo infantil y decidir cuáles son las mejores medidas a tomar para luchar contra el trabajo infantil en la próxima fase del programa, que consta de un calendario de varios años y varios niveles, por medio de la aplicación intersectorial de los programas y el empleo de la educación como el punto de entrada principal.

INTRODUCTION

There are an estimated 352 million economically active children between the ages of 5 and 17 years old in the world, 211 million of whom are between the ages of 5 and 14 and account for a little less than 1/5 of all children in this age bracket.¹ Some work nine hours or more every day of the week. The majority of child workers are found in Asia (61%) followed by Africa (32%) and then Latin America and the Caribbean (7%). Within these regions, the percentage of working children includes 41% in Africa, 21% in Asia, and 16% in Latin America and the Caribbean.

An estimated 117 million children 5 – 17 years of age engage in hazardous work, i.e. about half of the economically active children, and more than 2/3 of those in child labour. In addition to the children involved in hazardous work, it is estimated that 8.4 million children are working in the worst forms of child labour as defined in ILO Convention 182, Article 3, which includes trafficking (1.2 million); forced and bonded labour (5.7 million); armed conflict (0.3 million); prostitution and pornography (1.8 million); and other hazardous activities (0.6 million).²

The majority of children work in “hidden” or “invisible” work within the informal sector (e.g. agricultural and domestic work) with girls’ work being the most invisible of all. It is well known that these children, who number among the excluded, become trapped in a cycle of poverty and disadvantage in which their basic human rights, as delineated in the Convention on the Rights of the Child (1989), are in many instances being violated.

Over the years, UNICEF and its partners have become increasingly aware of the realities and underlying causes of child labour, the challenge to address all its multiple facets, and the need to protect the rights of these children so they can have the opportunity to develop their full potential. In 1997 following UNICEF’s active involvement and participation with Norway and other partners in the Oslo International Conference on Child Labour, UNICEF decided to develop the Global Child Labour Programme. In 1998, UNICEF and key international and national partners launched the principal sub-programme of the Global Child Labour Programme, *Education as a Preventive Strategy against Child Labour Programme*, and began implementation in 1999 through Country Programmes of Cooperation.

Complementary sub-programmes as indicated in the *First Consolidated Donor Report on the UNICEF Global Child Labour Programme* (June 2000) were the:

- *Capacity-building Programme* (interregional) (1997–1999)
- *Research programmes* that included research on:
 - *Social Exclusion in a Globalising World: Home-based Work by Women and Children* (Pakistan, India, Thailand, the Philippines, and Indonesia)
 - *Facilitating the Active Participation of Children in the Elimination of Child Labour* (Northeast Brazil)
 - *Inter-agency Research Project* (ILO, World Bank, UNICEF)
- *Africa Inter-Regional Programme on the Worst Forms of Child Labour* (support was provided to the UNICEF Regional Offices in Eastern & Southern Africa and West and Central Africa)
- *Early Childhood Interventions*.

¹ International Programme on the Elimination of Child Labour, 2002. Every Child Counts, New Global Estimates on Child Labour, International Labour Office, Switzerland (ISBN 92-2-113113-0).

² See note 3 above.

During 1998–2001, a total of 37 UNICEF Country Programmes³ were involved in and supported by the Global Child Labour Programme. The Government of Norway, as the principal source of funding, initially contributed NOK50 million (US\$6.5 million), of which US\$5.5 million supported the *Programme* in 27 of the 30 countries involved. The remainder was used to support two research projects — *Social Exclusion in a Globalising World: Home-based Work by Women and Children* and *Facilitating the Active Participation of Children in the Elimination of Child Labour* — and Headquarters' and Regional Offices' support to the programme. (See **Annex 5** — Funding List.)

Other important fund sources came from the World Bank through the World Bank Development Grant Facility for support of girls' education in the *Programme* (Colombia, Peru, Iran); The Netherlands for support of *Early Childhood Interventions* (South Africa, Tanzania, Uganda, Bangladesh), capacity-building through Regional Offices, and the role of headquarters; Finland, Sweden, and Norway for support of the research project, *Inter-agency Research Project*; Finland for the *Africa Inter-Regional Programme* (ESARO – Ethiopia, Kenya, Lesotho, Mozambique, Rwanda, South Africa, Tanzania, Uganda; WCARO – Burkina Faso, Guinea, Chad, Senegal); and Luxembourg for support of the *Capacity-building Programme*. The total of these funders' contributions was about US\$7.5 million.

Norway provided an additional US\$800,000 in bridging funds for 2002, which were allocated to eight countries, including six of the 27 countries funded by Norway and two within the Global Child Labour Programme, in the amount of US\$455,000 in order to support the continuation of their activities throughout 2002.⁴ The remainder was budgeted for the evaluation, and countries' support of the evaluation and participation in regional workshops.

The grand total of external funds that supported the initial phase of the UNICEF Global Child Labour Programme was nearly US\$14 million. (See **Annex 4** — Sub-programmes and Funders List)

As agreed to between UNICEF and the Government of Norway per the *Child Labour Bridging Proposal for 2002*, a comprehensive evaluation of the *Education as a Preventive Strategy Against Child Labour Programme* was to be completed that would critically assess its relevance; role, focus and design; effectiveness; efficiency; and sustainability/replicability/mainstreaming. It was acknowledged that it would be a follow-up to the *Evaluation of the Capacity Building Programme on Child Labour (1997–1999)* completed in May 2000 by UNICEF's Evaluation Office. This paper constitutes the outcome of the evaluation, which is structured as follows:

- The evaluation begins with an overview of salient points regarding international action against child labour juxtaposed against the evolution of UNICEF's approach to child labour, especially via the Education and Child Protection (and Children in Especially Difficult Circumstances) programmes, from the 1980s to the present.
- After explaining the scope and methodology of the evaluation, the context and background, principle features of the *Programme* are described, and the programme experiences at country, regional, and headquarters levels are examined as a way to provide insight into how this global programme was structured and implemented in diverse contexts, and inter-linked at different levels to address child labour.

³ East & Southern Africa (ESAR): Kenya, Lesotho, Mozambique; West & Central Africa (WCAR): Benin, Cameroon, Guinea, Mali, Senegal, Chad; Middle East & North Africa (MENA): Iran, Lebanon, Morocco, West Bank/Gaza; South Asia (ROSA): India, Nepal, Sri Lanka; East Asia & Pacific (EAPRO): Cambodia, Indonesia, Philippines, Thailand, Vietnam; Latin America/Caribbean (TACRO): Bolivia, Brazil, Chile, Colombia, Costa Rica, Guatemala, Jamaica, Panama, Peru (Columbia, Iran, and Peru received funding from the World Bank to address girls' education/working girls, and the remaining 27 countries were funded by Norway.) Early Childhood Interventions received funds from The Netherlands in Bangladesh, South Africa, Tanzania, and Uganda. The Africa Inter-Regional Programme funded by Finland covered ESAR countries: Ethiopia, Kenya, Lesotho, Mozambique, Rwanda, South Africa, Tanzania, Uganda, and WCAR countries: Burkina Faso, Guinea, Senegal, and Chad.

⁴ The countries that received bridge funds from Norway were: Benin, Cameroon, Chile, Indonesia, Lesotho, Chad (in the original sub-programme); and Tanzania and Uganda (within the Global Child Labour Programme).

- The findings and conclusions at country, regional, and global levels focus on overall programme strengths and challenges, with a particular emphasis given to those at the country level, which are based on an analysis of the programme's relevance; role, design, and focus; effectiveness; efficiency; and sustainability per the guidance provided in the Terms of Reference (TOR) (see **Annex 1** — TOR).
- Recommendations that were formulated as a result of the evaluative study and lessons learned that emerged from the entire exercise are aimed at: *i) the design and implementation of a follow-up multi-year programme; ii) the strengthening of UNICEF's response to child labour in terms of capacity-building of UNICEF and its partners; and iii) the implementation of organizational priorities of the Medium-term Strategic Plan (MTSP) for (2002–2005).*

1. GLOBAL CONTEXT AND UNICEF'S INVOLVEMENT IN THE FIGHT AGAINST CHILD LABOUR

1.1 International action against child labour

Throughout the past decade, child labour has elicited much heated debate and analysis, which have influenced responses both internationally and locally. The debate has focused on the concepts and development issues surrounding child work vs. child labour, household and outside the household or external child labour, hidden or invisible child labour, the worst forms of child labour, and defining the words "labour" and "work". As a result, efforts have increased towards understanding the underlying causes of child labour; adopting appropriate policy measures; and supporting programmes/projects that range from rehabilitative to preventive.

Attempts have been made to link the preventive and rehabilitative measures that countries take to eliminate child labour to Education For All (EFA) goals and efforts. While education is an obvious response to child labour, it can also be part of the problem. Without accessible, quality, equitable, equal, safe, valued, flexible, and affordable education, and family and community support systems, the viable and immediate alternative for the child is to enter the labour market, where she/he often gets placed in hazardous and exploitative work conditions. This is problematic with regard to protecting child rights and achieving the goal of universal primary education by 2015.

International advocacy has been promoting free and compulsory quality education for all children until they reach the minimum employment age per ILO Convention 138, and protection from the worst forms of child labour per ILO Convention 182, and many governments have been adopting legislation to conform to international standards. However, in spite of increasing levels of global and national awareness of and action on child labour, and the attention given to national educational systems to make them more accessible, inclusive, and of improved quality in line with goals espoused and committed to at the World Education Conferences at Jomtien (1990) and Dakar (2000), the reality is that there are still millions of working children.

Out of this vulnerable group of children, about 2/3 work in agriculture and related activities, with the remainder working in manufacturing, trade, hotel and restaurant, domestic service, transport, construction, mining and quarrying. A large number of children also work the streets hawking goods, running errands, shining shoes, and cleaning/tending cars. Only an estimated 5% of working children actually work in the formal sector. Many children in harmful and hazardous work are involved in the worst forms of child labour, which include slavery, bondage, commercial sexual exploitation and trafficking, and child soldiering, making them especially vulnerable to sexual abuse and exploitation, and exposure to diseases, such as HIV/AIDS. In particular, it is estimated about 1 million children every year are coerced into the sex trade, and 300,000 children are soldiers in armed conflicts around the world.

In all regions, the data indicate that more boys than girls work, but, as UNICEF and others have perceptively indicated, if household domestic work were included in the data collection and analysis, it would indicate that more girls work than boys. Furthermore, the majority of the estimated 120 million school-aged children who are not in primary school are girls, many of whom are working. This is but one of several indicators that has prompted many international agencies, organisations, and countries to give extra attention to girls' education, which has been accelerating since the latter half of the 1990s.

Identifying and researching the factors that contribute to child labour has increased understanding of why so many children work and helped with the formulation of strategies aimed at the elimination of child labour. First and foremost among them is poverty, which causes children to work to contribute to family income needed for survival. It is usually combined with other interrelated factors, such as cultural and societal practices; economics, especially in connection to globalisation processes; politics; and the unavailability of accessible, equitable, equal, safe, affordable, and quality education.

There has been a growing international consensus on issues related to child labour — evident in various declarations, platforms, conventions, programmes of action, etc. — reflecting the state of knowledge, attitudes, and experiences with regard to child labour and child rights. They represent international benchmarks that communicate the outcome of processes of finding common ground, offer guidance and potential solutions for solving the multifaceted problem of child labour, and ensure all children are included in exercising their full set of rights, especially their right to a quality education.

Following are a selection of influential global instruments/gatherings/programmes for action that have influenced UNICEF and other partners' vision and developmental approaches to addressing issues and concerns surrounding child labour and child rights:

- Convention on the Elimination of Discrimination against Women (CEDAW) (1979)
- Convention on the Rights of the Child (CRC) (1989) (including the two optional protocols: one on the sale of children, child prostitution, and child pornography, and the other on children in armed conflict)
- World Summit on Children/World Declaration on the Survival, Protection and Development of Children/Plan of Action (1990)
- World Conference on Education for All, Jomtien, Thailand (1990)
- Vienna Declaration and Programme of Action from the World Conference on Human Rights (1993)
- Programme for Action from the Cairo Conference on Population and Development (1994)
- Declaration and Programme for Action from the Copenhagen World Summit for Social Development (1995)
- Beijing Declaration and Platform for Action from the Fourth World Conference on Women (1995)
- Stockholm Declaration and Agenda for Action of the World Congress against Commercial Sexual Exploitation of Children (1996)
- Chair's Summary and Conclusions from the Amsterdam Child Labour Conference (1997)
- Declaration of the Ninth SAARC Summit in Malé (1997)
- Cartagena Declaration on the Elimination of Child Labour (1997)
- Recommendations of the Organisation of African States (OAU) Summit in Harare (1997)
- International Conference on Child Labour in Oslo, Norway: Agenda for Action (1997)
- International Labour Organisation (ILO) Conventions, particularly
 - ILO Convention (no. 29) on forced labour (1930)
 - ILO Convention (no. 138) on minimum age (1973)
 - ILO Convention (no. 182) on the worst forms of child labour (1999)
- Millennium Development Goals (2000)
- World Education Forum – The Dakar Framework for Action (2000)
- UNGASS – World Fit for Children (2002)

1.2 Evolution of UNICEF's approach to child labour

Since the 1990s UNICEF has been progressively internalizing, supporting, and advocating a child rights/human rights-based strategic approach in its programming that contributes to ensuring children's rights are fully accessed as framed in the Convention on the Rights of the Child (CRC) (1989) and backed by other human rights-based instruments and declarations, especially the Convention on the Elimination of Discrimination against Women (CEDAW) (1979).

UNICEF's official mandate per the United Nations General Assembly is to advocate for the protection of children's rights, help them meet their basic needs, and expand their opportunities to reach their full potential. The UNICEF Executive Board adopted a Mission Statement in January 1996 that succinctly affirmed that the CRC was to guide all of UNICEF's work.

UNICEF programming from a rights perspective is based on human/child rights principles that emphasise accountability with regard to the rights of children; the universality of rights; the indivisibility and interdependence of rights; non-discrimination; the best interests of the child; the right to life, survival, and development, and taking into account the views of the child.

The child rights perspective has caused new programmatic areas to emerge and gain priority, such as child labour, sexual exploitation and abuse, child soldiers and children in armed conflict, and juvenile justice. It has contributed to raising the level of awareness and focusing attention on the millions of working children around the world who are denied their rights to a quality education, health care, adequate nutrition, etc.

For many years prior to the formulation and implementation of the UNICEF Global Child Labour Programme, UNICEF was building knowledge through support of diverse country-based policy and programmatic processes affecting working children, which were and continue to be propelled forward by a broad-based cadre of UNICEF players and partners. (See **Annex 3** — Timeline on UNICEF's Background on Child Labour and Child Rights.)

During the 1980s, there was increasing awareness of the plight of child workers, sexually exploited children, street children, children affected by war and violence, and abandoned child drug users in developing countries, which prompted UNICEF to develop and implement its "Children in Especially Difficult Circumstances" (CEDC) programme.

By the 1990s, UNICEF had become a chief proponent of the Convention on the Rights of the Child (CRC), and began to develop and engage in implementing a rights-based approach throughout the entire UNICEF programme, which contributed to giving more focus to the vulnerable and hard-to-reach groups of children, such as child workers. The attention on child workers was further reinforced with media exposure of exploited children producing goods, such as soccer balls, sneakers, garments, and rugs for well-known corporations of industrialised countries that raised public awareness and outcry against the practice. UNICEF Country Programmes of Cooperation, such as those in India, Pakistan, Bangladesh, and Brazil, responded through existing and new activities aimed at protecting working children, which helped UNICEF define a comprehensive strategic framework on the eradication of child labour.

By 1995, UNICEF had formed a Working Group on Child Labour to promote strategic dialogue worldwide on the issue, which resulted in the UNICEF Executive Board adopting a child protection policy called "Children in Need of Special Protection" (CNSP). That policy built on the CEDC programme, and the expression of a comprehensive strategy statement on child labour, which was communicated in the paper, *UNICEF: Towards a Global Strategy on Working Children* (July, 1997). The comprehensive strategy statement was an output of the Turin capacity-building workshop on child labour, which helped UNICEF prepare and actively participate in the Oslo Conference on Child Labour in October 1997. Out of this conference came the critical Agenda for Action, which clearly linked child labour and education. It was enthusiastically endorsed by the many participants, including UNICEF and funders.

In 2001, UNICEF's Executive Board approved the Medium-Term Strategic Plan (MTSP) for 2002–2005, which gave priority to improving protection of children from violence, exploitation, abuse, and discrimination. This along with the other organisational priorities — girls' education, integrated early childhood development, immunisation "plus", and fighting HIV/AIDS — connect to child labour the issues and multisectoral strategic actions to be taken by UNICEF and partners that aim to "mainstream" attention to vulnerable groups of children, such as working children.

2. SCOPE AND METHODOLOGY OF THE EVALUATION

2.1 Rationale and objectives

As set forth in the Terms of Reference (see **Annex 1**), the main *rationale* for the evaluation of the *Programme* is to build and share knowledge learned from the programme experience in order to guide UNICEF's programming and partnerships on eliminating child labour by using education as a key strategy.

The principle *objectives* of the evaluation focus on the following:

- the **relevance** of using education as a preventive strategy in the context of the range of factors explaining child labour, e.g. poverty in terms of income and access to social services, and exclusion in terms of gender, group membership, and geography
- the **role, design, and focus** of the programme with regard to developing a UNICEF response to child labour by taking into account UNICEF's overall policies and strategies, the country programme process, and partnerships with other major agencies, e.g. the International Labour Organisation (ILO) and the World Bank
- the **effectiveness** of the programme and supported activities at the levels of programmes/projects, advocacy and policy dialogue, i.e. the degree to which stated objectives were achieved
- the **efficiency** of the activities, i.e. the degree to which the least costly approaches were used to achieve objectives and if relevant information is incomplete or absent, the degree attempts were made to provide adequate information to factors required for a cost/benefit analysis
- the **sustainability** of programme/project outcomes and their (potential) replicability and mainstreaming in a broader context, i.e. attention to the role they play at levels of advocacy and policy dialogue
- the **lessons learned** for use in designing or implementing a follow-up programme; strengthening UNICEF's response to child labour in terms of capacity-building of UNICEF and its partners, particularly national governments; and implementing organisational priorities of the UNICEF's Medium-term Strategic Plan (MTSP) for 2002–2005, especially child protection, early childhood care, and girls' education.

2.2 Methodology, organisation, and management of the evaluation

The evaluation was undertaken in two stages. During the first stage in 2002 a senior consultant with an assistant gathered information and data, and produced written material based on (i) briefings and consultations with UNICEF New York's Evaluation Office and the Child Protection Section of the Programme Division; (ii) a desk review of relevant documentation/literature; (iii) field visits to six countries; (iv) attendance at the Second Steering Committee Meeting on UNICEF's Global Child Labour Programme at the Innocenti Research Centre in Italy; and (v) electronic/telephone communications.

The second stage was carried out by another external consultant who employed four methods, including: (i) reviewing and building on the material prepared during the first stage of the evaluation; (ii) assembling an inventory of the documentation (i.e. Progress Reports, Consolidated Reports on the Global Child Labour Programme, UNICEF Strategy Papers on Child Labour, the *Evaluation of the Capacity Building Programme on Child Labour (1997–1999)*, and other supporting documentation by UNICEF and partners); (iii) participating in briefings/consultations with key UNICEF New York staff in the Evaluation Office and Child Protection Section of the Programme Division; and (iv) undertaking a desk review of all relevant documentation prepared by UNICEF Country Offices, Regional Offices and Headquarters, and partner organisations. The process resulted in the drafting of the present report.

Both stages of the evaluation were organized and managed by the Evaluation Office in collaboration with the Child Protection Section of the Programme Division of UNICEF Headquarters in New York.

The field visits conducted during the first stage were organized and managed by each of the Country Offices in Benin, Kenya, Nepal, Vietnam, Guatemala, and Peru with support from UNICEF New York. Due to the consultant becoming ill, the field visits did not yield the in-depth country case studies that were initially an expected outcome of this evaluation. Consequently, a shift in methods to one of a careful and comprehensive desk review, particularly of documentation prepared by all programme countries, compensated for the unexpected turn of events. This resulted in coverage of a much broader range of countries.

Findings, conclusions, lessons learned, and recommendations of the evaluation were originally to be validated and enriched during a global workshop with a mix of headquarter and field staff of UNICEF, as well as donor representatives. The workshop was meant to be a learning event and help craft a refined strategy for UNICEF's response to child labour. Due to the delays in the evaluation process, the workshop was not held as planned. But regular consultations with headquarters and field staff on emerging results of the evaluation did take place throughout the evaluation process.

This evaluation represents as thorough an account and analysis of the *Education as a Preventive Strategy against Child Labour Programme* as possible based on written information/data from UNICEF Country Programmes and partners, as well as consultations with key UNICEF staff.

2.3 Limitations

Relying most heavily on the documentation review method exposed insufficiencies in the quality and coverage of reports from the field. This limited the process of extracting, synthesising, and analysing information and data presented in Countries' Progress Reports and Consolidated Donor Reports. As a result, the materials did not readily produce a consistent and quality set of qualitative and quantitative data that could have more easily led to the identification of patterns between and among the countries, more in-depth information on innovative experiences, and useful and comparative statistical data.

In spite of these shortcomings, an effort has been made to organise and synthesise the broad array of information in a way that made it possible to highlight main programmatic strands and related outcomes reported on across the Country Programmes, and extract critical findings that shaped the conclusions and lessons learned contained in this report.

3. THE PROGRAMME — EDUCATION AS A PREVENTIVE STRATEGY AGAINST CHILD LABOUR

3.1 Programme management

3.1.1 Programme context

The Agenda for Action that came out of the Oslo International Conference on Child Labour (1997) was backed by several governments that committed to allocating financial resources to activities addressing child labour. As an active and involved participant at the Oslo Conference, UNICEF responded with the submission of a comprehensive funding proposal entitled *Framework Funding Document, Towards the Elimination of Child Labour: A Global Programme (1998–2002)*, to donors in December 1997, which aimed at enhancing UNICEF's and partners' capacity to respond to child labour.

The proposal reflected lessons learned from UNICEF's country level experiences in child labour and education programming; the use of the child rights programmatic approach; knowledge obtained through participation in global and regional meetings/gatherings that dealt with child labour and child rights; and an internalisation of the main ideas and points raised in the strategy paper *UNICEF: Towards a Global Strategy on Working Children*. The latter was an output of the UNICEF-supported capacity-building workshop in Turin 1997, which helped UNICEF prepare for the Oslo Conference.

The initial comprehensive proposal requested US\$40 million for implementing three global initiatives, two regional proposals, and a series of 16 country proposals during a five-year timeframe (1998–2002). In June 1998, Norway decided to support the three global initiatives, with the *Education as a Preventive Strategy against Child Labour Programme* being the most comprehensive of the three.

The *Programme* was designed to expand and improve UNICEF's support to education systems in such a way as to bolster countries' capacities to provide effective alternatives for working children, children who have never been to school, and children at risk of dropping out of school to join the workforce. This strategic decision was based on the belief that the key alternative for the targeted groups of children is quality education, which provides children and adolescents with the skills they need in order to become more effective members of society and help them to achieve their full human potential.

3.1.2 Programme formulation

Prior to the Oslo Conference in October 1997, country proposals were requested from a select number of countries in anticipation of funding for countries' commitments in view of the Agenda for Action. They were summarised and attached to the proposed Global Child Labour Programme by the end of 1997.

In August 1998, the Child Protection and Education Sections in the Programme Division in New York Headquarters sent a request for proposals to more than 30 countries, which had been part of the Oslo Conference and/or part of the Capacity Building Programme. Since only 17 proposals were approved at an initial stage to receive funds for the *Programme* within the Global Child Labour Programme, another request for proposals was sent in February 1999 that resulted in an additional 13 Country Programmes being approved. This brought the total to 30 countries in the *Programme*. Three of the 30 countries used World Bank funds specifically for supporting girls' education as a preventive strategy against child labour.

It should be mentioned that, as a separate sub-programme, another four countries were selected to receive funding from The Netherlands in support of early childhood development interventions, which used the framework of education as a preventive strategy against child labour. This sub-programme is not part of the present evaluation.

3.1.3 Programme funding, budgeting, and expenditures

The Global Child Labour Programme received a total amount of about around US\$14 million from seven funders (Norway; World Bank; The Netherlands; Finland). The Global Programme comprised five sub-programmes, of which the Education as a Preventive Strategy against Child Labour Programme was the most important sub-programme. Of the total contribution from Norway to the Global Child Labour

Programme of US\$6.5 million (NOK50 million), US\$1.0 million was used in two research projects and for other activities related to the Global Child Labour Programme and US\$5.5 million for the Education as a Preventive Strategy against Child Labour Programme.

The Norwegian contribution was allocated in 1999 for use in 27 countries. An additional grant amounting to US\$800,000 was provided by Norway to cover bridging activities in 2002 (which included the present evaluation). The Programme also benefited from funding from the World Bank Development Grant Facility for Girls' Education. Funds amounting to US\$0.4 million were noted as being received in 1997, but used in 1999 in Iran, Columbia, and Peru. In practice, allocations to individual countries ranged between US\$150,000 and US\$300,000.

This evaluation does not specifically attempt to assess financial management of the programme. Funds were administered and reported on along established practices. The budgeting of each country allocation was done at the country level by UNICEF staff as part of Country Programmes of Cooperation and in accordance with regular financial rules and procedures. Country Offices budgeted the funds through an ongoing programme/project or created a project or sub-project within an ongoing programme, such as Child Protection or Education. Reporting on expenditures made in their *Education as a Preventive Strategy against Child Labour Programme/Project* was done through the regular reporting mechanism, PROMS, which produces financial reports for Country Offices and UNICEF New York's Division of Financial and Administrative Management (DFAM). Printouts of country budget/expenditures were usually attached to Country Progress Reports sent to UNICEF New York's Child Protection Section in the Programme Division. Several countries had spent the majority of the funds by the end of 2000, and finalised spending in 2001. A few countries committed remaining funds by the end of 2001 for activities that were scheduled to take place in 2002.

3.1.4 Programme guidance

In 1997, the Programme Division at New York Headquarters instructed countries to prepare their proposals as a response to the harmful forms of child labour using the CRC as the guide (Article 32). Proposals were to include all children, including adolescents; to support expanded and improved primary education systems, public policy development, appropriate inputs into health, nutrition, and sanitation, and social mobilisation in the context of rights; and to complement partners' work, especially the ILO.

In 1998 and 1999, countries were instructed to complement the girls' education programme and use the strategic considerations that advised them to take into account access to, and cost and quality of education; to be sensitive to three categories of children, those who dropped out of school, were never in school, and at risk of dropping out; to incorporate life skills into mainstream curricula; to build partnerships based on comparative advantages with ILO, UNESCO, and the World Bank; and to ensure strategies were consistent with UNICEF policies, positions, and priorities. All countries were requested to supplement the strategic considerations with the reporting guidelines that were sent to them in 2002.

Approved country proposals gave attention to the parameters provided to them by Headquarters and then proceeded to shape the strategies and activities in relation to their particular contexts and Country Programmes of Cooperation, which resulted in a rich diversity of country level programming strategies and experiences.

3.1.5 Programme implementation

The majority of funds were received in 1998 and the programme was launched at the beginning of 1999 with allocation decisions on Norwegian funding for Country Programmes being made in two stages: the first group was notified in November–December 1998, and the second group in May 1999. The following countries were funded:

- First-group: Brazil, Chile, Guatemala, Jamaica, Lebanon, Morocco, Nepal, Sri Lanka, Indonesia, Philippines, Thailand, Viet Nam, Guinea, Senegal, Kenya, Lesotho, Mozambique.
- Second-group: Bolivia, Colombia, Costa Rica, Panama, Peru, Iran, West Bank and Gaza, Cambodia, India, Benin, Cameroon, Mali, Chad.

The rationale for this two-stage process was due to the strategic decision made by UNICEF Programme Division to spread the funds among a larger set of countries as opposed to a smaller set in order to maximise the number of countries to become involved in and supportive of the Global Child Labour Programme.

The countries that received funds from the World Bank Development Grant Facility for girls' education included Iran, Columbia, and Peru, which were noted as being received in 1997, but used in 1999. The funds received for early childhood programming in four countries from The Netherlands in 1999 were allocated in the same year to South Africa, Tanzania, Uganda, and Bangladesh and were accounted for as a separate sub-programme of the Global Child Programme, even though the intent was for them to implement the integrated ECD strategy within the framework of the *Programme*.

Due to delays in making country allocations and, in some cases, other factors at country level, a request was made to the Government of Norway to extend the programme funding period to the end of 2001. In this way, most countries had a three-year implementation timeframe.

A bridging proposal was submitted to the Government of Norway in 2001 that was approved and that provided for an additional US\$800,000 for use in eight Country Programmes and support of the present evaluation and capacity-building through attendance at WCAR workshops. The criteria for selecting the countries were not specified other than the funds were needed for programme continuity and momentum in regional initiatives.

The *Programme* has thus taken place in 30 UNICEF Country Programmes of Cooperation in four regions (Africa, Middle East, Asia, and Latin America), and with involvement of six UNICEF Regional Offices¹¹ and UNICEF Headquarters.

The overall Global Child Labour Programme has provided support to a total of 37 countries, without counting those that benefited from the interregional support provided through the Capacity Building Programme. MENA and TACRO out of the five participating Regional Offices appeared to be the least involved in the Global Child Labour Programme, although TACRO did organise a post-Oslo meeting and there was one regionally based Global Child Labour Programme research project in Brazil funded by Norway.

3.1.6 Programme structure and operation modalities

The programme structure and modalities, described in the *Draft Framework of Cooperation between the Government of Norway and UNICEF in support of UNICEF's Global Programme Towards the Elimination of Child Labour*, were adapted from the UNICEF-supported *African Girls' Education Initiative (AGEI)*, which has been funded in large part by Norway since 1996 and has been the cornerstone of the UNICEF supported Global Girls' Education Programme. The expectation was that there would be close technical cross-fertilisation between the AGEI and the *Programme*, especially within the enveloping framework of child rights, and lessons learned would be incorporated into the design of the system of collaboration.

It was recognised that UNICEF functions in a decentralised and country-focused manner, which was considered important to acknowledge with regard to indicating how vital it would be for the programme to give attention to the *integration* of the programme at all levels (global, regional, and national), the *management (coordination)* of it in a way that respected the decentralised levels of managerial/ coordinating responsibilities operating at the different levels, the provision of timely and strategic *technical support and guidance* at all levels, and the nurturing of *partnerships* at all the operational levels, especially with the ILO, UNESCO, World Bank, and NGOs. These integral processes were thus seen from the beginning as essential interlocking pieces at the multiple levels required for success in implementing such a global programme.

¹¹ **WCARO:** West & Central Africa Regional Office; **ESARO:** East & Southern Africa Regional Office; **MENA:** Middle East and North Africa Regional Office; **ROSA:** South Asia Regional Office; **EAPRO:** East Asia and Pacific Regional Office; and **TACRO:** Latin America & Caribbean Regional Office.

- **Global level**

At the *global level*, it was determined that the Child Protection Section in UNICEF's Programme Division at UNICEF New York, in close cooperation with the Education Section, would be responsible for overall programme coherence and policy guidance, and coordination of and support to activities at regional and country levels. Particular implementation responsibilities were understood to encompass:

- Coordination/management: guiding and overall reporting on the programme
- Technical support: reviewing individual proposals, and designing and implementing monitoring and evaluation activities
- Integration: synthesising the programme covering both Norwegian funded activities and those funded by other partners
- Partnerships: maintaining linkages to the Government of Norway and its representatives on technical and programmatic matters and maintaining/creating linkages to other partner organisations.

In addition, UNICEF New York's Child Protection Section was to be responsible for making the following consultations happen:

- Global Steering Committee meetings, which were to be organised annually to review progress and policy matters involving Norway, UNICEF, and other partners
- Technical and working group meetings called as needed to support the work of the programme
- Annual reporting through a consolidated report to the Norwegian Government (with financial reporting being dealt with through UNICEF's Division of Financial and Administrative Management (DFAM) in accordance with UNICEF financial regulations, rules and procedures)
- Evaluation, which would be a three-part process: 1) an ongoing learning and capacity building process with stakeholders and participants at country and regional levels; 2) a mid-term review halfway through the programme; and 3) a final evaluation at the end of the programme.

- **Regional level**

The *regional level* responsibilities carried out by Child Protection/Child Rights Advisors and Regional Education Advisors in the Regional Offices were to involve:

- knowledge-building and sharing based on enhanced data collection and analysis
- assisting with refining and supporting country activities
- monitoring and assessing the programme in the region
- providing and/or accessing technical assistance as part of capacity-building at the regional level.

- **Country level**

The *country level* responsibilities of the UNICEF Country Offices were to work within the frameworks of the CRC and the Global Child Labour Programme, and through the Country Programme to connect with the wide range of in-country partners in order to work together on promoting and supporting education as a preventive strategy against child labour.

3.1.7 Programme reporting

At the country level, Country Progress Reports were submitted by most countries on an annual basis, including a Final Progress Report. Several countries submitted a total of three reports. The reporting guidelines issued in 2002 changed the Country Progress Reporting format, which was primarily used by countries in producing their Final Report. The revised format required more reflection on the part of Country Offices with regard to reporting on successes and challenges, findings, and lessons learned associated with their implementation experience.

At the regional level, no formal reporting mechanism was in place. One publication was produced by the Eastern and Southern Africa Regional Office, which used data and information from participating countries gathered at the three regional meetings on child labour.

At the global level, a total of two Consolidated Reports were finalised and submitted to the funders. The third one was drafted with plans to finalise it in 2003. There was not a specific reporting format agreed to between UNICEF and the funders. Both reports are very qualitative and not very analytical. They do provide several illustrative examples of activities being supported in the Country Programmes.

3.2 Principle programme features

3.2.1 Rationale, goal, and objective of the Programme

The *Framework Funding Document* (1997) refers to the *Framework of Action of the Global Child Labour Programme*. Three fundamental components comprised the Framework of Action, which aimed at developing an innovative, multisectoral, knowledge-building approach with partners in order to break the cycle of poverty and disadvantage that breeds child labour:

- provision of quality, relevant, affordable education
- interventions targeted at family economies to enhance their capability to provide for and protect their children
- awareness-raising campaigns at all levels of society to promote respect and fulfilment of children's rights and to ensure that law enforcement effectively suppresses the demand for child labour.

In the Framework Funding Document, the *overall goal* was expressed as “to break the cycle of poverty and disadvantage that brings children to the workplace at a young age”. The *principle objective* was to support 15–20+ countries (in Africa, Latin America & the Caribbean, and Asia) in developing effective educational responses to children most at risk of augmenting the labour market.

The Framework Funding Document foresaw four levels (spheres) of society — *policy* (e.g. financial incentives and gender equality), *institutional* (e.g. teacher training), *school* (e.g. flexibility in scheduling), and *community* (e.g. parent and child participation, girls' education) — in which different programmatic approaches would be put into practice.

The *rationale* of the *Programme* was to protect children (0–18 years old) from “economic exploitation and any work that is likely to be hazardous or to interfere with a child's education, or to be harmful to the child's health or physical, mental, spiritual, moral, or social development” (Article 32 of the CRC).

The *overall purpose and major goal* of the *Programme* was, according to the TOR, “to expand and improve UNICEF's support to education systems in such a way as to bolster countries' capacities to provide effective alternatives for working children”.

3.2.2 Programme strategic considerations

A formal set of *strategic considerations* was issued to each country prior to formulating their proposal in 1998–1999, which also constituted the proposal guidelines. They were later expanded in 2002 as part of the reporting guidelines, which aimed at obtaining more analytical reporting from countries. The first set of strategic considerations (proposal guidelines) was articulated as follows:

- Education has to stop being part of the problem of child labour before it can be part of the solution. Problems of cost, access, and quality of education contribute to the supply side of the child labour problem and need to be addressed.
- Educational responses have to be sensitive to three categories of children who are most at risk of increasing the labour market:
 - Children at risk of never entering school (who might be reached, in part, through ECCD strategies that are community-based and family-focused);
 - Children at risk of dropping out (particularly girls, who might be reached through a mixture of quality improvements combined with economic support to families);
 - Children who have missed out on education (due to access and/or performance) because of work commitments that might be reached through a variety of “second chance” arrangements that combine learning with earning.
- Education can be a protective device, for example where life skills components related to work hazards are built into mainstream curricula.
- Joint efforts with the ILO, UNESCO, and the World Bank are to be encouraged, which build on respective comparative advantages.
- Strategies have to be consistent with UNICEF policies, positions and priorities, and be selective.

The follow-up strategic considerations (reporting guidelines) that were to build on the first were expressed as a set of questions:

- How did child labour fit into the Country Programme — as part of child protection, education, and/or child rights advocacy?
- What have been the major outcomes/results from the child labour programme in relation to objectives, indicators, and scale?
- How did the programme respond to the strategic issues set out in the guidelines (what interventions were supported with respect to the three categories of children above-mentioned?)
- How did the programme connect to the efforts of others, especially ILO?
- What lessons have been learned?
- What resource constraints were faced and how were global resources catalytic in developing child protection elements of the country programme?
- How will results of the programme feed into the new MTSP?

Clearly, the first set of strategic considerations focused primarily on education strategies and three groups of children also focused on in the UNICEF Education Programme who are most at risk of being excluded from education.

The second set of strategic considerations, which are also the reporting guidelines, dealt mainly with sustainability considerations, such as incorporating the strategy into the ongoing Country Programme of Cooperation, giving attention to the priorities in the MTSP, and developing elements of the Child Protection Programme. The letters that were sent to countries informing them that they could submit proposals provided some additional criteria or considerations, including giving attention to girls, using a multisectoral approach, and including children up to 18 years old.

There were no specific or “working” definitions given for child labour or quality education, nor details on appropriate education strategies, or best practices. Reference was, however, made to being consistent with UNICEF’s policies, priorities, and positions, particularly the CRC. No indicators were provided. The only quantitative measure was that 15–20 countries in Africa, Asia, and Latin America & the Caribbean would be supported in developing effective educational responses to children most at risk of augmenting the labour market. The actual number of countries participating in the *Programme* surpassed the projected number due to the strategic decision made at UNICEF New York to support more countries.

3.3 Programme experiences at country, regional, and global levels

3.3.1 Country level programme experiences

While the *Programme* was structured as a global thematic programme guided by the international CRC framework, and the strategic considerations issued by UNICEF NY/Headquarters, at first look, communicated a top-down approach, the *Programme* was nonetheless country-focused and -driven, structured and formulated in accordance with each specific situational context, set of partners, and with the ongoing programmatic processes supported by each Country Programme of Cooperation.

The UNICEF Country Programme basically functions in a decentralised and largely autonomous manner, which is viewed as an organisational strength. Country Offices can thus exercise flexibility in designing and conducting the Country Programme of Cooperation with the host country and other partners, not only in regard to UNICEF organisational priorities, but with regard to the specific needs and priorities within the countries as assessed at regular intervals.

The *Programme* was mostly incorporated into the Country Programme’s Education and/or Child Protection Programmes as a project or a sub-project of a project. However, the aim was to mainstream attention to child labour throughout the entire UNICEF Country Programme. A few countries have been able to adapt their overall Country Programme strategy to move in this direction, such as Brazil, India, and Cambodia. Brazil attributed their child labour programme experiences to influencing the current

intersectoral course of action in the new Country Programme of Cooperation called “Making Rights Count”.

Some programmes, such as India and Brazil, which have been hard at work for years tackling the issues surrounding child labour, have a profound understanding of the situation and its issues in many of its particular contexts, and have established some sustainable structures and processes involving a multitude of partners who also deal with these issues.

In many other participating countries, such as Chad, Mozambique, Guinea, Lesotho, Sri Lanka, Jamaica, and others, efforts were more at the beginning stage with support of strategies and activities that led to better identifying the at-risk and vulnerable groups of children and adolescents, and understanding the manifestations and consequences of child labour. It is important to note that it was not that these countries were not aware of child labour, since it is part of the local context, but it was for some the first time that country level partners gave their full attention to understanding the interconnections between child labour, and access, cost, and quality of education.

In general, the Country Programmes developed their strategies on many fronts. Using various strategic approaches, countries tended to concentrate their efforts on an assorted mixture of:

- supporting the government in the area of policy-making and legislation, particularly on approving/ratifying ILO Conventions 138 and 182, aligning existing policies and legislation with the CRC and Conventions, and formulating national and regional plans on child rights, child labour and education;
- being advocates of child rights and linking them to child labour and education issues;
- improving understanding and building knowledge of child labour issues, particularly in relation to education;
- developing and nurturing partnerships from national to local levels in order to coordinate/collaborate on addressing child labour issues in relation to education, including employers’ organisations and trade unions, ILO-IPEC, etc.;
- concentrating on finding innovative and manageable ways of supporting the improvement and quality of different types of education to ensure the inclusion of working children and adolescents, children at risk of dropping out, and children who had never been to school;
- building capacity at all levels, particularly in schools, NGOs, and government ministries;
- focusing on family and community as key partners, including working through NGOs/CBOs, which sometimes involved credit schemes, especially for women and working adolescents;
- communicating about and mobilising on child labour, education, and child rights using an array of media, from TV and radio to street theatre, informational materials, etc.; and
- developing monitoring and evaluation mechanisms.

For many participating countries, the strategic link to education at community level with regard to child labour naturally went beyond the school because of interconnections to other situations and development processes occurring in the family and community that were of economic, social, cultural and/or political character, and, in turn, interlinked with other processes in districts/provinces/central offices/etc. For example, support of early childhood development and care activities were viewed as a way to promote school readiness and improve learning, which were associated with lessening school dropout in subsequent years; birth registration was seen as a way to allow excluded children enrol in school; and micro credit for mothers linked with training on child rights and education opened a way to get children, especially girls, in school and out of the workplace. In assembling the themes and related issues found in **Annex 8**, a high level of complexity in implementing a programme that cuts across multiple sectors was revealed.

3.3.2. Regional and global programme experiences

Minimal funding was provided from the *Programme* for the regional level, but what was allocated was primarily used to support capacity-building, such as country participation in regional workshops/ meetings. The *Africa Inter-Regional Programme* facilitated two workshops in WCARO on child trafficking and domestics being sent from rural to urban areas, and three meetings in ESARO on child labour, including

the ILO Conventions 138 and 182. ROSA used funds to support the position of the regional task force coordinator, which made it possible for the Task Force to design a regional strategy that was endorsed by the UNICEF Regional Management Team (RMT) in 2001.

In TACRO, Norwegian funds supported Northeast Brazil's research on *Facilitating the Active Participation of Children in the Elimination of Child Labour*. The research project was included within the Global Child Labour Programme's Research Programme, but it was more of a project activity that involved training more than 3,000 adolescents in the Northeast State of Maranhao on child rights and child labour, who, in turn, became trainers and communicators in their homes, communities, schools, and churches, reaching out to about 20,000 community members. As it turned out, this project fit more within the framework of the *Programme* than the research sub-programme. It has since been connected to and sustained within the federal government's Programme of Eradication of Child Labour (PETI).

After the initial startup of the *Programme*, work at the global level concentrated on synthesising and communicating information on the Global Child Labour Programme, especially the *Programme*, by consolidating reporting and other forms of communication, such as meetings within UNICEF and with partners. One potentially important outcome from those working on the programme at the global level, which required having an understanding of the whole programme, was the Child Protection Section drafting a new strategic framework on child labour/child protection. It was strongly influenced by the experiences of the *Education as a Preventive Strategy against Child Labour Programme*, and the evaluative process implemented during 2002. It is envisioned that it will contribute to a Child Protection funding framework document that will be submitted to donors and partner agencies.

As mentioned in Section 3.1, the programme design of structural and operational modalities emphasised specific functions: coordination and management, technical support, integration, and partnerships. Notably, integration referred not only to the intersectoral aspects of programming, but also to the structural and operational aspects between the different levels/locations: local, national, regional, and global. With regard to examining regional and global programme experiences, it is most useful to review them through the performance of the four major functions.

With regard to coordination and management

Given the decentralised structure of the Global Child Labour Programme, the coordinating function overtook the managerial one. At the global level, the coordinating and guidance function was envisioned to allow for the integration of the global programme among its different levels and its many partners. At the regional level, there was to be more of the same type of function as at the global level with more capacity-building built in. From the reports, it is difficult to adequately assess the level of coordination that actually occurred at the global and regional levels.

At the regional level, the meetings/consultations were evidence that both coordinating and capacity-building processes were activated, but not necessarily sustained. At the global level, there was some evidence of the leadership role during the startup of the *Programme* in 1998 and 1999, and the coordination role with regard to consolidating reports, communicating about the programme, facilitating exchanges at regional fora/meetings, and interacting with international partners. No specific coordinating mechanism seemed to be in place that could have been overseen at the global and regional levels in support of a more systematic inter- and intraregional communication system for information sharing and cross-fertilisation of programme experiences. This was further complicated by the fact that the programme did not develop a standardised monitoring system.

With regard to technical support

Technical support and guidance flowed from global to country level in the beginning and latter points of the programme through the sharing of the strategic considerations and reporting guidelines. Headquarters put the Regional Offices in the loop at the beginning of the proposal submission process when countries were told to first channel their proposal to the Regional Office for review before passing it on to UNICEF New York.

Other instances of technical support and guidance occurred through communications between the Child Protection Section at New York Headquarters and individual Country and Regional Offices. It is known that this exchange took place, but not in a very systematic and regular manner. Aside from the meetings/ consultations and the networking at the regional level, which contained technical support, especially on the implementation of international conventions, there is no evidence as to how much additional technical support was provided to individual countries by Regional Offices. The flow of technical support also seems to have been a one-way process going from the top down, with a few exceptions, such as the horizontal country-to-country flow of technical support that took place between Brazil and Guatemala on scholarship grant projects.

With regard to integration

The programme developed some mechanisms that allowed for exchange of experiences between countries and regions. At the global level, the Global Steering Committee meeting provided a platform to synthesise and analyse programme experiences, but its membership did not include representatives from Regional or Country Offices. However, representatives from Country and Regional Offices were invited to participate in the global meeting of 2000 and Country Office representatives in 2002. Consolidated Donor Reports also played a major role in compiling and synthesizing programme experiences.

Regional and Country Offices contributed to assembling regional and national gatherings at critical junctures in the implementation of the *Programme*. For example, in ESAR more than one country recognised the value in bringing government officials to the regional meetings so that their levels of awareness with regard to ILO Conventions 138 and 182 were increased. They could thereby increase their enthusiasm and commitment to align legislation and policies with international conventions and the CRC in favour of working children. In WCAR, some countries (Mali and Côte d'Ivoire) concerned with child trafficking across borders signed agreements on how to deal with the issue. EAPRO brought countries together in a regional child labour meeting in Chang Mai, Thailand, which increased the level of exchange of information between countries. This sharing and exchange of information with various partners was in fact contributing to an integration process per the framework of the Global Child Labour Programme. But it was not clear if participants specifically recognised these actions as being part of an integral process associated with the UNICEF Global Child Labour Programme, especially by those countries involved in the *Education as a Preventive Strategy against Child Labour Programme*.

With regard to partnerships

At the global level, partnerships with programme funders and other key global partners, such as ILO-IPEC representatives, were nurtured in the Global Steering Committee meetings, and in other venues that brought UNICEF together with its global partners, such as in regional meetings and the ILO-IPEC/World Bank/UNICEF tripartite research project on developing strategies for understanding children's work and its impact.

4. FINDINGS AND CONCLUSIONS

4.1 Relevance

This section will assess and analyse the relevance of the Education as Preventive Strategy in the context of the range of factors explaining child labour.

1. Backed by broad global consensus, The Education as a Preventive Strategy against Child Labour Programme, as the cornerstone of the Global Child Labour Programme, provided a relevant strategy in support of UNICEF and partners' goals to eliminate child labour, especially in light of the Agenda for Action adopted at the Oslo Conference on Child Labour in October 1997.

It complied with UNICEF's mission and mandate, particularly within the rights perspective and by putting the best interests of the child first, and strategically working on putting child rights rhetoric into action in line with the CRC by using a rights-based approach. The programme strategy at the global and regional levels was relevant in terms of contributing to: (i) extending the global dialogue on the interdependency of child labour and education; (ii) embracing the principle "in the best interest of the child"; (iii) working on building a partnership with ILO and the World Bank; and (iv) at the beginning of the programme, influencing the forging of linkages and strengthening the integration of approaches between Education and Child Protection programming.

2. Is education a relevant strategy and solution to preventing and eliminating child labour or a problem contributing to child labour?

At the outset, the *Programme* clearly indicated that education can be part of the child labour problem as well as part of the solution depending on the context, and provision and quality of education. On the whole, education for all age groups is seen as the main strategic entry point into addressing child labour. However, there are many instances where children and/or their families may see child labour as the better alternative.

It was understood that education is the alternative when it is of quality and perceived as relevant to children, families, and communities so that it is valued and in demand. In many contexts, education was unavailable, inaccessible, or undesirable for the targeted groups of children. This is problematic because most parents believe that education is good for children. They want it for their children, but there can be many economic, social, and cultural reasons as to why they do not support it. For instance, some perceive school as irrelevant since they see that children end up doing the same work that their peers do who have dropped out of school, and are perceived as getting a head start in the labour market (i.e. Thailand), and others see education as a source of uprooting cultural tradition, especially for girls since it is perceived as affecting their chances to marry (i.e. Cameroon, Benin, Mali).

Other factors affecting school access, retention, and completion can include teachers' and administrators' biased attitudes and discriminatory behaviour, biased and irrelevant curricula, discriminatory and abusive treatment of disadvantaged children, such as corporal punishment and sexual abuse, and deprived conditions, including lack of materials, classrooms, well-trained teachers, etc. Drawings during field visits resulted, in some cases, as in Kenya, children raising these factors, particularly corporal punishment and lack of materials and equipment. There are many more supply and demand factors preventing children from accessing and completing an education, which have been studied in many contexts, especially through girls' education programming.

This *Programme* clearly focused on improving the accessibility and quality of education to get and keep targeted children in school, and making educational opportunities available to children and adolescents even when they continue to work. Much effort by many participating countries was directed towards seeking relevant solutions to shortcomings in education systems, and in light of finding ways to progressively eliminate child labour through the use of a rights-based approach (Morocco, Lebanon, Vietnam, Guatemala, Brazil, India, etc.)

3. Most countries saw the relevance of education as a “preventive”, “supplementary”, and “rehabilitative” strategy against child labour as opposed to only a preventive strategy.

Most guidance from UNICEF New York emphasised the preventive aspects of education with the exception of the *Global Framework Funding Document’s* reference to the prevention-social reintegration approach within the Framework of Action. In general, countries’ efforts related to using education as a preventive strategy for children in school or a supplementary strategy for working children and working adolescents. Some countries supported activities that used education for all three strategy types against child labour, which included addressing the rehabilitation of children whose rights had been violated by supporting them in reintegrating into their family, community, and school, with the school viewed as a critical part of the curative process towards rehabilitating the affected child (i.e. Vietnam).

4. In general, the overall Education as a Strategy against Child Labour Programme was potentially relevant to participating countries in terms of:

- **activating their political commitment to the CRC** – The *Programme* could be expected to enable governments to work in partnership with key stakeholders on putting their commitment to the CRC and other related instruments, such as the ILO Conventions 138 and 182, into action through the development of National Policies and Plans of Action on child rights and child labour, and the establishment of partners’ coordinating/collaborating mechanism(s).
- **increasing awareness and understanding of child labour in relation to education** – In every participating country, knowledge about child labour was insufficient. Even in countries with significant experiences in dealing with child labour, such as Brazil and India, a clear need was expressed to expand existing knowledge. Obtaining children and families’ perspectives on child labour and education was considered critical for obtaining relevant, accurate assessments and analyses, but extremely challenging, particularly with regard to children’s participation, which was attributed to being a hard-to-reach population for legal and/or physical reasons (Indonesia, India, Mali).
- **extending and diversifying the national education system in order to include excluded or marginalised children and adolescents in educational activities** – Support could coincide with decentralisation and democratisation processes in many places, extending the educational system at the local level through formal, non-formal and vocational education. The challenge was finding ways to replicate and locate sustainable resources for successful educational activities and to assure their inclusion within a unified national education system, which would help strengthen the linkages among them (e.g. Peru, the Philippines). In some cases, it was also found important to create or strengthen links among ministries, specifically the Education and Labour ministries.
- **finding or at minimum thinking of ways to integrate sectoral programming so that all child rights and needs can be holistically addressed, which will allow for the elimination of child labour** – A few countries (e.g. Brazil, Cambodia, India) devised integrated, organic approaches to holistically address child rights and the progressive elimination of child labour. They are few and far in between, but they represent relevant models for replication/adaptation by other countries and communities within the same countries. The programme was relevant in gathering diverse partners around the concept of child rights and child protection

5. Incorporating a gender perspective was particularly relevant.

Given the high number of participating countries that acknowledged that girls were the most difficult population group to track due to the hidden and illegal nature of their work, especially as domestics and commercial sex workers, and the fact that fewer girls than boys are enrolled in primary school in most of the participating countries, underlined the disadvantaged position of girls in society. Several countries referred to girls working in domestic labour in relation to how families in rural areas sometimes willingly send their daughters to urban areas to work, how it places them at risk of sexual and physical abuse, how they are hard to reach and include in educational activities, and how they are not counted in data gathering on child labour or included in the ILO Convention 182 on the worst forms of child labour, which, if they were, girls would outnumber boys in the workforce.

6. The relevance of the programme strategy in relation to macro policy contexts was potentially supportive of and influential with regard to national policy decisions and formulation at the macro level.

While the *Programme* could be useful in raising awareness about, building capacity on, and getting attention paid to child labour at the macro level, it remained to be seen whether it could get beyond the formulation of a national plan/programme to support the execution of the plan/programme (i.e. Senegal, Cameroon, Mozambique, Benin, Bolivia) and whether it could extend to other ministries beyond education and labour, to, for example, the planning and finance ministries.

Conclusions on the relevance of the programme

Education was generally considered the best and most relevant option to address child labour, when it was accessible, affordable, of good quality, equal, safe, etc., and linked with other programmes/projects (i.e. Nepal, Brazil, Cambodia). It also indicated that education can be part of the problem, which is what the programme was to address in many contexts. In general, the *Education as a Preventive Strategy against Child Labour Programme* was considered relevant by participating countries in a variety of ways: activating their political commitment to the CRC; increasing awareness and understanding of child labour in relation to education; extending and diversifying the national education system in order to include excluded or marginalised children and adolescents in educational activities; finding or at minimum thinking of ways to integrate sectoral programming so that all child rights and needs can be holistically addressed, which will allow for the elimination of child labour; and incorporating a gender perspective. The relevance of the programme strategy in relation to macro policy contexts was potentially supportive of and influential with regard to national policy decisions and formulation at the macro level.

4.2 Role, design, and focus

This section will assess and analyse the role, design, and focus of the programme in the context of developing UNICEF's response to child labour, taking into account UNICEF's overall policies and strategies, the country programme process, as well as partnerships with other agencies, e.g. the ILO and World Bank

Role

1. The role of a global thematic programme has been adequate and appropriate with regard to helping UNICEF in determining how to best establish its base in the field of child labour and within the realm of child protection. Both UNICEF HQ and Regional Offices took on the roles of partner, coordinator, advocate/campaigner, fundraiser, capacity builder, and knowledge builder, but only in a limited fashion.

2. The role of this global thematic programme as it played out at the national and local levels was very much defined by the Country Programme of Cooperation, the staff, both national and international, and partners' levels of knowledge, expertise and commitment to child labour programming. In several cases, especially in Country Programmes with a history in dealing with child labour as in Brazil and India, the level of knowledge, capacity and commitment by staff, particularly national staff and their links to national networks and organisations, significantly oriented the role that was played by this programme. In countries that were in a more nascent stage, the programme played the role of facilitating initial steps, such as knowledge and capacity-building, as in Kenya, Panama, Iran, Jamaica.

3. UNICEF played a number of roles through the Country Programme of Cooperation ranging from catalyst, advocate, partner, capacity and knowledge builder, to broker, coordinator, and technician. It was found that being the catalyst, advocate, partner, and lead coordinator were especially critical roles in getting the programme off the ground, which merits close examination with regard to how UNICEF is developing its niche in the field of child labour and child protection. For example:

- As **catalyst and advocate** – many countries saw their role as getting child labour on everybody's agenda, and framing it within the purview of child rights and child protection. Being the catalyst also meant being an advocate, requiring well-informed and trained staff able to focus, communicate, and negotiate on child labour and child rights in terms of education and related programmes with multiple stakeholders.
- As **partner** – this role was crucial in many Country Programmes, especially in regard to developing and nurturing partnerships with i) the government to gain political will and involvement in child labour programming from national to local levels, ii) country-level international funders to ensure complementarity of inputs and geographical coverage, and iii) NGOs as district- and community-based implementers of child protection and educational activities, and sometimes implementers of integrative programming.
- As **lead coordinator** – this role was vital for two reasons: 1) it reflected governments' trust in UNICEF to take the lead among country-based stakeholders on a social issue, such as child labour, which for some countries is a sensitive area because it is felt that the international community has inappropriately placed the onus on governments, employers, and parents for letting child labour happen; and 2) it allowed for more effective and efficient coordination of/collaboration among stakeholders' support of child labour-related activities. In several instances, UNICEF took the lead in inter-agency donor committees working with the government, or joined forces with ILO-IPEC, as in Indonesia where UNICEF and ILO-IPEC act as the Secretariat of an inter-agency network on child labour involving other UN agencies, bilaterals, and INGOs.

4. Within Country Programmes, the role of various partners and UNICEF's collaborative support of them via this programme was considered absolutely imperative in the fight against child labour.

- The role of the **government** was obviously critical due to it being the integral partner in assuring that there was a legislative framework in place to deal with child labour issues, and a way to implement and refine it. The government's role in determining whether child labour was a major national priority or not was an indicator of programme success and sustainability.
- The role of **children** was promoted by several countries because they were seen as some of the most effective advocates and protectors of other children's rights, as was discovered in Benin, Sri Lanka, Peru, etc., where children acted or spoke out in favour of child rights and against child labour. It was harder to define and develop the role of disadvantaged working children although it was possible as proved by Lesotho with the herd boys. It was regularly noted that their role as a participant in research and assessment, communication, and planning of appropriate educational and other supportive activities was most important, but a challenge since this group of children was hard to reach and include in such processes.
- The role of **parents/caregivers**, followed by **teachers and communities**, was widely considered as essential in terms of constituting the first line of defence against child labour. Various strategies were employed (e.g. parent education in Cambodia, credit schemes in India, membership in committees in Benin, school-based counselling in Lebanon) by countries to sensitise and gain parental/caregiver, teacher, and community support against child labour and in favour of education. Some important roles they played were as planners, advocates, communicators, and defenders/protectors of child rights. It was found among several countries that by involving parents, the community and school in a dialogue and the planning process, it helped to uncover constraints and issues affecting children's participation in school, and allowed for a sense of ownership in coming up with and taking action on solutions (e.g. Senegal and Benin).
- The role of **indigenous NGOs** in experimenting at the community level with educational and intersectoral strategies required a balanced perspective. One side stated what NGOs do is limited, discrete and pilot-like, whereas the other side viewed what they do as representative of a modelling or an experimentation that has the potential to be taken to scale when successful. Throughout this programme, there were several community-based NGO supported education projects in different types of schools and centres that contributed to extending the sensitisation and mobilisation on child labour, and expanding the learning experience in dealing with child labour by using education as a strategy.
- The **private sector** did not appear to play much of a role throughout the 30 countries. One exception was Sri Lanka, which was able to generate advocacy and financial support from three companies. One of the companies provided funding support for strengthening 10 literacy centres in Colombo District. Other partners that played an important role, but did not get the same reporting coverage as those mentioned above, were the **employer organisations, trade unions, women's organisations, and faith-based organisations**.
- The role of **media** as being an ally in influencing and shaping opinion on child rights, child labour and EFA could not be stressed enough by countries. Some countries noted that finding how to convince the media to be an ally, monitoring how messages were being communicated, as in Benin, and taking appropriate corrective action when needed were essential steps to take. Panama set up a monitoring system of printed materials on child rights with the media (media directors, journalists, and organisations) that promotes information-sharing among those using and working in media, and monitoring social issues through the media, and serves as a motivational mechanism by having the media monitor social commitments.
- The role of **international partners, especially ILO-IPEC**, contributed in several cases to an improved synergy among this group of partners that resulted not only in better communication, but improved programming with the government and NGOs. In the majority of countries, mention was made of UNICEF collaboration on child labour with ILO-IPEC at the national level in regard to policy

and advocacy activities, and sometimes at community level in which they would ensure a complementarity of their activities (e.g. Morocco), or select different provinces and municipalities to implement a similar strategy (e.g. The Philippines), which would maximise coverage and avoid duplication and overlap.

Design

1. The design of the comprehensive global Child Labour Programme with its sub-programme, the Education as a Preventive Strategy against Child Labour Programme, was not SMART (specific, measurable, achievable, realistic, and time-bound), which carried over into most country programming. A certain degree of fragmentation and variability in design found in programme documentation and in global communications sent from Headquarters to Country Offices caused lack of clarity in guidance to Country Offices and confusion in reviewing the programme development process. Basically, no measurable global or regional objectives, nor monitoring systems were put in place, which has made the evaluative exercise most challenging. The proposed internal capacity-building plan, which appeared to be practical and necessary, never got off the ground, as it required human and financial resources and commitment.

2. From a qualitative stance, the country programmes' diverse designs shared in operationalising the child rights-based approach within UNICEF-supported programming. Using the framework of child rights, the design promoted establishing important links between education and child protection programming within UNICEF and with partners, especially government partners that aimed at raising understanding of child labour issues in relation to education from a rights perspective. In most countries, the programme brought only the ministries of Education and Labour together, which helped to forge design links between education and child labour programming (e.g. Guatemala, Vietnam, Guinea), but it indicated that child labour was not close to being on everybody's agenda, and, therefore, not included in other ministries' programme designs. In a few countries, convergent/integrative processes extended links to other sectoral programmes, such as health, HIV/AIDS, and nutrition. In some countries, other aspects of child protection programming became important design features, such as facilitating children getting birth certificates for entry into school. While there were attempts to design convergent, intersectoral programming, the challenge was evident in every programme with regard to "how to design" a programme that would truly result in the implementation of a holistic, organic, intersectoral and rights-based approach aimed at eliminating child labour.

3. The global design provided space for country-level creativity in shaping and supporting educational opportunities in relation to specific contextual conditions. Only a few countries beyond those funded by the World Bank gave specific attention to girls' education in spite of the fact that the strategic considerations specifically referred to giving extra attention to girls at risk of dropping out of school. Guidance provided to countries on designing the educational component of the programme was limited, with different educational services recommended for the three targeted groups of children, which were, generally speaking, formal, non-formal education, and vocational education. Several of the African countries referred to the African Girls' Education Initiative (AGEI), but did not clearly indicate how this programme complemented or learned from the initiative. An exception was the case of Cameroon where the funding from this programme went directly into its AGEI programme, making it impossible to distinguish the contributions made by this programme. In other regions, a few countries gave extra attention to girls (e.g. Vietnam), but mostly, in the design of activities no distinction was made between girls and boys as child labourers even though several countries referred to the problematic situation of female domestic workers.

4. No systematic capacity-building component was included in the strategic guidance to countries, in spite of the fact that one of the main goals of the programme was to enhance UNICEF staff's and countries' capacities. In the Global Framework Funding Document, it specifically stated "to continuously enhance the capacity of its (UNICEF) own staff", and to concentrate efforts on about 30 countries that would "comprise an overlap between those involved in the capacity building process and those that have subscribed to the Agenda for Action adopted at the Oslo Conference". It also referred to Technical Support Networks (TSN) that were to be established at the regional level along with an

advisory team at Headquarters that would support the TSNs, which were to support the countries. Plans at the global level with regard to UNICEF staff capacity-building, which would have further extended the Capacity Building Programme under the Global Child Labour Programme, did not materialise in the comprehensive way initially envisioned. Countries did not account for their own staff's capacity-building in the design of their programmes, although some UNICEF country-level staff participated in regional meetings and workshops funded through the Global Child Labour Programme. Countries did account for capacity-building activities with different partners in the design of their programmes, which were delivered as workshops, meetings, courses, lessons, etc. in settings such as schools, workplaces, government ministries, villages, and district offices. In general, although capacity-building was supported, it was not well fleshed out in the design stage nor subsequently communicated through reporting.

5. No systematic/standardised information and monitoring system was established. In all countries, monitoring was on the periphery of programme design. In knowledge-building activities, data and information gathering were included in the design, which could have helped in establishing the baseline, but it was for the most part not systematised or standardised. Costa Rica gave the development of a monitoring system full attention, but most countries merely cited the need. In general, it was acknowledged that there is a continuous need to update and disaggregate data on child labourers to determine the number of children without access to formal education, and to support school systems in establishing a tracking, informational system to detect children who should be in school, or have yet to enter school.

Focus

1. At both global and regional levels there was to be a focus on bringing partners together to exchange information, and establish regional networks and capacity. At the global level and as part of the overall Global Child Labour Programme, the focus was on facilitating communications with donors and strengthening the partnership with ILO and the World Bank. During the first half of the programming period, there was also more focus on creating an integrated relationship between Headquarters' Education and Child Protection Sections, but this was not sustained. The focus at the regional level was on bringing countries together to exchange information and network, and work towards establishing regional networks. Limited funding did not succeed in fully focusing on and establishing sustainable mechanisms to support regional networks and communications, with the exception of Asia, which was already in the process of establishing such networks. In all other regions, more could have been done in building capacity, and developing regional monitoring and reporting systems, as well as a communications strategy that would have brought more attention to and focus on child labour and education programming efforts by countries, regions, and headquarters.

2. The programme focused on working children, children who have never been to school, and children at risk of dropping out of school to join the workforce. Programme guidance did not elaborate as to how each of these different groups should be approached. Except for an intended link to girls' education, there was no particular attention to girls at work (a considerable group, especially in domestic labour). Nor was there a concept as to how to address different problems of children in the primary school age group (up to 12 years old) and adolescents (13–14 years old and 15–18 years old). It should be mentioned that in some countries, programmes attempted to be gender-sensitive (Cameroon, Columbia, Iran and Peru) or specifically address female domestic labour (Mali) and child trafficking for sexual exploitation that was affecting girls more than boys (Vietnam, Indonesia). Some Country Programmes sought to specifically address adolescent labour (e.g. Bolivia, Brazil, Chile, Colombia, Costa Rica, Lebanon, and Morocco). Projects aiming at second chance education, vocational education and life skills education (Lebanon, Vietnam, Philippines) were targeted at working adolescents.

3. On the substantive side, the complexities involved (child labour vs. child work, education as a strategy) gave rise to a wide range of interventions requiring a generous interpretation of the actual focus of the programme:

- **Child labour vs. child work.** It is commonly acknowledged that child work is not harmful when it does not interfere with schooling and other recreational and social activities that contribute to the well-being of a child. Child labour, however, is viewed as negative, as it harms the child. Standards differ between countries as to what is considered child work and child labour, while all participating countries generally agreed on the worst forms of child labour as defined in ILO Convention 182 (1999). The debate is further complicated by what is considered the acceptable minimum working age, and the accompanying acceptable work standards for a child versus an adolescent. Several countries in the programme ratified or were working on ratifying ILO Convention 138 on minimum age. Use of the CRC as a tool to sensitise the general public, particularly Article 32, contributed to understanding of child labour from the perspective of child rights, although, in some instances, misinterpretation caused some populations to think that any child work was child labour (e.g. some Village Committees in Benin). Generally, countries found that most families and communities believe that child work is good for children and important in terms of socialisation and education in a traditional, cultural sense (e.g. Senegal). The problem is where on the continuum does child work turn into child labour before it gets to the worst forms of child labour? There was no clear response. UNICEF staff indicated that varying perceptions will persist throughout countries, and within families and communities. Out of this debate, the two constants, the CRC article 32 and the ILO Convention 182 on the worst forms of child labour, were benchmarks of sorts for consensus building.
- **Education as the solution to child labour?** The *Programme* assumed that education is the preferred alternative to child labour. In fact, as mentioned above, countries realise that sometimes education can be just as detrimental or hazardous as child labour, given the practice of corporal punishment and the incidence of sexual abuse, especially of girls going to, coming from, or being in school. The *Programme* backed the assumption that education is an alternative to child labour, because it focused on supporting educational interventions aimed at improving the quality and relevance of education for specifically targeted vulnerable groups of children in the formal school, NFE Centres, and vocational education activities. Countries generally understood the school or centre classroom was not the only place of focus due to the many other dimensions that needed to be linked to children's education. Many countries expressed that improving access and quality of education needed to be accompanied by policy-making, sensitisation, advocacy, and communications on overall child rights, child protection and by education that addressed other factors affecting families' decisions on sending their children to school and keeping them out of the workplace. Several countries focused on the idea of creating a "protective environment" through the design and implementation of a whole child approach in a rights-based framework that aimed at holistically confronting and eradicating child labour.

Conclusions on role, design, and focus

UNICEF's comparative advantage in dealing with child labour appears to be related to the high degree of decentralisation of the organisation, the strength of its Country Programmes and their multiple partnerships not only with governments, but also with a host of institutions in civil society. Country Programmes' support of the decentralisation processes within countries increases the potential to reach marginalised children and their families and communities. Another comparative advantage is its broad child-centred mandate anchored in the CRC and focused on the best interest of the child. In practical terms, however, UNICEF did not always take full advantage of its potential role in specific country situations, adopting a partial and fragmented project-based approach that limited its actual role in any given national context.

The design of the *Programme* as a whole and also of country-level programmes was not overly SMART (i.e. formulated with the use of specific, measurable, achievable, relevant and time-bound objectives and indicators). Some countries' designs did allow for establishing links between education and child protection programming, and in a few cases with other sectoral programmes, such as health and HIV/AIDS. They also allowed for testing and enhancing a variety of educational approaches within formal education, non-formal education (NFE) and vocational education that were aimed at benefiting the different targeted groups of children and adolescents. The NFE and vocational educational activities were

generally limited to specific geographic locations, and often run by NGOs. Support of formal education approaches naturally had a higher probability of going to scale.

Many UNICEF Country Offices were attuned to the subtleties in determining how to best understand the differences between child work and child labour and made use of the broad consensus that exists on the worst forms of child labour. UNICEF country-level programmes were concerned with children working in the informal sector who might be involved in hazardous forms of child labour as could be found in child agricultural and mining work, and domestic labour. This was a significant contribution to child labour discourse and can help to define UNICEF's niche in child labour. Several countries recognised the need for, and some focused on trying to create, a "protective environment" for children by using a holistic, rights-based and intersectoral approach to confronting and eliminating child labour. Some countries' programmes/projects attempted to be gender-sensitive or specifically address domestic labour and child trafficking for sexual exploitation, which affected girls more than boys. Some countries also sought to specifically address adolescent labour, especially through projects focusing on second chance education, vocational education and life-skills education. Overall, the potential interlinkages between education and child protection, and other programmes need to be better articulated, understood and committed to by UNICEF staff and partners. This would improve the possibilities of designing and instituting a rights-based, results managed, and intersectoral approach to the vulnerable groups of children targeted in this *Programme*.

Due to minimal funding at the regional level, the role of the Regional Offices was limited, which tended to focus on capacity-building activities, especially in the African region, but these were not sufficiently sustained. The role of global coordination in New York was initially strong in providing leadership and guidance, but gradually diminished, as the main focus was on preparing consolidated reports for donors. Important dimensions, e.g. strategy development, capacity-building, monitoring and evaluation, as well as communications, did not receive enough attention.

4.3 Effectiveness

This section will assess and analyse the effectiveness of the programme and supported activities at the levels of projects, programmes, advocacy and policy dialogue, i.e. the degree to which stated objectives were achieved.

1. While taking into consideration the design shortcomings, the Education as a Preventive Strategy against Child Labour Programme was to a large extent effective with regard to the mix of approaches used at the four different levels — policy, institutional, schools, and communities — which contributed to developing countries' capacities in confronting child labour and bases of knowledge on child labour and child rights. The Programme helped to give child labour a higher profile in some participating countries, and made a stronger case for attention to it by raising awareness, affecting legislation, and supporting innovations in formal, NFE, and vocational education. It also enhanced or expanded ongoing educational activities with good reputations for reaching out to excluded groups of children, and made links (albeit limited) to other programming areas, such as HIV/AIDS, sanitation, health, and credit schemes.

- ***With regard to policy making***, it raised awareness of how many countries are in the early stages of establishing national plans and programmes, and aligning them with international instruments to which they have or are in the process of committing themselves to, such as the CRC and relevant ILO Conventions, which will help to provide a systematic and systemic approach to dealing with the many dimensions of child rights and protection, and the challenge to interlink child labour with education and other sectoral programmes.
- ***With regard to institutionalisation***, it reinforced knowledge of how challenging it is to institutionalise change given changing politics and difficult economies, and how critical political will and capacity are in creating institutional change. This was clearly the most difficult area to assess since it requires paradigm shifts that take a longer timeframe to realise. Many countries referred to political instability and political change during election years affecting the effectiveness of programme implementation, particularly institutionalisation processes. UNICEF staff and Programme of Cooperation changes also affected programme implementation that resulted either in delaying or accelerating institutionalisation processes. The Programme did, however, set in motion and/or contributed to several capacity-building and knowledge-building processes with partners at national, district, and local levels that could over time contribute to changes benefiting the targeted groups of children and their families. There was indication that change was getting institutionalised through policy change, and training activities with teachers, community leaders, and parents.
- ***With regard to schools***, it showed how much national education systems need to reach out to economically, socially, and ethnically diverse groups of students, many of whom are living in disadvantaged conditions, which require an innovative mix of educational approaches. It reaffirmed that free compulsory education is not going to be the only determinant to get children out of the workplace and into school. It illuminated how much countries still need to do to create an effective, efficient, and coordinated national education system that includes all children and adolescents. It emphasised the need to give attention to the level of “child friendliness” and safety in the school setting due to the persistent hazards experienced by children in schools around the world in the form of corporal punishment, sexual abuse, and the physical environment. It showed the need for holistically approaching the rights of the targeted groups of children. The 30 countries' approaches in formal school settings, NFE, and vocational schools/centres represented a collection of invaluable experiences, which were primarily limited to discrete projects and geographically specific areas. Many were NGO-supported, sometimes with the government, and restricted in scale and scope due to limited financial and human resources. They revealed a wealth of experiences that does not always get recognised and therefore shared. This is an area in which a global programmatic structure that interconnects countries to the regional and global levels can help with regard to identifying and disseminating these examples.

- ***With regard to communities***, it revealed how critical family, children, and community are in addressing child labour issues. It provided different and effective methods to sensitise and obtain the participation and involvement of partners at this targeted level. Community-based committees, forums, organisations, and funds were some of the different structures/processes that evolved during the programme. This level also indirectly benefited and contributed to decentralisation and democratisation processes in several countries, which was foreseen in the Framework Funding Document, but was seldom directly linked to programme-supported activities. The *Programme* also revealed how government policy is not always known, implemented, or enforced at district and, especially, community levels, which exposed a significant communication gap shared by many countries that affected child protection needs. Particularly within urban areas, India and others referred to the invisibility of marginalised communities, lack of homogeneity and cohesiveness of the population, and the disparities in health, education, and income, all of which challenge community participation, and point out how different approaches need to be customized for each particular context whether rural- or urban-based.

2. The programme design precluded systematic collection and synthesis of data and information to adequately determine the effectiveness of country programmes in relation to the global programme and the overall global programme in terms of outputs, outcomes, and impact. This shortcoming relates back to the original design of the global programme. Countries provided interesting qualitative information and sometimes quantitative data in their progress and final reports, but they were not presented in a systematic way that would have facilitated cross-country comparisons and analyses.

3. In addition to the design issues, it was often difficult for Country Offices to attribute specific outcomes and impact to one particular programme/project because it was embedded in the UNICEF Country Programme. Most Country Programmes of Cooperation function in such a way that external funding complements or expands on an ongoing Country Programme that is funded from regular and other resources, which was the case with the *Education as a Preventive Strategy against Child Labour Programme*. This makes it difficult to attribute specific outputs, outcomes, and impact to one source of funding. In some instances, countries attributed outcomes to the *Education as a Preventive Strategy against Child Labour Programme*, such as Lesotho in regard to the herd boys, Senegal with regard to education policy, and Peru with getting the implementation of education policy and plans initiated in rural zones of extreme poverty in the department of Ayacucho.

4. Other critical dimensions linked to child labour, such as girls' education, life skills education, HIV/AIDS, ECCD, health, nutrition, and water, environment, and sanitation (WES), did not receive adequate attention in the timeframe of this programme with the exception of a few countries. However, progress reporting increasingly recognised these dimensions as requiring attention in order to achieve effective child labour programming outcomes and impact. The *Programme* pointed to how ***gender sensitisation*** of UNICEF staff and partner staff needs to be an ongoing requirement, which was minimally evident in this programme. The topic of ***life skills education*** as part of creating a “protective environment” was found to be a difficult concept to put in practice at local level in some countries. The programme was weak in addressing ***HIV/AIDS*** in relation to child labour. With the exception of a few countries that included HIV/AIDS education in training activities for parents, and working children and adolescents, and some countries making reference to it as an area that needed attention in relation to child labour and education, little mention was made of the drastic repercussions this disease is having and will have on the targeted groups of children, especially the girls. On the whole, there were limited to no attempts made by the majority of countries in directly linking ***early childhood education and care*** to the prevention of child labour, which points to the need to follow up on the impact of the programme’s activities in ECD. Some countries (e.g. Cambodia, Brazil) placed an emphasis on developing the life cycle approach within programming, which appeared to create better-defined links between ECD and education and child protection. As part of the Global Child Labour Programme, but separate from the *Education as a Preventive Strategy against Child Labour Programme*, there was a Dutch-funded sub-programme that focused exclusively on early childhood development (ECD) in four countries (Bangladesh, South Africa, Tanzania, and Uganda), which is not part of this evaluation.

5. The programme encountered the critical need for accurate country level data on child labour and how it relates to education and other dimensions, such as HIV/AIDS, gender, etc., and how it feeds into regional and global information and data systems and presentations. This is a huge challenge being cited around the world. For example, India noted precise data are missing and estimates on child labour vary according to definition and methodology, which can range from 11 million to >100 million.¹² It reinforces the need for continuing the UNICEF Global Child Labour Programme and underlines the importance of nurturing a close partnership among UNICEF, the ILO, the World Bank, UNESCO, and other international partners in collaboration with national partners. In particular, it points to the need for the Inter-agency Research Project that was funded by the Global Child Labour Programme and involved UNICEF, ILO, and the World Bank in working together on an information sharing and research collaboration project aimed at developing strategies for understanding children's work and its impact. A 30-country programme, such as the *Education as a Preventive Strategy against Child Labour Programme*, missed the opportunity to establish a data and information base and reporting system, which could have provided a baseline on which to build the next data set during a second phase.

6. The countries' progress reports were synthesised and consolidated into annual consolidated reports to donors, resulting in a collection of descriptions of the global programme from the countries' perspectives. This process was a positive outcome of the global programme that made it possible for various partners to stay abreast of programme developments. It remained to a large extent a donor-driven process with little effort to make it self-sustained. It could have been used more effectively in examining the implementation of the global strategy with the multitude of partners at different levels in view of making adjustments to refine the programme along the way, as well as promoting informational exchange that could have led to cross-fertilisation activities.

7. Partnerships were unanimously backed as an essential effective element of the programme, with ILO-IPEC being one of the key partners in many participating countries, especially in Asian and Latin American countries where the relationship seemed relatively defined, and followed by African countries, where the two organisations appeared to be working on figuring out how to best complement each other. In assessing UNICEF's partnering with ILO-IPEC at country level, ample evidence from many countries conveyed that the two organisations are, in varying degrees, collaborating and coordinating their activities on child labour, and concentrating on building and defining their partnership. Several countries referred to their partnering activities with ILO-IPEC in inter-agency committees at national level. Given the different country contexts, UNICEF can develop its partnership with ILO-IPEC in many different ways, as well as with other organisations, such as the World Bank and UNESCO. It is important to note that UNICEF and ILO-IPEC were cited by a number of countries as being the two organisations in the forefront of supporting child labour actions with governmental and non-governmental organisations.

8. The regional offices could have had a stronger capacity-building and technical support role in relation to countries, and monitoring and evaluative role with regard to collecting and synthesising information and data to share with Headquarters and among the countries in the respective regions. Most regions had examples illustrating how a Regional Office in collaboration with partners, such as the ILO, can become eminently more useful and effective at this programming level. For example, UNICEF WCARO and the ILO-IPEC Regional Bureau held a joint regional meeting/consultation on developing strategies against child trafficking, which helped countries such as Mali and Côte d'Ivoire collaborate/ elaborate/sign an agreement protocol on child trafficking. UNICEF ESARO held a series of meetings with countries in the region to enhance knowledge about child labour, dialogue on strategies, and exchange information, which also resulted in a regional publication on child labour taking into account the experiences of countries within the *Education as a Preventive Strategy against Child Labour Programme*. Support of a regional coordinator of the ROSA child labour Task Force made it possible for the region to formulate a regional strategy to eliminate child labour that was endorsed by UNICEF's Regional Management Team (RMT).

¹² Progress Report, Towards the Prevention & Elimination of Child Labour in the Glass Bangle Industry of Firozabad, 1998–2002.

9. A global programme that uses a multicountry and multilevel approach has opportunities to increase programme effectiveness by ensuring support, reinforcement, and refinement of child labour and education strategies among the different levels, and facilitating communication flows in all directions. In addition to the need to adhere to a clearly defined and interlinked managerial/coordination structure and integrated process among the different levels, a global programme requires systematic and objective documentation of country, regional, and global experiences, the promotion and facilitation of exchanging methodologies and strategies among countries, regions, and headquarters, and an ongoing interactive, participatory, and involved consolidation and refinement of the global strategic and thematic approach. Given the timeframe and the unevenness in the startup of the *Education as a Preventive Strategy against Child Labour Programme*, this did not fully or effectively happen.

10. At the global level, there is also an opportunity for the Education as a Preventive Strategy against Child Labour Programme to create stronger and clearer intersections with, and obtain relevant information from sectoral and thematic programming, such as HIV/AIDS, girls' education, integrated ECCD, health, nutrition, and WES that can benefit regional and country level programming. For example, the Girls' Education Framework used by the African Girls' Education Initiative (AGEI) and the key practices in the Community-based Integrated Management of Childhood Illnesses (IMCI) Initiative are just two examples of UNICEF-supported global programmes with clearly articulated principles and recommended strategies and activities. They are based on ample experience by UNICEF and partners in these two areas, which are of importance to and intersect with child labour.

Conclusions on effectiveness of the programme

Since there were only generalised objectives without any measurable outcomes specified in the global *Programme*, it was difficult to effectively assess the extent that the overall *Programme* was successful in meeting its objectives towards alleviating child labour and exploitation. Many steps need to be taken to create a truly effective interlinked multicountry, multilevel global programme that can facilitate sharing of information and knowledge and promote learning and carefully formulated and targeted actions among the various levels and players. It should be done in a participatory way, particularly with those who have been most involved in this programme at country, regional, and global levels. It would also mean forging closer connections to other UNICEF-supported global and country programmes, as well as those of other major players in the field, e.g. ILO/IPEC, to support the intersections required in creating an effective holistic programmatic approach to child labour elimination.

4.4 Efficiency

This section will assess and analyse the efficiency of the activities, i.e. the degree to which the least costly approaches were used to achieve objectives, or, if the relevant information is incomplete or absent, the degree to which attempts were made to give adequate attention to factors required for a cost-benefit analysis.

1. For the donor and UNICEF, thematic funding in a relatively new programmatic areas, such as child labour and other areas of child protection, is efficient at the global level in terms of staff time and transactional costs, such as managing country proposals and funding allocations of Other Resources among selected countries. It provided Child Protection and Education Sections in the Programme Division at UNICEF New York opportunities to maintain a dialogue between the Sections and with Country and Regional Offices. However, these opportunities were not fully taken advantage of, and tapered off in the second half of the programme timeframe.

2. The rationale for the distribution of funds among 30 countries as opposed to a smaller set of countries was and continues to be a point of debate in UNICEF, especially with regard to assessing what would have been the optimal funding allocation decision for maximising programme effectiveness. Right from the start, the rationale for and number of participating countries was not clearly and consistently stated. The Global Framework Funding Document recommended about 30 countries to become the core group of countries to gain capacity and become an organisational resource in the area of child labour, whereas the principle programme objective aimed at supporting 15 to 20+ countries to develop their educational responses to child labour. Some staff at UNICEF New York questioned whether it would have been more effective to have allocated greater amounts of funds to a smaller set of countries aimed at achieving a greater impact in the programme timeframe. Amounts of US\$100,000 to US\$300,000 were allocated to each country. It was clear that in some countries US\$300,000 would go much further than in others, such as Lesotho in comparison to Brazil. There were no selection criteria, which if there had been, might have focused allocations in countries with the highest incidence of child labour. The allocated amounts in many cases were seen as catalytic and useful for leveraging programme support within ongoing programmes/projects.

3. At the global level, overall programme management did not excel in terms of efficiency. It was characterized by several shortcomings: lack of information on the criteria involved in the country selection process; a staggered allocation of funds to countries; minimal and inconsistent guidance to countries in the form of the strategic considerations and contents of letters; lack of a clearly defined core set of global and regional measurable objectives and indicators that could have been commonly monitored and added to by countries and regions through a standardised data collection and reporting format; and the differences in communications and documentation on the targeted groups and strategies early in the process all pointed to the need for consolidating and refining the global strategy and programming process to ensure programme clarity and efficiency.

4. Making use of the Country Programme of Cooperation structure and existing staff and partner capacity and networks, as well as linkages with government and NGOs at national, province, district and community levels offered a comparative advantage in terms of programme efficiency. Many examples can be reviewed in the Country-level Summaries in **Annex 7**. Since funding levels per country were relatively modest, this programme relied heavily on using the funds to catalyse actions against child labour by working with other partners within ongoing UNICEF-supported programmes and projects, ***thereby leveraging support for working towards the achievement of the programme goals and objectives, as well as advancing the global child labour agenda per the Oslo Agenda for Action.***

5. A particular aspect of weaknesses in programme design (lack of SMART objectives and indicators etc.) and in monitoring and evaluation, is the widespread absence of data related to cost of programme experiences as well as benefits in economic terms. Certain strategies may be effective in preventing or eliminating child labour, but they may also be too expensive to sustain beyond programme support, or replicate in other places or expand on a wider scale. This aspect has received

surprisingly little attention both in programme guidance and/or reporting and limits the value of the programme as a source of inspiration for other partners.

Conclusions on efficiency of the programme

Using a global programme model made it efficient for UNICEF to collect and distribute funding for the programme and for the donor to channel and monitor use of funds. However, the efficiency of spreading the allocation of funds thinly among 30 countries was debated at the global level.

Good use was made of the contributions in Country Programmes. The relatively modest funds were used for the most part efficiently as they leveraged other human and financial resources. There is no way to accurately measure the efficiency of the programme, as there is insufficient attention in the reports concerning costs and benefits in economic terms.

Overall programme management did not excel in terms of efficiency. It was characterized by several shortcomings: lack of information on the criteria involved in the country selection process; a staggered allocation of funds to countries; lack of a clearly defined core set of global and regional measurable objectives and indicators that could have been commonly monitored and added to by countries and regions through a standardised data collection and reporting format; and differences in global communications and documentation on the targeted groups and strategies early in the process.

4.5 Sustainability, replicability, and mainstreaming

This section will assess and analyse the sustainability of programme and project outcomes and their replicability in a broader context (i.e. attention to the role they can play at the levels of policy dialogue and advocacy).

1. Programme outcomes in several countries are being or seem very likely to be sustained at various levels. In several Country Programmes, regular resources were used for the continuation of activities beyond the end of the funding period, and throughout the remainder of the Country Programme of Cooperation (e.g. Nepal, Morocco, Costa Rica, and Guatemala). Lessons learned from programme implementation were also incorporated into new Country Programmes of Cooperation and ongoing Country Programmes via the MTR process (e.g. Nepal, Brazil, the Philippines). In some cases, sustainability was being worked on by reinforcing or enhancing ongoing governmental and non-governmental activities at the local level, e.g. institutionalising different aspects of NFE, vocational training, credit projects for women, and strengthening and maintaining partnerships at the local level, e.g. Lebanon, Senegal, Lesotho, Costa Rica, Bolivia, Peru, Benin, Viet Nam. There were also many contributions to ongoing community-based programmatic processes, such as the Seth Koma Childcare Programme in Cambodia, the Project Chiragh in Uttar Pradesh, India, the Child Friendly Movement in the Philippines, the preschool interventions in the African Girls' Education Initiative (AGEI) programme in Cameroon, the bilingual NEUBI schools in Guatemala, etc., which are being maintained and replicated in the respective countries with support from various national and international partners.

2. Child Protection Programming is gaining ground in Country Programmes of Cooperation, which bodes well for sustaining attention to child labour issues and concerns. Country reports indicated that several countries were at different points in determining how to devise their Country Programmes in a way that would assure a rights-based approach is being taken throughout all programming efforts. For some Country Programmes that came on line during the implementation of this programme, a Child Protection programme was created in which child labour programming was placed, thus, giving it a greater position of permanency and priority within the UNICEF-supported Country Programme. In all Country Programmes involved in this programme, it is expected that there will be continuing attention given to working children and at-risk children. But the experience of this programme also shows that the full integration of child protection issues with other MTSP priorities (girls' education, HIV/AIDS, immunisation plus and ECCD) in a truly rights-based programming approach still has some way to go before becoming a reality.

3. Replicability of successful interventions in different locations and contexts and their potential role in a broader policy context have received less attention in programme guidance and reporting. The programme is characterized by a multitude of relatively discrete activities at the project level, of which the value of usefulness in a broader context is not always proven. This is partly linked to the fact that they may be rather costly or dependent on particular individual aspects that did not receive much attention in the monitoring of activities. There are, however, some cases in which programme priorities were integrated into national policy, plan, and programme decisions addressing child labour and child rights, especially in relation to education (Senegal, Cameroon, Thailand).

4. At the regional level, there is a need to make capacity-building, information sharing, advocacy, and the advancement of networks (as in the Asia region) more sustainable. More solid networks should be created that are based on the experience in EAPRO and ROSA. The linkages between the global and regional levels have so far been relatively weak, whereas the linkages within the regions were strengthened in the short-term through regional meetings on child labour and child trafficking issues. The alliance created in EAPRO and the task force in ROSA could be models for other regions to examine and adapt in creating networks suitable to their own situations.

5. The channelling of donor funding through a global mechanism based at Headquarters created the potential for a highly visible and influential child labour programme in UNICEF that would be sustained beyond external support. However, at this stage, the programme is still rather dependent on donor funding. There are insufficient indications that it will be sustained with the

same high profile in the future. It is unclear exactly how the Global Child Labour Programme interfaced with the dialogue that took place in 2000–2001 in formulating the current MTSP (2002–2005). The MTSP includes children at work or at risk to be exposed to child labour among children in need of special protection, who are considered an organisational priority. Child labour is not given very explicit consideration in the MTSP nor are its conceptual ramifications with other organizational priorities (e.g. ECCD, girls' education, HIV/AIDS) elaborated. Also, given the fact that staffing has remained limited to one professional post at headquarter level, it does not appear that the Global Child Labour Programme has gained a higher level of recognition or visibility since 1999–2000, which would have allowed it to wield strong influence within the organisation and among partners at the global level. It points to the need for Headquarters' Child Protection and Education Sections to improve their level of collaboration on and attention to child labour and the use of education as a key strategy to progressively eliminate child labour. A draft discussion paper outlining a strategic framework for guiding and sustaining UNICEF's work on child labour as part of child protection was prepared at the end of 2002 by the Child Protection Section. This paper supports using education as the main entry point within a holistic and broader intersectoral approach to child labour and could be considered a starting point to ensure adequate sustainability of an interconnecting programme at all levels — local, regional, and global.

Conclusions on sustainability, replicability, and mainstreaming

Child labour and child protection issues have increasingly been integrated into Country Programmes of Cooperation. The challenge is to sustain programme processes with governmental and NGO partners, and find ways to replicate activities that are considered successful.

At the regional level, establishing sustainable networks and building and identifying regional capacity would represent significant “added value” to the effective development and integration of the programme and sustained attention on child labour in general.

At the global level, UNICEF needs to determine on how to proceed in tackling issues related to child labour. It needs to clearly decide how to best support ongoing processes or restart processes at the country, regional and global levels, respond to gaps at these levels, and become a stronger, more focused and influential force at the international level with its key global partners on child labour.

5. LESSONS LEARNED AND IMPLICATIONS FOR THE FUTURE

5.1 Scope and nature of lessons learned and implications

Findings and conclusions from an evaluation usually stimulate those directly involved in the design and implementation of policies, strategies, programmes, and projects to distil lessons learned and formulate implications for their future work.¹³ The emphasis should be less on the question, if past activities should have been designed and implemented differently, as this is a somewhat idle question. The challenge, rather, is what can be learned from past experience to enhance scope and quality of future work.

Formulating lessons learned and implications can best be done with direct involvement of those involved in design and implementation of next steps. This is best done in an evaluation workshop with all relevant stakeholders allowing for a collective effort to assess issues raised by the evaluation, learn lessons, and formulate implications for future work. Due to delays incurred with this evaluation, no such workshop could be organized in the course of the present exercise. This evaluation therefore had to rely on a careful review of programme documentation as well as ad hoc consultations with key staff in UNICEF.

The following lessons learned and implications remain closely linked to findings and conclusions in the preceding sections and seek to avoid unduly biased and speculative considerations. For the convenience of the main levels of major decision-making in UNICEF (the Country Programmes and the regional and global levels), they are grouped under these two headings. In a general sense, these considerations contain suggestions as to how to move forward in strengthening UNICEF's response to and capacity development in working on child labour, and supporting the MTSP 2002–2005.

5.2 At the level of Country Programmes

The Education as a Preventive Strategy against Child Labour Programme found UNICEF-supported Country Programmes to be a valuable framework for effective action against child labour. The Country Programme process is highly institutionalised and offers an excellent platform for a rights-based and results-oriented programme development. Its joint ownership with government and its strong long-standing links with NGOs and civil society allow it to play a catalytic role in the national context. Country Programmes are usually characterised by a high degree of decentralization, as they link up directly with children, families, communities and local government, often in remote areas. The evidence found in the present evaluation nevertheless suggests that comparative advantages of the Country Programme process could still be enhanced by meeting several challenges:

- ***Programme activities are developed at many different levels (communities, schools, intermediate institutions, policies), but they often remain relatively discrete and isolated from each other, rather costly in economic terms, and sometimes problematic in terms of sustainability beyond external support and replicability/mainstreaming in a broader context.*** The activities are also rather diverse, which may reflect creative processes in local contexts, but can lack focus and clear orientation. It is often difficult to develop project experiences into models to be used strategically at the national level or in other locations. The Country Programme process is still largely focused on the implementation of projects. There is a need to strengthen a more programmatic, integrative, and strategic outlook in Country Programmes.
- ***The fact that the Education as a Preventive Strategy against Child Labour Programme has triggered the use of regular and other resources for child labour-related activities in several Country Programmes is a remarkable sign of growing commitment at the country level, but it needs to be complemented by a more massive mobilisation of resources and stronger global and regional organisational commitment for the long-term fight against child labour with***

¹³ The term *recommendations* is avoided, as it implies proposals of a more prescriptive nature based on a mandate to formulate policies, strategies, programmes, and projects, which goes beyond the scope and nature of this evaluation as described in the TOR.

governments, civil society (including the private sector), and external support agencies.

Protecting children from hazardous work through adequate education systems requires considerable investments and adequate recurrent budgets. Based on knowledge gained about effective strategies, UNICEF should advise partners and publicly advocate what needs to be done.

- **Policy advice and advocacy requires UNICEF staff and partners to know about effective strategies, which in turn involves better monitoring, reporting, and evaluation of experiences supported through Country Programmes.** Present monitoring of project and programme performance is uneven and unsystematic (partly due to design weaknesses, e.g. the absence of SMART objectives and logical frameworks) and, therefore, so is reporting. Evaluations are mainly undertaken to satisfy requests from donors. There is a considerable need to strengthen monitoring and evaluation in Country Programmes for a multitude of purposes, including providing a more solid and systematic base for documentation and communication of experiences to partners and the public and to better assure a high level of programme effectiveness and efficiency.

An important aspect of performance monitoring and evaluation is adequate attention to economic aspects of project and programme experiences, i.e. for their overall cost, which would include expenditure in terms of investments and recurrent costs and, in some cases, also contributions from children, families, communities, and local government. It is often stated that the complexities of factors determining whether an experience will be sustainable and/or replicable in a broader context are often underestimated. Economic aspects usually stand out as one of the most important factors in this regard. Externally supported projects usually provide many direct and indirect inputs (funding, equipment, means of transport, expertise, management support, etc.), which are difficult to sustain in the long run and/or to realise elsewhere without the same level of external support.

- **Policy advice and advocacy require UNICEF to have a more comprehensive understanding of and play an active role in existing and planned policies and strategies of governments and other partners.** Policy analysis is increasingly becoming part of Situation Analysis, the main thrust of which is to monitor trends in the situation of children and women. Policy analysis was not an activity supported on a wide scale by the *Education as a Preventive Strategy against Child Labour Programme* (notable exceptions are Vietnam and Lesotho). Nor is there evidence that the programme significantly focused on UNICEF's role in macro-strategies such as PRSPs, SWAPs, and reform processes. These macro-processes are becoming ever more important and have a major impact on the social sectors. UNICEF and its partners need to equip themselves to fully understand benefits and challenges related to these processes and play an active role in them as they unfold.
- **In many countries, UNICEF has established strong and effective partnerships with ILO-IPEC and to a certain extent also with the World Bank. Given the importance of such partnerships, they should be consolidated and expanded to other funds and agencies of UNDAF.** Country Programmes increasingly engage in Common Country Assessments (CCA) and Country Programme Action Plans (CPAP) and UNDAF M&E Plans as part of the UN Reform. It will be important that above-mentioned considerations are realized in this broader framework and that the rights of children and women receive adequate attention.

5.3 At the global and regional levels

At the global level, child labour needs to regain the level of organisational attention that was first given to it at the time of the Oslo Conference and the Turin Capacity Building Workshop. It was six years ago when these events took place, and four years since implementation began on the *Education as a Preventive Strategy against Child Labour Programme*. Since then, a lot has happened at country level with the funds from this programme complemented by those of UNICEF and other partners to address the rights of the targeted groups of children. Much has also happened in regard to macro environments that have affected and, in several cases, caused an increase in child labour. It is critical for UNICEF to absorb the findings, conclusions, and lessons learned from this programme and take firm action towards better designing and using education as a key strategy against child labour. This key challenge has several implications.

- ***It will be important to refine UNICEF's policy and strategy development, as far as the elimination of child labour is concerned.*** Based on knowledge and experience gained during the past four to five years, ***it is vital for UNICEF to take a strong stand and make a clear statement with regard to its contribution to fighting child labour, provide adequate guidance on effective strategies at the country level, and develop an adequate framework for monitoring, reporting, and evaluation.*** The framework should incorporate basic principles of the Human-Rights Based Approach to Programming, as well as those of Results-Based Policy and Programme Management. It should also clearly relate to the Millennium Development Goals.
- ***While the Education as preventive strategy programme has stimulated information-sharing and documentation of country experiences in the field of child labour, the system is still too much geared towards mere reporting to donors. Even consolidated donor reports are rather descriptive and merely illustrative. There is a need to create/contribute to a more systematic programme data and information management and analysis system.*** In the long run, it may not be appropriate to create different systems for child labour, education, child protection and other areas. It would probably have to be more comprehensive and relate to UNICEF's overall programme experiences. UNICEF has a long established tradition, in cooperation with other partners, to report on the evolving state of the world's children. Its reporting mechanisms on its programme experience (donor reports, Country Office Annual Reports, Executive Director's Annual Reports, MTRs and major evaluations) are relatively unsystematic and eclectic by comparison.
- ***Partnerships and networking have proven vital in global action against child labour, particularly the alliance with ILO-IPEC and the World Bank. These efforts need to be sustained and intensified and expanded to other organisations, both intergovernmental and non-governmental.*** This may require increased involvement of other UNDAF partners (e.g. UNDP, UNESCO, UNFPA, WFP). At a more general level, it seems that the commitments made through the Agenda for Action during the International Conference on Child Labour in Oslo in 1997 need to be renewed and placed into the framework of the Millennium Development Goals. This may involve the creation or further development of global alliances, networks, and task forces.
- ***Child labour and its interface with education is a complex area that deserves adequate staffing at the level of headquarters, and the building of staff capacity at all levels.*** Experience has shown that the current headquarters staffing level (one senior professional post at headquarters for the whole Global Child Labour Programme) most likely was an important reason for certain shortcomings in terms of global design; coordination, guidance and monitoring and evaluation of the programme; capacity-building among staff and partners; communication strategies; as well as developing ramifications with MTSP priorities and sustaining or developing all partnerships and networks. This would imply that staffing in this area should be strengthened in the Child Protection and/or Education Sections of Programme Division in UNICEF Headquarters. In turn, a clear strategy on building and strengthening capacity at regional and country levels would give programmatic priority to fighting child labour and increase efforts to develop the rights-based and results-managed approaches to programming.
- ***Regional Offices have played a useful role in information sharing, communication and advocacy. Experiences in EAPRO and ROSA are particularly inspiring, as they succeeded in creating self-sustained networks and task forces.*** Regional Offices are in a unique position to bring relevant and effective strategies developed in individual countries to the attention of other countries in the region and develop mechanisms of feedback and consultation. These activities should go beyond the level of ad hoc workshops and seminars organized with fortuitous funding and ideally reach the level of self-sustained networks and task forces that do not exclusively depend on support from UNICEF.

This evaluation has been able to expose programmatic and organisational achievements and challenges at all levels of the global thematic *Education as a Preventive Strategy against Child Labour Programme*. It conveys lessons learned, and provides ways to move forward. In spite of a global operation characterized

by certain shortcomings, the strength of the *Programme* at country level made it clear that this *Programme* served an important purpose in standing up for the rights of child and adolescent labourers and children at risk of joining the labour market. ***UNICEF should not lose sight of the lessons learned from achievements and challenges associated with this programme. It should take the steps needed to proceed in more clearly defining its global stand on child labour, and decide how to best move into the next multiyear, multilevel phase of confronting child labour through intersectoral programme implementation using education as the main entry point.***

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ANNEX 1

TERMS OF REFERENCE

ANNEX 1: TERMS OF REFERENCE

Evaluation of the Education as a Preventive Strategy against Child Labour Programme

18 February 2002

1. Background and Context

The Oslo Conference on Child Labour, which took place in October 1997, resulted in an important Agenda for Action. Several governments committed themselves to allocate funds for activities aimed at addressing child labour. UNICEF submitted a comprehensive funding proposal to donors in December 1997 to enhance its and its partners' capacity to respond to the issue. The proposal was inspired by the strategy paper *UNICEF: Towards a Global Strategy on Working Children*, a major output of a capacity-building workshop in Turin in early July 1997. The proposal submitted in December 1997 was for a five-year-period (1998–2002) and comprised three initiatives at the global level, a (sub-) regional proposal and a series of country proposals for a total of US\$40.0 million.

The Government of Norway chose in June 1998 to support the three global level proposals, the most comprehensive of which was *Education as a Preventive Strategy against Child Labour*. At a later stage, this programme was co-funded by other donors, namely the World Bank and the Netherlands (funding level: US\$5.5 million). The purpose of the programme is *to expand and improve UNICEF's support to education systems in such a way as to bolster countries' capacities to provide effective alternatives for working children*.

Quality education is seen as a powerful magnet to attract children and their parents. Education is widely viewed as a necessary, although not sufficient, component of a broad strategy to combat child labour. The programme has attempted to develop approaches to be used at four different levels: (i) the *policy level* (e.g. financial incentives and gender equality); (ii) *the institutional level* (e.g. teacher training); (iii) the level of *schools* (e.g. flexibility in delivery of schooling); and (iv) the level of *communities* (e.g. participation of parents and children in the identification of learning needs, provision of girls' education). This mix of approaches was seen as vital to respond to three situations of potential risk to children: those in danger of *missing out on education*, those at risk of *dropping out* and those who have *missed out*. In each situation, children are at risk of ending up in the labour market. Targeted interventions that respond to these risk factors can play an important *preventive* role in the fight against child labour.

The Programme was launched at the start of 1999 with allocation decisions made in two stages: November–December 1998 and May 1999. By mid-year 2001, 30 countries had joined the programme, resulting in an extension requested to enable most countries to have three years' implementation. It should be mentioned that the relatively large number of countries covered by this programme received modest funding levels per country (average funding levels between US\$150,000 and \$200,000).

2. Rationale of the Evaluation of the Education as A Preventive Strategy Programme

A comprehensive evaluation is expected to critically assess focus and design of the programme, take stock of activities undertaken, and draw lessons to further develop and improve UNICEF's response to child labour. The evaluation would be the major activity, supported under a one-year bridging fund from the Government of Norway. The outcome of the evaluation will guide the formulation of future partnership agreements and a comprehensive new multi-year funding proposal.

The evaluation would be a follow-up to the *Evaluation of the Capacity Building Programme on Child Labour (1997–1999)* that was completed in May 2000 by UNICEF's Evaluation Office. The aim of that programme, funded by the Government of Luxembourg, was to help formulate UNICEF strategy and to build staff capacity to address child labour problems within a child rights perspective. The focus of the evaluation was a global workshop organised in Turin in mid-1997, as well as follow-up activities realised 1997–1999. The evaluation resulted, among other things, in a more comprehensive understanding of the concept of *capacity-building* that went beyond the strengthening of technical expertise. In line with the

recommendations of the study, UNICEF has begun to develop a comprehensive and holistic process to address all dimensions of a significant human rights issue like child labour. Policies and strategies have been formulated in a more explicit manner, UNICEF's role and niche has been clarified and partnerships have been strengthened, especially with the ILO and World Bank. A Plan of Action 2000–2002 was formulated. Most importantly, UNICEF succeeded in stimulating projects and programmes in countries, documenting experiences, and building a comprehensive knowledge base concerning strategies to address child labour.

The evaluation is expected to yield benefits beyond the programme *Education as a Preventive Strategy against Child Labour*. Since this programme occupies a central place within UNICEF's overall response to child labour, it will allow for an assessment of the relevance of UNICEF's overall position on this issue and to determine the effectiveness and efficiency of activities undertaken and supported. It will allow lessons to be drawn as to what should be UNICEF's contribution in the broader context of country programmes and, at the global level, taking into account partnerships with other major agencies, e.g. the International Labour Organisation and the World Bank.

The evaluation will coincide with the beginning of UNICEF's Medium-Term Strategic Plan (2002–2005). Child labour is part of one of the five organisational priorities of the MTSP, viz. *child protection*, but is also closely related to several other priorities, e.g. *girls' education* and *early childhood care and development*. Lessons drawn from this evaluation will therefore be useful in implementing the MTSP.

3. Objectives of the Evaluation

The objectives of the evaluation of the programme *Education as a Preventive Strategy against Child Labour* are to assess and analyse the following:

- 3.1 *Relevance* of the education as prevention strategy in the context of the range of factors explaining child labour, e.g. poverty in terms of income and access to social services, and exclusion in terms of gender, group membership, and geography;
- 3.2 *Role, design, and focus* of the programme in the context of developing a UNICEF response to child labour, taking into account its overall policies and strategies, the country programme process, and partnerships with other major agencies, e.g. the International Labour Organisation and World Bank;
- 3.3 *Effectiveness* of the programme and supported activities at the project, programme, advocacy and policy dialogue levels, i.e. the degree to which stated objectives were achieved;
- 3.4 *Efficiency* of these activities, i.e. the degree to which the least costly approaches were used to achieve the objectives, or, if the relevant information is incomplete or absent, the degree to which attempts were made to give adequate attention to factors required for a cost-benefit analysis;
- 3.5 *Sustainability* of project and programme outcomes and their replicability in a broader context, i.e. attention to the role they can play at the levels of advocacy and policy dialogue.

The evaluation will also be *formative* in nature, i.e. aim to generate *lessons learned* that will be useful at three levels: (i) the design and implementation of a follow-up multi-year programme, (ii) the strengthening of UNICEF's response to child labour in terms of capacity-building of UNICEF and its partners, notably national governments; and (iii) implementation of organisational priorities of the MTSP (2002–2005), notably *child protection*, *early childhood care and development* and *girls' education*.

4. Key Questions

4.1 Relevance of the Education as Prevention Strategy

- 4.1.1. To what extent has the education as prevention strategy proven to be relevant, i.e. to address fundamental factors to prevent, eliminate and/or decrease child labour? How were priorities

determined? What was the rationale for the selection of programme activities? Did activities address main concerns of working children who had no access to schooling, who dropped out or who had never been to school?

- 4.1.2. To what extent and under what conditions has quality education (child-friendly schools, formal and informal forms of child-centred education) proven to be a “powerful magnet” of parents and children? What approaches in education were used? To what extent were strategies developed for bridging parallel and informal education initiatives to the mainstream education system?
- 4.1.3. What type of policy context (macro-economic, legislative, etc.) is conducive to successful implementation of the strategy? To what extent and in what ways have approaches been developed to influence macro-policies and to support governments in strengthening their capacities and efforts to develop legal and economic commitments to eliminate child labour?
- 4.1.4. If quality education is considered a necessary, but not sufficient, component of a broad strategy to address child labour issues, which other issues need to be addressed, e.g. poverty (in terms of income and access to social services) and forms of exclusion in terms of gender, group membership, and geography?
- 4.1.5. What lessons can be learned regarding the design of such a programme, notably the formulation of objectives and coordination with other programmes of UNICEF and its partners (e.g. girls’ education)? How sensitive is the strategy to factors at policy and strategy levels, e.g. macro-economic processes, legislation? What can be learned about the relationship between education and child labour?

4.2 Role, design, and focus of the programme

- 4.2.1. How did the programme relate to UNICEF’s overall policies and strategies as expressed in the Medium Term Plan (1997–2001), the Guidelines for Human Rights Based Programming Approach (1998), and various guidelines for the Country Programming Process, as well as in the education sector?
- 4.2.2. To what extent and in what ways did the design of the programme take into account the need to define the role and niche of UNICEF in the prevention of and fight against child labour and to develop partnerships with other major agencies, e.g. the International Labour Organisation and World Bank? To what extent and in what ways was the programme integrated in Country Programmes of Cooperation and in processes related to the Common Country Assessment/ United Nations Development Framework?
- 4.2.3. How were fundamental issues related to child labour addressed? How did the programme address weaknesses of the education system as far as prevention of child labour was concerned?
- 4.2.4. To what extent and in what ways did the programme’s design allow for adequate attention to country-specific education policies and strategies, as well as social and economic realities?
- 4.2.5. How well focused was the programme and how focused were its activities at different levels?
- 4.2.6. To what extent were objectives of the programme and its activities designed to be specific, measurable, achievable, relevant and time-bound?

4.3 Effectiveness of the programme and supported activities

- 4.3.1. To what extent and in what ways was adequate information collected and analysed to measure the *effectiveness* of the programme in terms of *outputs*, *outcomes*, and *impact*?
- 4.3.2. How was this information processed at the level of Regional Offices and Headquarters and to what extent was feedback provided to Country Offices? Did this result in a re-orientation of projects and programmes?
- 4.3.3. To the extent that objectives of the programme and its activities were adequately stated, how were they achieved in terms of *outputs*, *outcomes*, and *impact*? For which outcomes and impact, especially at the levels of advocacy and policy dialogue, can *credible association* be established with the programme in particular and UNICEF support in general?
- 4.3.4. To what extent and in what ways was adequate attention given to the situation and special needs of working girls?
- 4.3.5. What lessons can be learned for future programme design and implementation, e.g. in terms of

collection and analysis of data, reporting and monitoring mechanisms, learning from experience, programme planning, the need for flexibility?

4.4 Efficiency of the programme and its activities

- 4.4.1 To the extent that relevant information is available, were the programme and its activities implemented in an efficient manner, i.e. generating the best possible outputs, outcomes, and impact at the least possible cost?
- 4.4.2 If the relevant information is not available, to what extent were attempts made to collect and analyse data that would allow for an adequate cost-benefit analysis?
- 4.4.3 To what extent and in what ways was adequate attention given to strengthening human resources within UNICEF and with partners? What outputs, outcomes, and impact were achieved?
- 4.4.4 What lessons can be learned for future programme design and implementation, e.g. in terms of least costly approaches, a balance between investment and recurrent costs, and cost sharing?

4.4 Sustainability and replicability

- 4.4.1 What indications exist that programme outcomes and possibly impact were sustained beyond external support? What factors proved decisive for this to be the case? What factors worked against sustainability?
- 4.5.2 To what extent and in what ways did programme outcomes become part and parcel of the regular Country Programme process? Have regular programme resources been affected? To what extent have other partners (national, UN/UNDAF, banks, etc.) become involved?
- 4.5.3 How were activities at the project level linked to those related to advocacy and policy dialogue? Are there examples of “going to scale” of project experiences? What can be learned to make intervention strategies more results-oriented?
- 4.5.4 What lessons can be learned to better link UNICEF-supported activities at the operational level to UNICEF’s catalytic role, i.e. in terms of advocacy and policy dialogue?
- 4.5.5 To what extent and in what ways did country level experiences contribute to UNICEF’s development of global policies and strategies concerning child labour?

5. Methodology and Results of the Evaluation

Given the formative nature of this evaluation, the evaluation *process* will be as important as the evaluation *output*, a *written report*. The process will be as interactive and participatory as possible and involve staff at UNICEF Headquarters, Regional, and Country Offices, as well as partners and stakeholders outside UNICEF at global, regional, and country levels. It will be important to hear the voices of working children themselves, who will be invited to participate in the evaluation through focus groups and individual discussions.

A *desk review* of all relevant documents of the programme will take place at the beginning of the evaluation. It will examine strategy papers, funding proposals, and donor reports produced at Headquarters, all funding proposals, programme reports, relevant thematic studies, evaluations, etc. that have been produced in countries involved in the programme, and documents of related programmes.

The desk review will be followed by a series of open and semi-structured *interviews* with UNICEF staff involved in the programme at Headquarters and selected Regional and Country Offices, as well as resource persons outside the organisation.

Illustrative case studies were done on countries where major activities at the operational and advocacy/policy dialogue levels were undertaken. Also, field visits will be made to a select number (tentative list: Benin, Guatemala, Kenya, Nepal, Peru, and Vietnam). Cases were selected by criteria of geographical spread, thematic variety (intervention strategies), and the need of analysis of both success and failure. The field visits will involve interviews and focus group discussions with UNICEF staff, key partners (governmental and non-governmental) and stakeholders, including working children. A debriefing

session will be conducted in each country visited, summarising the main findings, conclusions, and recommendations.

6. Global Workshop

As mentioned above, the evaluation study will feed into a one-week global workshop that will be held in South Asia (most probably Kathmandu) in September 2002. Participants in the workshop would be a mix of headquarters (5), field (21), and donors (5). The workshop will be organised as a learning event to help craft, five years after Turin, a refined strategy for UNICEF's response to child labour. The workshop would have an external facilitator, and participants would use a number of key resources: the evaluation report, the third and final consolidated donor report and the MTSP (2002–2005).

Though the departure point for the workshop will be the evaluation study of what UNICEF has learned using education as a tool against child labour, the intention is to go beyond this area to review the agency's role, niche, strategies, and partnerships with recommendations concerning institutional strengthening of capacities at global, regional, and country levels. This has been ongoing since the evaluation of June 2000 with a number of emerging conclusions.

Consensus that UNICEF's major contribution to global child labour elimination lies in strengthening of education as a preventive strategy is growing. Considering that both the ILO and World Bank are active in this area, UNICEF's specific niche and strategy needs to be further defined. The workshop will be an opportunity to match renewed strategic thinking at headquarters with recent experiences in the field.

A greater clarification of UNICEF's specific contribution to the elimination of child labour will help develop more effective collaboration with partners, especially ILO, whose partnership, especially at the field level, is under review. The workshop will be an opportunity to assess how renewed partnership works in practice at field level and to make suggestions as to how to improve the process. Another dimension to consider is cooperation within CCA/UNDAF.

The workshop can also contribute to a strengthening of UNICEF's organisational capacity to deal with child labour. The global programme involves 30 countries and a wide range of activities. Concentration on fewer countries and more focused interventions would result in a more cost-effective use of limited resources. At the same time, better use needs to be made of UNICEF's decentralised management structure by involving Regional Offices more actively in the management of education and child labour programmes. These activities should be more closely integrated in Country Programme processes and procedures. The workshop could map out major next steps in this regard.

The MTSP (2002–2005) defines child protection as one of the organisational priorities. Child labour has an important place in child protection because it links many of the prominent issues of exploitation, violence, and abuse. A premium will be placed on data collection and framing UNICEF's contribution within a strategic response to the worst forms of child labour. This in turn will generate demands for technical guidance and support to the field for situation analysis and programme and policy development. The global workshop should be the crucible in which UNICEF forges its new strategy, utilising the processes outlined above to yield:

- a position paper on child labour that details UNICEF's strategic contribution to its elimination, improved field modalities of partnership with ILO and World Bank, and proposals for better integration of CL issues in the Country Programme process within the framework of the MTSP
- a new funding proposal
- a report of the workshop.

7. Organisation and Management

UNICEF's Evaluation Office and the Senior Adviser in the Child Protection Section at Headquarters will ensure evaluation management. Child Protection and M&E Officers in Regional Offices will regularly be informed at all stages of the evaluation. Evaluation management will involve the following activities:

- 7.1 Finalisation of the terms of reference and negotiation of funding (December 2001),
- 7.2 Contacts with Regional and Country Offices (January 2002),
- 7.3 Selection, recruitment, and briefing of the senior consultant (January 2002),
- 7.4 Support to the desk study and interview phase (January/March 2002),
- 7.5 Support to the field visits by the consultant (February / June 2002),
- 7.6 Support to the drafting of the report (July 2002)
- 7.7 Preparation and organisation of the global workshop (September 2002)
- 7.8 Support to the finalisation of the evaluation report (October 2002)

The evaluation will be implemented by a senior consultant with good knowledge of evaluation standards and methodologies, knowledge and experience of basic education and issues related to child labour, and some degree of familiarity with UNICEF programming at country and global levels. The senior consultant will be supported by an external assistant for the desk review of documents at Headquarters. In each country to be visited, the consultant will be joined by a national consultant who will be specialised in basic education and/or issues related to child labour. In one or more of the visits, it is foreseen that a representative of the Government of Norway would participate as a member of the evaluation team, as would a member of UNICEF's Evaluation Office.

LB 18 February 2002

ANNEX 2

LIST OF REFERENCES

ANNEX 2 - LIST OF REFERENCES

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ANNEX 3

TIME LINE – UNICEF BACKGROUND ON CHILD LABOUR / CHILD RIGHTS

ANNEX 3: TIME LINE — UNICEF BACKGROUND ON CHILD LABOUR/CHILD RIGHTS

Evolution of UNICEF's Involvement in Child Labour, Child Rights, Child Protection

Following is a loosely constructed time line revealing significant moments/actions that influenced UNICEF's progression towards its decision to support the development and implementation of the Global Child Labour Programme, use the child rights approach, and place an emphasis on the inherent and long-term value of using education as a preventive strategy against child labour.

1980s In the 1980s, awareness began to substantially increase with regard to the plight of child workers, sexually exploited children, street children, children affected by war and violence, and abandoned child drug users in developing countries.

1986 By 1986, UNICEF conceptualised and developed a programmatic response called "Children in Especially Difficult Circumstances" (CEDC). Through this programme, UNICEF was able to generate several innovative activities to support the identified groups of vulnerable children.

1989 In 1989, the Convention on the Rights of the Child (CRC) was adopted.

1990s Throughout the early 1990s, the CRC was nearly universally ratified around the world. This linked with and was reinforced by many important events in which human/child rights were being promoted, such as the World Summit for Children (1990) and the World Conference on Education for All (EFA) in Jomtien, Thailand (1990). It was the beginning of UNICEF setting itself on a course of intense engagement in incorporating the rights-based approach throughout the entire UNICEF programme.

1995 During the decade, UNICEF held several regional consultations with UNICEF staff on child labour, beginning in Kathmandu in 1995 and followed by others in Africa, Latin America, and Asia. UNICEF continued to work with partners on different sectoral programmes/projects aimed at protecting working children, all of which contributed to the process of defining a comprehensive strategic framework on the eradication of child labour.

For example, in 1995 in Bangladesh, the National Garment Manufacturers Association, ILO, and UNICEF signed a partnership agreement that committed the three organisations to support the removal of children under 14 years old from the garment industry and place them in appropriate educational programmes. In India and Pakistan, UNICEF was supporting similar programme efforts for children working in the rug-weaving industry. In Brazil, UNICEF was working closely with the ILO, NGOs, and the government at national, state, and local levels to address child labour using a multisectoral approach in which education was a key entry point, focusing on children working in dangerous occupations, such as charcoal pits and sugar cane fields.

A Working Group on Child Labour was formed by UNICEF to promote dialogue, ideas, and input to UNICEF activities worldwide.

1996 By January 1996, the UNICEF Executive Board adopted a new Mission Statement affirming the CRC as guiding the overall UNICEF programme.

In June 1996, the programmatic and policy approach to child protection issues, such as child exploitation, abuse, and neglect, was revised, presented, and adopted by the UNICEF Executive Board. CEDC evolved into CNSP – Children in Need of Special Protection. The Child Protection programme was established and as noted by the Executive Board, "The underlying premise of work in this area is that protecting children from circumstances of extreme hazard and high risk, and enabling them to enjoy all of their rights, require special efforts and additional measures beyond general programmes and policies for meeting the needs and fulfilling the rights of all children".

The Working Group on Child Labour organised an internal global consultation, where the Global Child Labour framework and strategies were debated and refined. This helped to orient the 1997 State of the World's Children publication and provide input to the Amsterdam and Oslo conferences by organising

regional consultations, preparing theme papers, and conducting workshops. The Working Group established relations with the ILO and considered the establishment of Technical Support Networks.

1997 In 1997, additional measures were taken in order to increase attention on child labour. Notably, UNICEF with ILO and other partners meaningfully contributed to the organisation of and benefited from the International Conferences on Child Labour in Amsterdam (February) and Oslo, Norway (October), which adopted an Agenda for Action to effectively eliminate child labour, within which the critical link to education was clearly made through support of free and compulsory basic education.

A Letter of Intent was signed between ILO and UNICEF that committed the two agencies to enhance their collaboration on child labour.

The 1997 *State of the World's Children*, UNICEF's flagship publication, focused on three key factors causing child labour: the exploitation of poverty; the absence of relevant education; and the restrictions of tradition. It affirmed UNICEF's commitment to being effectively involved in dealing with child labour issues.

Part of this commitment meant enhancing UNICEF's capacity in child labour, which prompted the Child Labour Capacity Building Programme. This programme was supported by the Government of Luxembourg and allowed UNICEF for the first time to begin working on a global response to child labour. The main activity was the Turin Workshop, conducted in June/July 1997, involving experienced staff from related programme areas, who became UNICEF resources in the area of child labour.

An output of the Turin workshop was a comprehensive strategy statement on child labour by UNICEF entitled *UNICEF: Towards a Global Strategy on Working Children* (July 1997), which contributed to UNICEF's preparation for the Oslo Conference.

As another preparation, UNICEF Country and Regional Offices were asked to submit funding proposals for multisectoral initiatives addressing child labour. The proposals were incorporated into the *Framework Funding Document, Towards the Elimination of Child Labour: A Global Programme (1998–2002)*, prepared by UNICEF New York's Child Protection Section in the Programme Division in collaboration with the Education Section, and submitted to Norway in December 1997.

Both the Global Strategy and Global Framework underlined UNICEF's commitment to using a multisectoral approach in addressing child labour, and "mainstreaming" or integrating concern for the working child into all aspects of ongoing Country Programmes of Cooperation. In particular, three fundamental components were stressed within the evolving UNICEF approach:

- **provision of quality, relevant, and affordable education;**
- **support of interventions to improve household/family income/economies** to enhance their capability to provide for and protect their children; and
- **raising awareness of child labour and child rights at all levels of society** in order to promote respect and fulfilment of children's rights and to ensure that law enforcement effectively suppresses the demand for child labour.¹⁴

1998 During 1998, the Government of Norway agreed to provide funding to put the global strategy into action primarily through the sub-programme, *Education as a Preventive Strategy against Child Labour*. Finland also joined by contributing funds to the two African Regional Offices for support of the Africa Inter-regional Programme on the Worst Forms of Child Labour.

1999 In 1999, the *Education as a Preventive Strategy against Child Labour Programme* was officially launched, in which 27 countries received Norwegian funds for use between 1999 and 2001.

The Netherlands provided funds for piloting Early Childhood Development initiatives for countries to promote birth registration and school readiness in order to demonstrate the importance of the early childhood years in preventing child labour.

The World Bank contributed funds to the *Education as a Preventive Strategy against Child Labour Programme* in order to further focus in a few countries on the specific inclusion of girls in school.

¹⁴ UNICEF. Framework Funding Document Towards the Elimination of Child Labour: A Global Programme (1998–2002). p.3. New York, December 1997.

2000

Country and Regional Offices utilised the majority of the Norwegian funds allocated to programmes/projects that fell under the Global Child Labour Programme between 1999 and 2000, with some countries requesting an extension into 2001 and 2002.

UNICEF's Evaluation Office completed an evaluation of the *Capacity Building Programme on Child Labour (1997–1999)*, a component of the Global Child Labour Programme.

UNICEF joined the ILO and World Bank in supporting an inter-agency research project, *Understanding Children's Work (UCW)*, based at the Innocenti Research Centre, Florence, Italy, which was viewed as an outgrowth of the Oslo Conference (1997).

2001

In 2001, UNICEF's Executive Board approved the Medium-term Strategic Plan (MTSP) for 2002–2005, which stressed building on the previous MTSP, reinforcing the human rights and results-based management approaches to programming, and supporting five organisational priorities: girls' education, integrated early childhood development, immunisation "plus", fighting HIV/AIDS, and improved protection of children from violence, exploitation, abuse, and discrimination. All five priority areas connect to child labour issues, and indicate multisectoral actions that need to be taken by UNICEF and partners to break the cycle of poverty and disadvantage that bring children into the workplace, and to ensure the realisation of their child rights.

2002

Bridging funds from Norway enabled eight countries involved in the Global Child Labour Programme (Indonesia, Lesotho, Tanzania, Uganda, Benin, Cameroon, Tchad, and Chile) to continue programme activities and UNICEF New York to facilitate an evaluation of the *Education as a Preventive Strategy against Child Labour Programme*. Tanzania and Uganda, first-time recipients of Norway funds, used them to continue activities that fell under the Global Child Labour Programme.

The process of evaluating the *Education as a Preventive Strategy against Child Labour Programme* began in the early part of the year.

The Child Protection Section drafted an updated strategic framework for internal discussion to guide UNICEF's work on child labour as part of child protection and in relation to the MTSP 2002–2005.

While the time line provides a glimpse of actions towards development of the UNICEF Global Child Labour Programme (framed and guided by the CRC, CEDAW, ILO Conventions, etc.), it is helpful to supplement it by highlighting main aspects of UNICEF's programming that have been evolving since the 1990s, contributing to the identification and implementation of the intersectoral issues and concerns associated with child labour. The following is drawn from various UNICEF informational sources:

Child Protection Programme

This area of programming targets especially vulnerable children in need of special protection measures by focusing on sexual abuse and exploitation of children, child trafficking, child labour, child disabilities, juvenile justice, children affected and infected by HIV/AIDS, and children affected by armed conflict.

Education Programme

The overall priority in this programme is to ensure all children can realise their right to a basic education of good quality. It targets the most excluded or marginalised from education, with girls generally being the most excluded of the excluded, which has made girls' education a top priority. The three areas of focus are related to access, quality, and achievement with the understanding that education must be relevant, of good quality, affordable, and available to all.

HIV/AIDS programming

This programme area is a top priority and at the centre of UNICEF's efforts to assure/enforce child rights around the world. The programme areas of focus are on prevention among young people; prevention of mother-to-child transmission; care and support for orphans and children in families affected by HIV/AIDS; and care and support for people living with HIV/AIDS.

Integrated Early Childhood Development and Care (ECCD) programming

Another of the top priority areas, attention to early childhood development and care are considered critical in assuring a child's future emotional, social, physical and intellectual development, which lay the foundation for successful participation, learning, and achievement in school. Programming caters to nurturing the "whole child", which involves combining interventions in many areas, including health, immunisation, nutrition, safe water and sanitation, play, and protection from harm and abuse.

Health, Nutrition, Water, Environment, Sanitation (WES)

These focus on the provision of good quality services, a protected environment, and support of families to be effective guardians of their children's health and wellbeing. This means ensuring the rights of quality health care, nutrition, and water/sanitation facilities for all children, families, and communities.

Health focuses on immunisation (immunisations, vaccines, polio eradication, measles mortality reduction, maternal and neonatal tetanus elimination); community health; child and maternal survival (malaria, Community Integrated Management of Childhood Illnesses [C-IMCI], maternal and newborn health); HIV/AIDS; and health in emergencies.

Nutrition focuses on micronutrients; infant and young child feeding; maternal nutrition/low birth weight; growth monitoring and promotion; community-based programmes against malnutrition; nutrition information/surveillance systems; and nutrition in emergencies.

Water, environment, and sanitation (WES) focus on women and girls due to their suffering the most from inadequate sanitation; to help urban poor improve their environmental sanitation and access to water; to promote behavioural change and access to sanitation and clean water.

Rights-based approach

UNICEF's rights-based approach to programming incorporates a perspective based on human rights and the guiding principles of the CRC, which emphasise using an integrated/holistic and intersectoral approach to programming; building partnerships and alliances; ensuring the participation and empowerment of children, parents, women, and families living in poverty; and aiming for sustainable outcomes that realise children's rights.

Holistic/whole child approach

Framed in the rights-based approach, UNICEF aims to use a holistic/whole child approach as opposed to a single sectoral approach, which is based on the principle that child rights are multiple, indivisible, and interdependent at all stages of her/his development. The holistic approach emphasises creating a caring environment provided by family and community, as well as improving quality and accessibility of services provided through education and health delivery systems.

UNICEF Country Programme strategies

The UNICEF Country Programme priorities are established through an understanding of the country's priority problems concerning children's rights and their immediate, underlying, and basic causes; an understanding of UNICEF's Mission, mandate, policies, priorities, and resources; and an analysis of partners' roles, which are then addressed through an efficient and effective mix of strategies, including: advocacy; communications; capacity building; and service delivery that are aimed at affecting rights-based outcomes.

ANNEX 4

UNICEF GLOBAL CHILD LABOUR PROGRAMME SUB-PROGRAMMES AND FUNDERS

ANNEX 4: UNICEF GLOBAL CHILD LABOUR PROGRAMME SUB-PROGRAMMES AND FUNDERS (1997–2002)

Sub-programme	Location	Funder	Funds Received
Education as a Preventive Strategy against Child Labour Programme	ESAR – Kenya, Lesotho, Mozambique WCAR – Benin, Cameroon, Guinea, Mali, Senegal, Tchad MENA – Iran*, Lebanon, Morocco, West Bank & Gaza ROSA – India, Nepal, Sri Lanka EAPR – Cambodia, Indonesia, The Philippines, Thailand, Vietnam TACRO – Bolivia, Brazil, Chile, Colombia*, Costa Rica, Guatemala, Jamaica, Panama, Peru*	Norway World Bank*	1998 1997
Research Programme			
Social Exclusion in a Globalising World: Home-based Work by Women and Children	India, Indonesia, Pakistan, The Philippines, Thailand	Norway	1998
Facilitating the Active Participation of Children in the Elimination of Child Labour	Northeast Brazil	Norway	1998
Inter-agency Research Project on Child Labour — developing strategies for understanding children’s work and its impact	UNICEF, ILO, World Bank	Finland Norway Sweden	2000
Africa Inter-regional Programme	ESAR – Ethiopia, Kenya, Lesotho, Mozambique, Rwanda, South Africa, Uganda, Tanzania WCAR – Burkina Faso, Guinea, Senegal, Tchad	Finland Netherlands	1998 2000
Early Childhood Interventions	Bangladesh, South Africa, Tanzania, Uganda	Netherlands	1999
Capacity-building Programme	Interregional	Luxembourg	1997

ANNEX 5

LIST OF FUNDING INFORMATION

ANNEX 5: LIST OF FUNDING INFORMATION

Country /Region	Funder	Allocation (US\$)
ESAR		
Kenya	Norway	165,048
Lesotho	Norway	236,040
Mozambique	Norway	297,450
WCAR		
Benin	Norway	164,998
Cameroon	Norway	99,999
Guinea	Norway	61,000
Mali	Norway	167,051
Senegal	Norway	291,262
Tchad	Norway	100,000
MENA		
Iran	World Bank	200,158
Lebanon	Norway	105,011
Morocco	Norway	150,000
West Bank and Gaza	Norway	164,999
ROSA		
India	Norway	74,998
Nepal	Norway	297,450
Sri Lanka	Norway	160,000
EAPRO		
Cambodia	Norway	286,125
Indonesia	Norway	194,175
The Philippines	Norway	140,777
Thailand	Norway	67,917
Vietnam	Norway	135,890
TACRO		
Bolivia	Norway	149,999
Brazil	Norway	339,805
Chile	Norway	297,451
Colombia	World Bank	200,000
Costa Rica	Norway	129,999
Guatemala	Norway	297,451
Jamaica	Norway	297,451
Panama	Norway	99,999
Peru	World Bank	200,000

ANNEX 6

GUIDELINES FOR REPORTING ON THE CHILD LABOUR GLOBAL PROGRAMME

ANNEX 6: GUIDELINES FOR REPORTING ON THE CHILD LABOUR GLOBAL PROGRAMME

This template has been developed as an **additional** tool to assist in providing more **analytical** reporting on activities under the Global Child Labour Programme — in particular the Norway-funded programme: **Education as a Preventive Strategy against Child Labour**.

The original memoranda from PD in August 1998 and February 1999, which announced the funding opportunity and requested country office proposals, included a guide as an annex, which listed five strategic considerations. This guide builds on and extends that template.

1. In the reporting period how did child labour fit into the country programme?

- As part of child protection?
- As part of education?
- As part of child rights advocacy?

2. What have been the major outcomes/results from the child labour programme?

- What were your programme objectives?
- What indicators were developed?
- What scale were your activities, e.g. children covered?

3. How did you respond programmatically to the strategic issues set out in the guide?

The original guide of 1998/1999 stated: “Educational responses (to child labour) have to be sensitive to three categories of children who are most at risk of augmenting the labour market:

- a) Children at risk of never entering school (**access problem**) and who might be reached, in part, by ECD strategies that are community-based and family-focused
- b) Children at risk of **dropping out**, particularly girls, who might be reached through a mixture of quality improvements combined with economic support to the families
- c) Children who have **missed out** on education because of work commitments, who might be reached through a variety of “second chance” arrangements that combine learning with earning.

In the above context:

- What interventions, if any, did you develop that responded to the access issues facing working children?
- What interventions, if any, were developed to prevent drop-out of at-risk groups?
- To what extent were non-formal interventions developed and what attempts, if any, were made to integrate these with the formal education system?
- What connections, if any, were made to girls’ education initiatives?

4. How were your programmes connected to the efforts of others?

- In particular with the ILO in terms of joint programming, resource sharing, capacity-building, etc.
- What attempts were made to develop mechanisms for integrating the efforts of all major actors on child labour?
- To what extent, if any, were notions of comparative advantage developed to facilitate partnerships and avoid duplication of effort?

5. What lessons have been learned?

- What did not go to plan, and why, and what has been learned from failure?
- What went well, and why, and what has been learned from success?

6. What resource constraints did you face?

- How did you allocate the limited additional resources provided under this programme?
- To what extent were global resources catalytic in developing understated child protection elements of the country programme?

7. How will the results of the programme feed into the new MTSP?

- How will the experience and achievements of the child labour programme prepare you to respond to the child protection challenges of the new MTSP?
- How does child labour feature in your initial country programme framework for child protection under the MTSP?

ANNEX 7

COUNTRY-LEVEL PROGRAMME SUMMARIES BY REGION

EAPRO — EAST ASIA AND THE PACIFIC

Country: Cambodia		US\$286,124	Duration: 2000–2001
Preventing Child Labour Project of the Seth Koma (Community Action for Child Rights) Programme			
Target Group	Children 0–5 years old		
Goal(s)	<p>(Programmatic adjustments caused the wording of the goals/targeting to change between 1999 and 2001)</p> <p>(2001) Overall Goal: To improve the ability of Cambodian families and communities in more than 700 villages in six provinces to respect, protect, and fulfil the rights of children and women, and to achieve measurable improvements in child and maternal nutrition, health, and education, to assure the survival, development and protection of children with gender equity in the development process, through community mobilisation and initiative</p> <p>To provide opportunities with proper care and early education for 90% of 0–5 year olds, applying an ECCD approach at family level and in child care classes through increased learning achievement, and promotion of child health through the integration of life skills, improvement in teacher training modules and curriculum, and provision of ECCD materials</p> <p>To remove the roadblocks that limit access to education</p> <p>(1999) To prevent child labour in 552 Cambodian villages in poor rural areas through the promotion of early childhood care and education activities</p> <p>To provide community-based or home-based childcare and education through nonformal means</p> <p>To increase the number of children who have access to school to decrease the drop-out rate</p> <p>To increase community awareness about the importance of early childhood care and development, the benefits of basic education and the dangers of child labour</p> <p>To decrease the number of working hours of working children</p> <p>To decrease the number of children working</p> <p>To eliminate the most intolerable forms of child labour</p>		
Principle Strategy(s)	<p>The Seth Koma (Community Action on Child Rights) programme helps the government develop a structure that supports village-generated development plans using three strategies:</p> <ol style="list-style-type: none"> 1) Within the framework of CRC and CEDAW, a three-round of annual community-based child assessments was held in 1,000 villages during which parents, mostly mothers, bring their children for growth monitoring and dialogue to design and discuss Village Action Plans (VAPs) on issues, such as child care, education, control of diarrhea, immunisation, HIV/AIDS, and how to assist the most vulnerable. 2) Build skills of VDCs' (Village Development Committees) members through training activities in child care, fund management, resource mobilisation, health, HIV/AIDS prevention, etc. The VDCs become the organisers, mobilisers, data collectors, etc. 3) Bring together six UNICEF Cambodia programmes at the community level through joint planning and implementation, and improvements in school enrolment, literacy, immunisation, identifying/attending to those at risk. <p>Focus on Community Childcare and Education</p> <p>Based on the VAPs, provide technical and financial assistance to improve the quality of family-based care and to increase access to ECCD services, including a daily programme of activities for children, training and material support to 700 communities and family-based childcare classes, select teachers from the village, teacher training, quarterly meetings for teachers, and tend to the emotional, mental, and social needs of children.</p> <p>Provide childcare volunteers with WFP food rations</p> <p>Act on requests for community education activities as expressed in VAPs, which target out-of-school youth, mainly girls, who attend classes daily 1½ hours a day, six days a week for six months to learn how to read, write, and count, and learn the basics in health, agriculture, child development, family economics, social issues, life skills (birth spacing, water use, food security, hygiene, HIV/AIDS, and credit). The Community Education teachers are village volunteers who receive monthly rice rations from WFP, sometimes cash incentives from the MOE, a bicycle, and one month of training and participation in quarterly workshops.</p>		

Outcomes	<p>2000 ECCD Training was provided to 101 childcare teachers in two provinces (Kratie and Svay Rieng). Training was provided for community education teachers in Battambang. Quarterly meetings were held with childcare teachers and monitoring by provincial and district staff were conducted in six locations. Materials were provided and disseminated to existing childcare for 582 classes and new childcare for 133 classes in eight locations.</p> <p>2001 ECCD Training was provided for 214 new childcare teachers in four locations, and refresher courses were provided to 504 existing childcare teachers in 5 locations. Materials were provided to existing childcare for 504 classes in four locations and for new childcare for 670 classes in two locations. Quarterly meetings and monitoring were conducted in seven locations. A three-round of child assessment, including Village Action Plans, was held in Svay Rieng. Training was provided for Provincial and District Working Groups in Sva Rieng. The planning process was facilitated in Prey Veng.</p> <p>Access to Education A Community Education Assessment was conducted in six priority provinces in collaboration with the MOE and MOWVA (Ministry of Women's and Veterans Affairs) with VCDs (Village Development Committees), community education teachers, and community education students.</p> <p>Community Education Training was conducted with 200 new community education teachers in four locations. Refresher training was provided for 477 existing community education teachers in four locations. Training was provided for 109 librarians in Svay Rieng. Materials were provided to existing community education for 477 classes in four locations and new community education for 125 classes in two locations. Quarterly meetings and monitoring were conducted in six locations. Materials for examinations were provided for community education teachers in Stung Treng.</p>
Key Findings	<p>Childcare classes are mostly for children 3 to 5 years old, but often 2- and 7-year-olds attend. The 2001 annual review indicated that 100% of children who finished the Seth Koma childcare class went to primary school.</p> <p>In the Community Education Assessment in six priority provinces, the main findings were:</p> <ul style="list-style-type: none"> • All community education teachers said their villages needed more community education classes to satisfy villagers' demand. • After taking community education classes, about 70% of the students had increased agricultural production, improved health and nutrition care, and gave more attention to hygiene and sanitation. <p>The UNICEF follow-up survey of households in CASD villages in May–June 2000 showed that the percentage of children working decreased from 4% in 1998 to 1% in 2000 in UNICEF-supported areas, and child labour in the control area increased from 2% in 1998 to 4% in 2000. Notedly, in the same timeframe the percentage of people leaving their village to work for >6 months increased in UNICEF areas from 9% to 20%, as well as in the control area from 8% to 18%.</p> <p>This Community Childcare and Education project cooperates with the WFP for the provision of the monthly allowance of 10 kilograms of rice to childcare teachers and community education teachers.</p> <p>The MOE and the Ministry of Women's and Veterans Affairs are responsible for overall policy, strategic, and technical coordination and support to the provincial working groups, which, with the district working groups, are responsible for implementing and monitoring the Seth Koma Programme. At village level, elected Village Development Committees (five members; at least two are women) are responsible for formulating, implementing, and following up on Village Action Plans. The project is monitored in particular by a technical team from the provincial ministry departments who regularly visit villages and provide advice to teachers, organise monthly and quarterly meetings for teachers, and produce reports. The Childcare and Community Education teachers at village level monitor their activities and accumulate data, including attendance, drop-outs, age, and gender.</p> <p>The UNICEF WFP baseline survey (2000) results indicated that heads of household who are literate provide better care for their children – showing a relationship between care and survival/development.</p> <p>There is a budget constraint once the project monies end. Additional resources from UNICEF's Regular Resources were added in, but more are needed to cover the costs of projected activities, which include expanding the Seth Koma Programme to another 100 villages as of 2002, increasing the programme operation to >800 villages.</p>

	For an external person, the change of the name of the programme and accompanying description between the first and final reports is confusing with regard to understanding the shift in goals, objectives, etc.
Lessons Learned	The villagers' will to participate in NFE is a key element for programme success. The pilot project with Seth Koma in cooperation with CNSP has shown that the number of children out of school can be reduced through community involvement in formal education.
Partners	MOE, Ministry of Women's and Veterans Affairs, World Food Programme, UNDP/CARERE, FAO, WHO, provincial, district, and village level ministry offices, Village Development Committees
MTSP/CP/PRSP/etc. Links	This project is one of four components of the area-based Seth Koma/Community Childcare and Education of the Community Action for Child Rights (CACR) Programme that consists of two projects: Decentralisation for Community Empowerment and Village Plans for Basic Services. The project collaborated closely with the UNICEF Cambodia Education and the Children in Need of Special Protection programmes. The Education Programme provided 740 library bags to 740 Seth Koma villages and books were provided to 213 new community education classes. The Children in Need of Special Protection programme printed 1,000 childcare development posters, which Seth Koma distributed to 1,000 Seth Koma targeted villages and contributed to the childcare and community education classes' refresher training, meetings, monitoring, and supplies.

Country: Indonesia US\$186,718 and \$82,068 Duration: 1999–2002 and 2002–2003 Combating Child Labour and Achieving Basic Education for Children 6–15 years old in East Java	
Target Group	Children 6–15 years old in East Java (focus on drop-outs and potential drop-outs)
Goal(s)	To eliminate in a phased manner child labour and full-time work for achievement of the government's goal of universal nine years of education for children 6–15 years old in selected districts of East Java province To identify more accurately the nature of the causal factors of child labour/school drop-out, existing policy and institutional frameworks, existing programmes for working children, and prevailing attitudes of children, parents, employers, and government officials towards child labour in East Java. <i>(This will accomplish achieving a comprehensive understanding of the situation of child labour in East Java used to determine interventions with relevant partners/sectors.)</i> In consultation with relevant sectors and partners, to identify specific activities to combat child labour and achieve basic education for children 6 to 15 years old within the context of national poverty alleviation programmes or through community-based organisations that can be integrated with ongoing/proposed interventions in UNICEF's selected districts and villages in East Java. <i>(This will accomplish an intersectoral plan of action to combat child labour identifying roles and responsibilities of a range of actors who are key to the solution.)</i> To ensure that the most vulnerable and poor families and children in the selected districts and villages are prioritised when targeting interventions. <i>(This will accomplish the provision of coverage to the poorest families/children in targeted East Java districts.)</i>
Principle Strategy(s)	Focus on potential school drop-outs and their families (preventive strategy) Focus on school drop-outs and their families (curative/rehabilitative strategy) Target advocacy/social mobilisation initiatives with families, communities, and employers
Outcomes	Objective 1: Two research studies were conducted in 1999 building on the 1997 situation analysis of child labour in East Java. Contributions were made to a number of publications on the worst forms of child labour that have been compiled in one book, "Children whose rights are violated: Social Portrait of Neglected Children in Need of Special Protection" by Bgaong Suyanto (2001). The Focus Group Discussions (FGD) and research contributed to better understanding the number of working children in East Java, the types of work and reasons to work and drop out of school. An overview of resources and partners (NGOs, CBOs, universities and research institutes, provincial and local government, and employers' organisations) in East Java was developed.

	<p>Objective 2: With strategic partners and through ongoing initiatives: Building partnerships — It increased awareness, understanding, and capacity of selected partners in East Java on child labour and education through a series of seminars, trainings, and workshops. See partners for list of partners. Children have not been worked with in a meaningful way as of yet, but national and local governments now recognise the child labour issue needs to be addressed. JARAK, the NGO network, provided strong support in organising the Future Search Dialogue (FSD) on eliminating the worst forms of child labour in East Java – through consultative meetings with counterparts at local level.</p> <p>Child Watch Forums (CWFs) — The development of CWFs in five districts in East Java (Probolinggo, Bondowoso, Tulung Agung, Sampang and Lamongan) is considered the most important achievement. CWFs advocate for child protection and monitor child labour. Their mandate has broadened beyond the initial monitoring of potential and actual drop-outs to include community sensitisation, mobilisation on CRC, ILO conventions 138 and 182, and strengthening networks and stakeholders.</p> <p>Media — It built public awareness and concern on child labour and basic education; 30 articles were published at the national and local levels, 15 TV and radio talk shows were broadcast on child labour issues.</p> <p>Objective 3: Support was provided to nine local CBOs, many religious boarding schools providing formal and NFE opportunities and linkages.</p> <p>During the interim phase (2002–2003) Funds have been used to conduct participatory and capacity-building research in two East Java districts: Tulungagung (child labour found in the marble and garment industries) and Probolinggo (child labour found in the fishing industry and on tobacco plantations) in close collaboration with two CWFs and a Research Team of six members, including two international consultants, who are building local capacity to do participatory research with children, and ensuring that the CWFs with communities and other local partners will carry out the recommendations (due to be completed in July 2003).</p>
Key Findings	<p>East Java province was selected as the target area due to the increased risk of child labour in recent years because of rapid industrialisation.</p> <p>The programme has made important contributions to setting up mechanisms and structures to tackle child labour and promote child labour in a sustainable way, including the Child Watch Forums (CWFs) in five districts in East Java. They constitute a network of Community-based Organisations (CBOs) concerned with child rights. CWFs work with formal and NFE systems to identify potential and actual drop-outs. Using community mobilisation, these children are encouraged to remain in or return to school. The CWFs have prioritised actions to raise awareness on the importance of safeguarding children's rights with local government and parliamentarians and community leaders and to allocate sufficient resources.</p> <p>The programme has developed important partnerships with local government, parliamentarians, media, employers' organisations, NGOs, universities, and provincial Child Protection Body.</p> <p>Through studies, it has improved the understanding of child labour in East Java; specifically they reveal low commitment among poor families to send their children to school due not only to poverty but also to cultural perceptions of children as potential income-earners, which takes priority over education; the school learning environment, conditions, and teachers' attitudes towards children from poor families also are determining factors affecting educational quality and drop-out rates.</p> <p>Although use of the Norwegian funds began in 1999, knowledge-building began in 1997, during which time a comprehensive situation analysis of CL and a qualitative study were done in three districts in East Java, which formed the basis for programme interventions. By 1999, four different districts in East Java were identified and prioritised, three of which (Probolinggo, Tulung Agung and Sumenep) have benefited from the Norwegian funds. By 2001, other districts were included (total of five) and received support for their CWFs (advocacy/monitoring bodies for child rights/eliminating child labour).</p> <p>The CWFs were created to bring together stakeholders and resources to address child labour, especially by identifying potential and actual drop-outs, and collectively find solutions. They link with institutions such as the Child Protection Bodies (LPAs) at provincial level for referral services and rehabilitative programmes. Many CWFs have not yet moved to direct action for children as they continue to concentrate on advocacy/monitoring.</p>

	<p>Due to reassessing strategies, UNICEF Indonesia did not renew financial support for the CWFs, but they continued to be active with support from local government and other donors, for example, in Tulung Agung, the local parliament allocated about US\$4,000 to the CWF for 2002 for use in obtaining birth certificates for students from poor families and street children. This indicates how the CWF has been successful in raising awareness and lobbying for support among local politicians, local leaders, religious leaders, and local government for child protection issues.</p> <p>Indonesia's ratification of ILO Conventions 138 (1999) and 182 (2000) and the development of an NPA to implement Convention 182 were considered major steps towards developing a legal framework to combat child labour.</p> <p>With the increasing role of civil society, the number of active/effective NGOs addressing child labour is increasing. In 1997, with support from ILO-IPEC, JARAK, a network of NGOs working on child labour issues was established in East Java with a "one-stop service centre" in Jakarta.</p> <p>Since the start of the programme, Indonesia has experienced many changes, going from authoritarian rule to democracy with its first democratic elections being held in 1999. Government and civil society are learning to manage the transition; there has been a growth of NGOs and activists. The law on decentralisation and revenue-sharing (2001) gave authority to the district level to allocate resources and formulate policies. With such democratisation, district level parliaments are becoming more proactive in spending funds, but there continues to be a low level of awareness of social development issues, especially with regard to child protection/child rights.</p> <p>In line with the new UNICEF Indonesia Country Programme, at national level, UNICEF supports the government's efforts to implement a National Action Plan on the Elimination of the Worst Forms of Child Labour. At the district level, UNICEF is working with partners to develop a mode on eliminating child labour in a specified geographical area using an intersectoral approach. The target of all UNICEF interventions is the most vulnerable children and families in selected districts/villages, which means that the third programme objective is being met in a broad context/way.</p> <p>UNICEF Indonesia has made some changes in district targeting and the government's decentralisation efforts have caused the boundaries of some districts to change.</p> <p>UNICEF Indonesia and ILO-IPEC coordinate support to the GOI, especially at the national level with regard to the implementation of ILO Convention 182, acting as Secretariat for an inter-agency network on child labour (composed of UN, bilaterals, INGOs), and exploring joint programming.</p> <p>The GOI was finalising the NPA for the implementation of ILO Convention 182 on the Worst Forms of Child Labour, it was expected to be adopted end of 2002. (Includes establishing coordinating committees at national, provincial, and district levels with an array of stakeholders as members.)</p> <p>JARAK, a child labour NGO network, provided an important link between the government initiative and CWFs in regard to the Future Search Dialogue (FSD) on the elimination of the worst forms of child labour in East Java. UNICEF support of the FSD helped ensure active participation of CWFs in the government programme along with government representatives, working children and their employers, parents, media, trade unions, NGOs, and donors.</p> <p>Research provided information for awareness raising and advocacy but more work is required on the complex factors that contribute to child labour, i.e. what motivates children and their families, and how these factors can be addressed. More effort is needed to capture the child's perspective in order to avoid assumptions.</p> <p>The series of Focus Group Discussions (FGDs) was an important advocacy/awareness tool, but did not produce the quality of data expected, which was partly due to the facilitation teams being comprised of provincial and district level education officials rather than NGOs/CBOs, which would have ensured closer linkage to communities. There is a need to build greater local capacities in conducting FGDs, and more importantly for analysing results of the discussions, with particular attention given to involving/interviewing children.</p> <p>There is a need to develop a comprehensive communication strategy that would help to make use of the media to move from increasing awareness to taking specific actions.</p> <p>NFE cannot compete with formal education in terms of outreach and resource allocation. The biggest player in NFE is the government, which provides Packet A and B options (literacy/learning packages for elementary/junior high school drop-outs) that come under the Directorate for Extra Curricular and</p>
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	<p>Youth (NFE). The packets are said to be equivalent to the formal curriculum, but the quality is not the same. NGO efforts, on the other hand, are known to offer better quality and more relevant NFE, but are limited in outreach. It is viewed that the Directorate for Basic Education and Middle Level could take on more responsibility for out-of-school and working children.</p> <p>At the beginning of the programme, implementation was hampered by mistrust between the government and NGOs. The situation has improved and needs constant nurturing so that stakeholders do not feel that external players are blaming them for child labour. This programme has indirectly contributed to improving the collaboration between the government and NGOs; both are now willing to recognise the other's limitations and contributions.</p> <p>The general perception in Indonesia is that it is good for children to work and is an integral part of raising children. While most agree that some of the worst forms of child labour, such as commercial sexual exploitation of children, are bad, there is no consensus on what makes certain types of work detrimental to children.</p> <p>Most parents understand that education is good for children, but few see the direct benefits. There is a perception (and in some cases it is a fact) that children will end up doing the same type of work (factory or agricultural work) whether they have less or more schooling. This is due to the quality of the education offered and limited work opportunities. The children who drop out are seen as getting a head start in the labour market.</p> <p>NFE is not yet a viable option in Indonesia due to the government's programme being underfinanced and of poor quality. Those provided by NGOs can be of good quality but are limited in number/outreach. The CBOs supported by UNICEF provided educational opportunities for working children but there was little success in integrating the working children back into the formal education system. This was attributed to the fact that the formal system remains inflexible and the government has not given attention to changing this. The MOE's Directorate for Extra Curricular and Youth (NFE), which is responsible for NFE, is underfinanced and lacks quality, contributing to creating a weak link between formal and NFE.</p> <p>Decentralisation can be viewed as an opportunity; it presents the need for local government/parliament to be convinced of the importance of addressing child labour. Many actors at the local level are new to the concepts of child rights, child protection, and child labour issues.</p> <p>Many government counterparts think that child labour will be eliminated once poverty is resolved so they argue in favour of income generation and poverty reduction, whereas UNICEF Indonesia believes that poverty is only one factor and many others need to be addressed, hence the need for an intersectoral approach.</p> <p>Competition for influencing the project implementation and control of resources among different government bodies, NGOs, CBOs, and UN agencies leads to delays and duplication. Some individuals are more motivated for personal gain/status than for working towards the goals of the project.</p> <p>The end of one Country Programme and beginning of another slowed implementation due to the need to reassess priorities/strategies for addressing child labour.</p> <p>Limited human resources in the UNICEF Indonesia CNSP Section during 2001 slowed implementation.</p> <p>Child labour was a sensitive issue until the fall of Suharto (1998) due to the perceived links to workers' rights and independent trade unions.</p> <p>Both provincial Future Search Dialogues supported by UNICEF in this programme brought all stakeholders together in a non-threatening environment to build a common understanding on child labour, and have been catalysts for establishing the provincial coordinating committees in East Java and North Sumatra for implementing the NPA for Eliminating the Worst Forms of Child Labour. Both UNICEF Indonesia and ILO-IPEC support the establishment of the Committees.</p> <p>Future plans involve knowledge-building, supporting government initiatives, and taking into account recommendations/strategies offered by the international child labour expert William Myers following a visit to Indonesia in 2001. Recommendations include: developing an integrated, area-based, child-centred model; clearly defining child labour as detrimental to the child and linked to the violation of other CRC rights; and addressing the cluster nature of rights violations linked to child labour. Strategies include: treat working children as partners; collaborate with education initiatives; work in close partnership with ILO-IPEC, the government and other partners; replicate the model beyond East Java; and develop a communication strategy to disseminate research results/experiences.</p>
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	<p>Pursuant to this project, UNICEF was asked by the GOI to provide assistance in strengthening the monitoring and evaluation component of the NPA, building capacity of the coordinating committees, and mapping the child labour situation at the district/provincial levels.</p> <p>The current 2002–2003 research project is complex, as it involves team members from six different organisations based in different districts in East Java, the 12 members of the CSEC (Commercial Sexual Exploitation of Children) research team in two provinces and the international experts in two different countries, which requires much coordination, time, and effort.</p> <p>The GOI adopted the Child Protection Law in 2002, which has several articles that address economic exploitation of children.</p> <p>The GOI formulated and adopted in 2002 the NPA on the Elimination of the Worst Forms of Child Labour; the NGP on the Elimination of Commercial Sexual Exploitation of Children and the NPA on the Elimination of Trafficking of Women and Children.</p> <p>As a follow-up to the Future Search Dialogues supported by UNICEF Indonesia, two provinces, East Java and North Sumatra, have established Provincial Coordinating Committees and Provincial Action Plans for the elimination of the worst forms of child labour. They represent a sign of local government's commitment.</p>
Lessons Learned	<ol style="list-style-type: none"> 1. Accurate information is important in order to ensure appropriate actions. Insightful information about children comes from the children themselves. It is important to have research methods that allow researchers to look at the world of children from their own perspective. <p>Researchers will have a greater sense of ownership of research results if they are involved in developing the whole research process — design, protocol development, data collection, analysis and report writing — since most are from organisations addressing child labour in East Java. They also feel more responsible for implementing the research recommendations.</p> <p>It is also important to include district-level counterparts throughout the research process to ensure ownership, which will facilitate implementation of the recommendations. The establishment of a Support Group allows counterparts (especially governmental) to contribute to the research at critical points in time.</p> <ol style="list-style-type: none"> 2. Formal education need to be prioritised — this was learned from working with NGOs on education for working children and how the emphasis should be on integrating children back into the formal education system since the NFE alternatives are limited and of inferior quality. NGO efforts show that they can provide better quality and relevance but are able to reach out to only a limited number of out-of-school children 3. Partnerships are important — especially since child labour is part of the very fabric of Indonesian society, so it cannot be addressed unless there is a partnership among all stakeholders from the community to the national levels. Part of this includes building capacity among partners on child labour. Changing attitudes and beliefs is a slow process requiring patience and time. Some partners: <ul style="list-style-type: none"> <u>Government:</u> While the government has a responsibility for ensuring the legislative framework and policies are in place, action has to occur at the community level in order to assure that the children's situations and viable alternatives are appropriately considered. <u>Children:</u> Children, especially child labourers, need to be involved in identifying, developing, and implementing solutions to correct the violation of their rights, but this is not easy to accomplish. <u>NGOs:</u> The relationship between NGOs with the government, employers, and parents needs constant nurturing in order to develop trust and avoid blame. This lesson was based on the fact that child labour is a generally accepted norm, but it is understood that child labour is not in the best interest of the child — several stakeholders sometimes feel that external agencies are blaming them for the current situation; these relationships need to be handled in a delicate manner. <u>Religion:</u> Working through existing religious structures, including through the Kiais and the Pesantrens (religious boarding schools) can be an important entry point into dealing with the beliefs and attitudes of people. Religious leaders can therefore be effective in advocacy efforts. <u>Media:</u> An important ally if they are convinced about working against child labour.
Partners	<p>ILO-IPEC</p> <p>Members of JARAK — a child labour NGO network</p> <p>GOI (national, provincial, district, local) Ministry of Manpower, the MOE — the Directorates for Basic Education and Middle Level, and Extra Curricular and Youth (NFE), Ministry of Religion, district-level Chamber of Commerce, district parliaments, religious organisations, the East Java provincial Child Protection Body, University of Airlangga, media, especially Surabaya Post, teachers, religious and community leaders, employers of working children, parents,</p>

	communities, trade unions, NGOs, universities, donors, working children, child labour experts
MTSP/CP/PRSP/etc. Links	<p>A new Country Programme cycle began in 2001, during which time a new section was established, the Child Protection Section, in which the Child Labour programme is placed. Information-sharing with ILO-IPEC ensured the avoidance of duplication and exchange of studies/research, and together acting as the Secretariat of an inter-agency network on child labour links UNICEF Indonesia with other UN agencies, bilaterals, and INGOS working on child labour. Links were also made through the Future Search Dialogues held at the national level in 2000 in Jakarta, and East Java and North Sumatra in 2002 with regard to building consensus on eliminating the worst forms of child labour, and with child labour activities carried out by the Child Protection Body (LPA) in East Java and other provinces; the education campaign on nine years of compulsory education; and all education initiatives supported by the UNICEF Indonesia Education Section.</p> <p>The targeted districts in East Java were used for developing content for a Netherlands children's TV programme focused on child labour in Indonesia with UNICEF technical support</p>

Country:	The Philippines	US\$140,776	1999–2000
Education as a Preventive Strategy against Child Labour			
Target Group	Working and at-risk children		
Goal(s)	<p>To provide access to education for working and at-risk children</p> <p>To support and catalyse the "Child Friendly Movement", which transforms the CRC from a legal framework into well-defined, well-focused activities addressing the needs and rights of children</p> <p>To contribute to the overall objectives of the Child Protection Programme:</p> <ul style="list-style-type: none"> • issue and implement a policy that provides access to education for child labourers • support the development of a model demonstrating a child friendly school in a city, municipality and province • get at least 80% of identified child labourers in school or provided with learning opportunities • get 100% of families covered provided with parent education programmes <p>and to the main components: communication; local policy and institutional development; and strategic programme support to health, nutrition, education, child protection, gender and development</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Number of children provided access to education through an identification process in targeted areas • Identification of educational needs of working children • Mobilisation/organisation of parents of working children • Establishment of Community Education Funds managed by communities for continuing education of identified working children 		
Principle Strategy(s)	<p>Advocate responsive education policies</p> <p>Model a child-friendly school in a city, municipality or province</p> <p>Support family and community-based initiatives</p> <p>Provide vocational skills training</p>		
Outcomes	<p>Advocacy for responsive education policies</p> <ul style="list-style-type: none"> • A series of dialogues, consultations, and orientations were conducted on child protection/child labour with Department of Education, Culture and Sports (DECS) staff in regional offices, administrators. In 1999 basic orientations/trainings were conducted for 750 school administrators and teachers of about 50 schools on the Child Friendly School System (CFSS), which were designed to help the Child Friendly Movement under CP (Country Programme) V take off. By 2000, 1,000 teachers participated in school-based orientations, which focused on using the CRC as a framework. • A significant outcome of a project-supported orientation with 55 Dept. of Education administrators was their taking a collective action to prioritise child protection issues in their regions and to pursue aggressive action in preventing further abuse and exploitation. • Support was provided to the national consultation towards the formulation of a Philippine NPA against Commercial Sexual Exploitation of Children, which has education as one of the major influences to reintegrate the child into the community and prevent further exploitation. 		

	<ul style="list-style-type: none"> • Support of the ongoing study “Towards a Culturally Appropriate Educational Strategy for Children of Indigenous Peoples”, which, upon completion, will contribute to policy recommendations for the education of indigenous peoples. <p>Modelling a Child-Friendly School in a City, Municipality or Province</p> <ul style="list-style-type: none"> • This involves supporting innovative approaches to providing education to working children, especially in hard to reach areas. The project has worked with the Educational Research and Development Assistance Foundation (ERDA) on its programme “Partnership Towards the Education of working and High Risk Children”, including designing alternative and indigenous educational programmes for working children and establishing Community Education Funds (CEF) in partnership with people’s organisations. So far, six model barangays in Eastern Samar and Northern Samar municipalities (in CPC V priority areas) have been targeted and organisational, CEF, and educational activities have taken place. • Through ERDA, educational support was provided to 100 elementary/high school children (in addition to supporting the community process). • Through other NGOs in Metro Manila within a community participation/organisation initiative 1,500 children benefited from educational support (particularly receiving school supplies/materials). <p>Family and Community-based Initiatives</p> <ul style="list-style-type: none"> • Support of the preparation and pretesting of the “Manual on Organising Local Council for the Protection of Children” and discussion took place on including a popularised version of the CRC with the manual for use by Local Councils for the Protection of Children, which are being used by technical implementers and workers (the Manual aims at helping Barangay/Local Councils become organised and operational). • 1,000 parents participated in parent education sessions as part of the preventive strategy against child labour (topics include CRC, ECCD, value formation, child labour laws/policies). <p>Vocational Skills Training</p> <ul style="list-style-type: none"> • >200 working children participated in a special type of vocational training, the Dual Training System (combines two places of learning: the school/training centre and the factory/office/industry environment) which increased older children’s chances of gainful employment upon completion. The partnership with ERDA incorporates the Expanded Values Education Programme, which prepares trainees to work and learn together in an atmosphere of trust. Upon completion of the courses, social workers follow up on the children and youth.
Key Findings	<p>The project began in 1999 with the launching of the new Country Programme Five (CP V) in which the Child Friendly Movement is central. The project was integrated into the CP V with distinct activities. As the Movement has accelerated, awareness is increasing about the serious lack of educational opportunities for child labourers.</p> <p>Issues and challenges focus on the need to invest in prevention and early intervention programmes against child labour; the need to establish safety nets and adequate support systems for child victims; and the need to enhance advocacy and resource mobilisation for child victims of child labour.</p> <p>In spite of the GOP’s sincere desire to provide EFA for all Filipino children, a complex mix of problems leave many children out of the educational system: opportunities remain limited, expensive, and inaccessible for many children and youth. The most common child labour is non-paid and some join parents in their work to add to family income, especially in agricultural work and subcontracting work. The actual value of the child’s work to the household is unknown, but believed to be important in addressing his/her family’s needs.</p> <p>At the national level, the MOE or DECS has yet to develop relevant policies to ensure access to continuing education for working children. However, division and district level administrators and teachers remain active and committed. The DECS with other government agencies and NGOs explore options to maximise school participation and minimise school drop-out among school-going working children.</p> <p>Funding complemented support to existing interventions on education for working children. Providing initial funds for model-building at community level allowed for replication/expansion to other areas, such as the Community Education Fund (CEF), which is being organised in other areas due to one community’s successful experience and becoming an integral part of the community organisation process. Building models and providing support to innovative approaches like CEF were pursued with the NGO, the Education Research and Development Assistance Foundation (ERDA)</p> <p>The project has provided rich and encouraging experiences that have led to continuing groundwork at the community level, advocacy and resource mobilisation among sectors, and building partnerships that laid the groundwork for the MTSP. The experience has exposed gaps (the serious lack of educational opportunities among child labourers was highlighted) that need to be looked into in while implementing the MTSP, such as full enforcement of laws and policies, ensuring family care and community care for children, and the systematic generation and monitoring of information on children in need of special protection.</p>

	<p>A continuing process of values formation, particularly on trust and value for education, community building and participation are considered integral to the strength of organised communities. The scheme for education sustainability is the Community Education Funds scheme in which weekly collections of an agreed amount per family are pooled and used for school expenses of qualified school children per a set of guidelines reached by the community members in view of family situations.</p> <p>Along with the CEF, a programme was designed to provide vocational education and skills training for out-of-school working children and prepare them for the workplace by placing emphasis on and integrating lessons on job readiness, work values and conflict resolution skills. The Dual Training System (DTS) was part of this programme that combined vocational training in the classroom with in-plant/industry training.</p> <p>Implementation is affected by:</p> <ul style="list-style-type: none"> • the need to update/disaggregate data on child labourers to determine the magnitude of children who do not have access to formal education; the existing formal school system does not have a system for gathering information on eligible children who are not in school or have yet to enter school; efforts to institutionalise such a system have been minimal, informal, and sporadic • the need to build more partnerships and linkages. Schools through DECS need to reach out to more partners and expand linkages to build support and collaboration, and leverage resources so outreach is extended to working children/children in need of special protection and their families • the need to advocate for education policies for addressing children in need of special protection/working children's concerns; this includes being sensitive to children who combine school and work, for example, with regard to their schedules, such as during harvest time, and the cost of schooling • the need for alternative learning schemes for working children and children in need of special protection to help them remain in school.
Lessons Learned	<p>Using the CRC as a framework allows for illustrating the many, significant and interrelated factors contributing to the problems of children, particularly exploited working children.</p> <p>Children-centered, family-focused, and community-managed approaches need to be implemented in order to reduce the situations where the child could be exploited. It is a first line of defence and the most cost-effective. Some prevention approaches include parenting education/family development; empowering children; encouraging children's participation in planning activities against abuse/exploitation; raising awareness of the child, family and community of abuse/exploitation; establishing community-based surveillance/monitoring mechanisms.</p> <p>There is a need to invest more on prevention and early intervention programmes against child labour.</p> <p>Some parents require their children to work to earn income, and some children earn a major portion of the total family income. Returning to a family without any means of income will force the child to return to work no matter how hazardous or exploitative.</p> <p>There is a need to establish safety nets and adequate support systems for child victims, such as establishing Community Education Funds for working children, especially those at risk. Children rescued from hazardous and exploitative occupations when reconciled with their families often return to their work situation due to the lack of support/safety nets. Safety nets/support, such as education and livelihood opportunities for parents along with specialised services for child victims to overcome trauma/emotional stress are important to deter children from being exploited again.</p> <p>There is a need to enhance advocacy and resource mobilisation for children who are victims of child labour, which should be used for providing relevant and quality education for working children to prevent missing and dropping out of school.</p> <p>When there is a lack of clear policies concerning children in need of special protection within the Department of Education along with lack of coordination and a constant change of personnel and officials, the task of developing and implementing relevant policies to ensure access to continuing education for working children is made difficult, but the commitment and actions taken by teachers and administrators at the school level are important and can have some effect. In general and in spite of increasing levels of awareness of child labour, the lack of political will/action and resources make institutionalisation of child protection activities difficult to attain.</p> <p>The complex situation of working children requires creative, innovative, and cost-effective strategies so as to adequately address their needs and rescue them from hazardous and exploitative situations.</p> <p>The mobilisation and organisation of parents and communities towards the education of working children was critical to project sustainability.</p>

	Strengths lie in the commitment of partner organisations to facilitate implementation, integration of educational assistance in other concerns/activities of communities, involvement of people's organisations, and careful selection of qualified beneficiaries of the project.
Partners	Government – Department of Education UN agencies/UNDAF members – ILO-IPEC – UNESCO NGOs, particularly the Education Research and Development Assistance Foundation (ERDA) People's Organisations, such as The Religious of the Sacred Heart of Jesus in Northern Samar and Social Action Centre of Borongan and St. Mary's Academy of Easter Samar Families and Communities in targeted areas With regard to the educational support to working children, the project complemented similar activities supported by ILO-IPEC with the same NGO partner in other provinces and cities. The vocational skills training/Dual Training System was implemented in partnership with UNESCO, which also included joint monitoring visits and regular programme discussions. UNESCO and UNICEF as a result co-funded an evaluation of the component on vocational education for working children.
MTSP/CP/PRSP/ etc. Links	The project was integrated into the Child Protection component of CP V and was part of the strategy to transform the CRC from a legal framework into a nationwide Child Friendly Movement, creating links among neighbourhoods, schools, health facilities, media, workplaces, religious communities, villages, municipalities, cities and provinces. The project experiences informed the MTSP. Dialogues under UNDAF continue to avoid duplication and overlap of activities with the same partners working in the same areas.

Country: Thailand		US\$135,888	Duration: 1999–2000
Strengthening the Educational Response to Child Labour Exploitation in Thailand			
Target Group	Students from disadvantaged families who are at risk in 32 target schools in the North and Northeast		
Goal(s)	To alleviate the problem of child labour using education as a tool To keep the children in school/decrease the school dropout rate To improve the school environment		
Principle Strategy(s)	Support the implementation of the Thai government on educational reform Develop local interventions to prevent child labour Improve the accessibility and perceived value of formal education available through the schools and community Demonstrate the basic concepts of life skills and livelihood training Directly reduce the problem of child labour by convincing parents of the medium- and short-term benefits of keeping their children in school Equip students with livelihood skills so that they can earn better wages if they do leave Intensify the livelihood training curriculum so students have the skills to earn income while studying so they can continue their education Provide policy makers with a workable and scalable model of livelihood training in order to pave the way for national curriculum development Give access to communities to participate in solving the problems of dropouts and child labour through education		
Outcomes	The Office of the National Primary Education Commission (ONPEC) selected 7 provinces with high child labour rates based on the National Economic and Development Board (1998) survey: Khon Khen, Chaiyaphum, Chiang Rai, Chiang Mai, Sriraket, Surin and Ubon Ratchathani in the north and northeast, which were already or would be in the UNICEF-supported Child Friendly School programme. 32 schools in the provinces were targeted; each district primary education supervisor selected schools based on criteria recommended by ONPEC and UNICEF. Meetings were held at the schools with parents, local government officials, and teachers to draft criteria for targeting students. A student tracking system (MIS) was also applied by schools targeting vulnerable students. Together the consultations and MIS identified the children at risk. A total of 2,219 students (1,019 in 1999 and 1,200 in 2000) with >50% girls were selected in the 32 schools. Types of livelihood training per the curriculum were selected by schools and communities based on community needs, income-generating opportunities,		

	<p>and availability of trainers. The community became involved in the livelihood training process, which included training on bicycle repair; growing insecticide-free vegetables; Thai silk weaving; planting mushrooms; raising pigs, hens, and chickens; preserving food; mixed agriculture; dress-making; hair and makeup; electrical appliance repair; small engine repair; making bamboo furniture; Thai dessert cooking; embroidery; electric lining; gift-making; handicrafts; growing flowers and plants; making artificial flowers; and preserving dried foods.</p> <p>Curriculum development was completed.</p> <p>Students were empowered by being trained in financial management, as well as in livelihood skills development and income.</p> <p>Due to the success of the programme, ONPEC expanded the programme adding more schools located in different provinces.</p>
Key Findings	<p>The economic crisis worsened the child labour situation. The national data cited are outdated; 1998 is the latest source obtained from the National Economic and Social Development Board.</p> <p>The project has contributed to the UNICEF-supported Child Friendly School comprehensive educational strategy aimed at reducing drop-outs and improving the learning environment.</p> <p>Achieving consensus with ONPEC on implementing the livelihood training in schools was part of the education reform process. Traditionally ONPEC's central education budget did not allow schools to revise the curriculum. Recent education reform placed emphasis on local curriculum, but changes were reported as being slow to occur due to insufficient financial resources, bureaucratic pressures, and capacity. With regard to the livelihood activity, materials, equipment, and experienced trainers are required that can exceed the school budget.</p> <p>In this project, communities were given the opportunity to participate in solving the problems of child labour and drop-outs through this project. Field visits by the capacity-building officer and interviews with community members indicated that the project stimulated communities to participate in solving the child labour problem.</p> <p>Selected schools met the following criteria: serious problems with students becoming child labourers; low transition rates from primary to secondary; community location particularly affected by the economic crisis; committed school administrators; availability of trainers for livelihood training; good community cooperation with schools; and ability of the local community to support school activities generating student income.</p> <p>The criteria for student selection included students: in primary 5 or 6 (12 to 15 years old); from a poor family; possessing the basic ability to learn a livelihood skill; with frequent absences from school due to work; have a tendency towards joining work force before entering secondary school.</p> <p>Targeted students were able to learn a livelihood skill and earn income while studying. The experience developed students' skills not only in the livelihood skill, but also in budget and personal management, interpersonal, and communication skills.</p> <p>Parents stopped pushing children into the work force when they were able to see the livelihood training was beneficial to their children and community.</p> <p>The level of success caused schools to expand the livelihood activities, using their own budget in order to include more marginalised children.</p> <p>Schools located in tourist spots, such as near the Hill Tribe areas, were successful in producing products and were able to link with the Tourism Authority of Thailand to sell them to tourists.</p> <p>Some schools had to change the type of livelihood skills training due to community attitudes. One school trained students to repair electrical appliances, but community members did not believe that this training would enable students to earn income. So to support the community, other kinds of repair-type training were offered. Another school was not allowing boys to learn hairdressing and dress-making, which were perceived as girls' training activities, until discussions with a UNICEF Officer using a child rights-based approach changed their decision; students are now allowed to pursue the training they want without discrimination.</p> <p>The selection of training activities was linked to what was happening in families, which contributed to families enhancing their capacity to better design/ attend their products.</p>

	<p>By 2001, it was expected that targeted schools would be able to generate income for all students enrolled in the programme. With the income, it is able to reduce pressure on families to have their children enter the workforce. The plan includes adding other activities in schools and communities to create a holistic support project for eliminating child labour.</p> <p>Anecdotal information and interviews reveal that parents are responding positively to the availability of livelihood training in schools by showing greater resistance to pressures to have their children become child labourers.</p> <p>A couple of constraints include the lack of funds to expand the livelihood training activities in school and the need for reserve funds at school/ community level to purchase raw materials required for production so the items can be marketed and the children can earn more money.</p>
Lessons Learned	<p>Lowering school drop-out reduces child labour.</p> <p>The close cooperation between school and community in finding solutions for child labour is important. Lasting reductions in child labour result from intermediate results showing increased school attendance by targeted students and increased school and community attention to the problems of targeted students.</p> <p>Combining vocational skills development with income-earning opportunities within the school and as part of the curriculum keep students in school.</p> <p>There is a direct connection between child labour and the lack of perceived value from the school curriculum.</p>
Partners	<p>Office of National Primary School Commission (ONPEC) National Economic and Social Development Board (NESDB) 32 Schools and communities in 7 provinces Local NGOs</p>
MTSP/CP/PRSP/etc. Links	<p>The project called Strengthening the Educational Response to Child Labour Exploitation in Thailand is part of UNICEF Thailand's Child Protection and Development Programme.</p>

Country: Vietnam		US\$250,879	Duration: 1999–2001
Tackling Child Labour Through Education — implemented through Children in Need of Special Protection Project (US\$168,241); Ethnic Minority Development Project (US\$82,639)			
Target Group	At-risk children, especially girls at risk of the most exploitative and intolerable forms of child labour, such as trafficking and prostitution in districts and communes at high risk in Dong Thap and An Giang provinces and Sapa District in Lao Cai province; and children at risk of dropping out of school due to severe floods in Dong Than and An Giang provinces		
Goal(s)	<p>To contribute to prevention and protection of children, especially girl children, against child labour (including trafficking and child sexual exploitation/ commercial sex work as the worst forms of CL) in Dong Thap and An Giang, and in Sapa</p> <p>Indicators:</p> <ul style="list-style-type: none"> • Increased number of ethnic minority children (especially girls) attending primary school and decrease in drop-out rate of girls • Number of ethnic minority children (6 to 14 years old) attending primary school will be increased by 20% in the first year of the project areas • Increased number of children who manage to stay at school project sites • National legislation relating to child labour, sexual abuse, and exploitation are reviewed and revised 		
Principle Strategy(s)	<p>Part 1 (An Giang and Dong Thap provinces) Review existing policies and laws concerning child labour and sexual exploitation of children, focusing on prevention, protection, and rehabilitation Train trainers on child rights and support to child participation Implement activities to prevent child labour and sexual exploitation in An Giang and Dong Thap provinces and to support birth registration and ombuds/monitoring function</p> <p>Part 2 (Sapa in Northwest province of Lao Cai) Provide education (primary and literacy) and life skills (including HIV/AIDS prevention) Provide vocational training and income Support capacity-building, advocacy, and social mobilisation</p>		

Outcomes	<p>Part I Review existing policies and laws</p> <ul style="list-style-type: none"> UNICEF supported the government in conducting a comparative analysis of the CRC and Vietnamese legislation on child rights, especially in relation to child sexual abuse and exploitation, in a series of workshops and consultations that resulted in identifying/ examining gaps and areas for improvement; amending provisions in legal instruments (Criminal Code, Criminal Procedure Code, Ordinance on Handling Administrative Violations, regulations on birth registration); issuing new directives by the Prime Minister on protection/assistance to street and working children, and for prevention of trafficking of women and children. <p>Training on children's rights</p> <ul style="list-style-type: none"> 100 children and 30 teachers went through a multi-step training on children's rights and participation conducted with UNICEF support by the CPCC, the Research Centre for Human Rights of the Ho Chi Minh National Political Academy and the Young Pioneers Council During 2000, two events were supported in which opinions/views of children and youth were solicited on national strategies and NPAs for the new decade: the Vietnam Youth Forum (organised by the Vietnam Youth Federation with UN agencies), which brought together 150 youth (15 to 24 years old) representing 61 provinces; and the NPA Child Forums (three regional and one national), which contributed to the NPA for Children 2001–2010. In both, children's ideas/opinions were submitted to the government and were reflected in the final NPA document. <p>Direct project activities in An Giang and Dong Thap Provinces</p> <ul style="list-style-type: none"> Using a multisectoral approach aimed at protecting children from, and preventing, trafficking/sexual exploitation, the project supported government organisations/NGOs with formulating Plans of Action for those at risk (An Giang planned preventive activities and Dong Thap concentrated on information, communication, and education/training activities) with both focusing on girls. Education interventions included: promoting girls into formal education, support of NFE as a stepping stone to formal education, and vocational training with life skills for prevention of HIV/AIDS and sexual abuse. Due to floods in the Mekong Delta during 1999–2000, the risk of dropping increased drastically. The project supported and prevented 236 children from dropping out. 250 children (12 to 18 years old) in each province participated in a two-day training on life skills. 60 children participated in vocational training (including sewing and embroidery) and two thirds of these children received a small loan for starting income-generating activities upon completion of the training. Promoting birth registration was accomplished by improving mechanisms of delivery, training hundreds of local civil registrars, advocacy, communication, social mobilisation and capacity-building of local collaborators. The local collaborators' network conducted monitoring, identifying at-risk families and providing support. A community-based pilot project for ombudswork for children was established at local levels in which steering committees were formed with an array of members working at community level; workshops were organised by the Committees for the Protection and Care of Children (CPCCs). Several issues were raised and discussed, including child labour, trafficking and prostitution, birth registration, disability, juvenile justice, land mines, inter-country adoption, health care, early marriage, education, leisure/recreation. Roles of coordination were discussed, as well as follow-up activities for forming a network of child rights monitoring. <p>Notable project outcomes/successes/achievements as articulated by UNICEF Vietnam:</p> <ul style="list-style-type: none"> influenced the formation of government policies/strategies for CNSP played the role of catalyst that attracted government and other donors to support vulnerable children in rural and urban areas increased discussion and awareness on child labour and child sexual abuse/exploitation in relation to national legislation/legal instruments influenced the adoption of a new ordinance and legal instruments on prevention and control of prostitution and trafficking focused on girls under 18 enhanced awareness of the Committee on the Protection and Care of Children (CPCC) and other government agencies in addressing CNSP issues formulated appropriate strategies and plans for coming years for CNSP increased efforts and mobilisation of resources at the local level to tackle child labour and child sexual abuse/exploitation increased awareness and understanding of the situation of child labour and child sexual/abuse/exploitation at the family/community levels along with increased attention to preventive measures increased community participation/involvement, and coordination/collaboration among partners, for example, the ombudswork for children was promoted in the local plans of action for children for 2001–2010 and to strengthen the CNSP project at local levels improved child registration in project areas
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	<p>Part 2 (Sapa District in Lao Cai Province)</p> <p>The ethnic minority population lives in 17 communes scattered throughout an isolated and difficult to reach district in a Northern Mountainous Area. Sapa town has become a popular tourist destination causing ethnic minority girls (9–16 years old) to spend long periods of time in town or live in town with no adult supervision to sell handicrafts and increasingly accompany foreign and local male tourists for money or gifts in kind, including, it is reported, for sexual relationships, which adds to their risks (HIV/AIDS). This behaviour can have grave consequences for ethnic minority communities. Using a participatory/integrated approach targeting ethnic minority girls, the project focused on providing the girls' access to primary and literacy education, vocational training, income-generating activities, life skills education that included increasing knowledge and skills of children and families on HIV/AIDS prevention, and strengthening communication and advocacy against sexual abuse and exploitation.</p> <p>Participatory Planning</p> <ul style="list-style-type: none"> Organised a participatory planning workshop and consultations involving the communities and the families/children in the planning process, which led to a comprehensive plan of action for the prevention of child sexual exploitation. The plan serves as a framework to support a synergy among the different efforts in Sapa on preventing/eliminating child prostitution/abuse. <p>Primary and literacy education involved</p> <ul style="list-style-type: none"> Supported the establishment of village schools to create easy access for the girls Recruited local ethnic minority teachers Trained 30 new teachers, including on multi-grade teaching techniques Organised multi-grade classes Supported two commune semi-boarding schools (children remain at school during the week and return home on the weekend) with improving their living/learning conditions 550 adolescent girls (14–18 years old) attended literacy classes using contextually relevant literacy materials Established mini-libraries in 17 communes in Sapa District to provide reading materials for newly literate girls, children, women Provided 1,700 learning kits to girls from poor ethnic minority families to encourage them to go to school Sets of teaching aids, guidebooks, workbooks, readers, and posters for grades 1 to 5 were provided to 17 primary schools (most schools do not have these teaching aids) <p>Life skills education (considered an important component required for facilitating behavioural change and skill development by vulnerable/at-risk girls)</p> <ul style="list-style-type: none"> Supported the development of a set of training materials for ethnic minority children and adolescents on life skills, including HIV/AIDS and sexual exploitation/abuse prevention that have been used in and out of schools Trained 34 ethnic minority adolescents as core trainers on life skills, who travelled to villages to train youth, especially girls, in 17 communes and Sapa town Trained 40 primary school teachers in 17 communes on life skills to teach life skills to students in all primary schools in Sapa Supported the development/printing of a training package to train ethnic minority communities on HIV/AIDS prevention that was later used by other donor-supported programmes on HIV/AIDS prevention activities Trained 20 community-based communicators from 17 communes on basic communication skills on prevention of sexual exploitation and HIV/AIDS, who have conducted training and communication activities for families in their respective communities. <p>Vocational training/income generation (rationale for this component was to improve family income to prevent adolescent girls/women from falling victim to prostitution and ensure families had enough food and funds for school payments for their children (two main reasons why children, especially girls, drop out of school)</p> <ul style="list-style-type: none"> Set up credit funds in six most vulnerable communities to provide credit for ethnic minority adolescent girls and women to procure materials for making traditional handicrafts Provided vocational training on handicraft production (traditional embroidery, weaving, bamboo work and designing) for 126 adolescent girls through the local Women's Union and Education Department Supported the provision of income-generating opportunities and microenterprises to poor ethnic minority families through a system of women's credit and savings' groups at village level linked with the Vietnam Bank for the Poor (VBP). The Women's Union acted as the intermediary between the women's groups and the VBP by providing training to women's credit groups on credit and savings management and credit to 1,000 families. The
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	<p>credit inputs were coordinated with technical training for improved cultivation and animal husbandry by local agricultural extension services and linked to paying educational costs for the families' children</p> <p>Advocacy and social mobilisation</p> <ul style="list-style-type: none"> Supported the production of a set of communication materials for use in campaigns targeting children, families, communities, and tourists (including foreign tourists) that communicate messages on child protection, care and education, and protection of children living in Sapa town without supervision <p>UNICEF Vietnam highlights notable Sapa project outcomes/impact/successes:</p> <ul style="list-style-type: none"> Developed an integrated model providing education, protection and income generating opportunities for ethnic minority children aimed at protecting them from becoming victims of child prostitution Reduced risks of sexual exploitation and exposure to HIV/AIDS/STDs among ethnic minority groups in Sapa – it was reported that the # of street girls in Sapa was reduced by 50% as compared to the start of the project Improved education and reduced gender disparity for ethnic minority children – the enrolment rate has reached 90% in Sapa Played a catalytic role in attracting government and other sources of funding to vulnerable children Increased community participation and involvement in the care and protection of children Improved the capacity of local government and civil society organisations in addressing child sexual exploitation and child labour issues
Key Findings	<p>In support of the CRC, Vietnam has worked on adopting, revising, upgrading national policies and legislation to comply with provisions in the CRC as evident by its upgrading of the Vietnam Committee for Protection and Care of Children (CPCC) and the adoption of the NPA for Children. In compliance with international legal instruments on commercial sexual exploitation and child abuse, the ILO Convention 182 was ratified and the Optional Protocol to the CRC on the Sale of Children, Child Prostitution and Child Pornography and the Convention against Transnational Organised Crime (including a protocol on trafficking in women and children) were being considered as of 2001.</p> <p>National legislation sets 15 as the minimum age for employment. The GOV through the Ministry of Labour, Invalids and Social Affairs (MOLISA) forbids the use of children as workers in 81 hazardous occupations. Awareness and enforcement of the regulations require much effort.</p> <p>Public concern and media coverage about such issues as child trafficking and prostitution, child labour, child abuse, birth registration and juvenile justice have increased, but the problems remain hidden to a large extent. There is a lack of related information and reliable data. Little is known of the extent and distribution of CNSP, their conditions in which they live and work, and the effects on their physical, intellectual, moral or social development.</p> <p>Due to the lack of knowledge and understanding of children in need of special protection (CNSP), most GOV projects focus on the most visible — the street children — and little assistance is provided to those out of the public eye.</p> <p>The concept of CNSP is still relatively new; most people think it means orphans and physically disabled children. There is a lack of experience in providing effective interventions for the protection of the CNSP, and a need for frequent technical assistance in planning and monitoring project activities to ensure that there is a shift from using a charity-based approach to a rights-based approach by project implementers at all levels.</p> <p>Estimates are that thousands of Vietnamese women and children, 15% under 16 years old (UNICEF Hanoi, 1998; Save the Children, 1997) have been forced to work in Cambodia's commercial sex industry. The Ministry of Public Security (MPS) indicates thousands more women and children have been illegally trafficked to China, Thailand, Singapore, South Korea, and Taiwan (Save the Children, 1997; The Centre for Information and Statistics on Labour and Social Affairs, 1998). It is generally agreed that tens of thousands of women and children have been trafficked in Vietnam and abroad, but only 779 cases of trafficking have been uncovered by authorities since 1991. Most of these cases were discovered only after the victims escaped their captors and reported them (Save the Children, 1997). Most of the perpetrators continue to operate with relative impunity.</p> <p>There has been an alarming rise in sexual exploitation and trafficking in An Giang and Dong Thap (Mekong Delta area) due to multifaceted reasons. In many cases parents sell their children or the women/children are lured to trafficking with promises of a lucrative/respectable job opportunity. This places these victims at great risk of HIV/AIDs infection. Preventive measures are more effective in the long term, but providing protection/recovery services for the trafficked/sexually exploited children is an area needing urgent action. Law enforcement and prevention efforts need to be stepped up. In addition to poverty, gender stereotypes and related traditional values are another underlying cause for female trafficking and prostitution, and dropping out of school. Ethnic minority children, especially girls in Sapa, cut their schooling short with primary education; it is regarded as the "appropriate time" to finish so they can begin preparing for marriage.</p>

	<p>Services for family/community reintegration of children who are victims of trafficking/sexual exploitation are lacking in urban areas and basically nonexistent in rural areas.</p> <p>Social work is not a recognised profession, yet a variety of social work activities are practiced. The scarcity of trained professionals in the field affects the quality and effectiveness of social services. The demand for social work is high and steadily increasing in response to changes in society and growing populations of children in need of special protection (e.g. street children, child trafficking/sexual exploitation).</p> <p>Developing the skills of professionals doing social work and providing counselling services can lead to creating a line of protection for children/women being trafficked and sexually exploited, as well as in the processes of rehabilitating and reintegrating these children and women into “normal” life.</p> <p>In order to scale up the model project experience, it is believed that lessons learned and best practices need to be well-documented and evaluated, shared with other government agencies and NGOs that may be interested in moving it forward for national replication.</p> <p>Distance to project locations in Sapa in the Northern mountainous region and An Giang and Dong Thap during flood season made frequent monitoring difficult.</p> <p>The project was an influence on the formulation of government policies and strategies for child protection. Advocacy by UNICEF Vietnam with partners helped to bring the issues of child protection to the attention of government agencies and international organisations, thereby, creating momentum in addressing the worst forms of CL in Vietnam, particularly trafficking and child sexual exploitation.</p>
Lessons Learned	<p>Interventions for prevention of the worst forms of CL are the most important and cost-effective in the long term. Success indicators for preventive action are difficult to determine making it a challenge to show quantitatively how interventions have a positive impact.</p> <p>Awareness-raising on child labour is helpful only when it is paired with opportunities for direct support of the target group (e.g. microcredit schemes for poor/female headed households).</p> <p>At the community level it is difficult to single out and target child labour victims since there are other children as well whose rights are being violated for other reasons. Targeting only child labourers, especially the victims of trafficking and sexual abuse, can result in discrimination and stigmatisation against them. Using an approach to embrace <i>all</i> children in need of special protection can avoid such a situation.</p> <p>Establishing close working relationships with various government organisations, NGOs, and people’s organisations working in the district ensures that project implementation is integrated with other local programmes.</p> <p>The issues of gender and child and women’s rights need to be part of all interventions to improve the situation of children and women.</p> <p>Empowering children’s participation in project activities requires more attention from all implementing donors and partners.</p> <p>Systematic use of the CRC by UNICEF has strengthened UNICEF’s ability to act as an advocate for child rights to the Vietnamese Government.</p>
Partners	<p>Ministry of Labour, Invalids and Social Affairs (MOLISA) Ministry of Public Security (MPS) Ministry of Justice (MOJ) Committee for the Protection and Care for Children (CPCC) (Central and Local) The Vietnam Youth Federation UN agencies Research Centre for Human Rights of the Ho Chi Minh National Political Academy Young Pioneers Council Local civil registrars</p> <p>In Sapa district project activities were coordinated/managed by CEMMA (a government agency responsible for policies/programmes for ethnic minority groups) in partnership with: Ministry of Education and Training (MOET), Local authorities, Women’s Union, Sectoral line agencies, Media, Communities, Families and children, WU, YU, Red Cross and others, Vietnam Bank for the Poor (VBP)</p>
MTSP/CP/ PRSP/etc. Links	<p>Project implementation coincided with the restructuring of the UNICEF Vietnam CP for 2001–2005. In the previous Country Programme the project was implemented as part of the Urban Services and Ethnic Minority Development Project, and now it is part of the Child Protection Project. Child labour is an independent sub-project that focuses on the worst forms of child labour. Expectations are that the sub-project will synergistically link up with other projects/programmes as UNICEF Vietnam looks more into the underlying causes.</p>

ESAR — EASTERN AND SOUTHERN AFRICA

Country: Kenya Education as a Preventive Strategy against Child Labour		US\$165,048	Duration: 1999–2001
Target Group	3,000 children and youth in exploitative/harmful child labour (Communities/households in 10 districts) GOK (second-chance education for drop-outs/children at risk of dropping out). First report noted three categories of children were targeted: children at risk of dropping out of school, especially, girls; children not able to go to secondary school due to grades and cost; children who skip going to school due to work (agriculture, domestic)		
Goal	To contribute to the prevention and progressive elimination of detrimental child labour, particularly in commercial agriculture, mining and in informal sector activities on the street		
Principle Strategy(s)	<ul style="list-style-type: none"> To promote, strengthen and improve preventative and protective capacities of communities and households in 10 UNICEF focus districts (enforcement of child labour laws) To contribute to the removal and reintegration of 3000 children and youth from exploitative/harmful child labour by 2003 (vocational and technical skills training) To strengthen GOK Child Labour preventive capacity through training and provision of appropriate equipment and materials (districts formulated action plans against child labour) 		
Major Outcomes	<ul style="list-style-type: none"> It contributed to the development of legislation/policy; strengthened the capacity of the GOK, upgraded the Child Labour Unit to a Division in the MOL in 2002, which took the lead to draft the National Child Labour Policy. It is being finalized and will create a framework for harmonizing programming by all stakeholders. The efforts linked to children's rights awareness under the project contributed to legislative reform, specifically the enactment of the Children's Act, Article 7(2) makes education free and compulsory for Kenyan children, thus, setting standards with regard to child labour through sensitisation (advocacy/social mobilization/communication), shared information and built knowledge in the 10 focus districts among parents, teachers, communities, and child employers on harmful effects of child labour. The increased awareness and publicity have contributed to increased reporting of cases of child labour to the Administration (chiefs and elders), the police and courts. For the first time, perpetrators are being brought to trial. It strengthened capacities among parents, teachers, employers, unions, faith-led organizations and community-based organizations and children/youth rehab institutions in the 10 focus districts that have created/expanded second-chance education opportunities for children and youth, including hiring more teachers, developing curricula, supervising/inspecting educational institutions and school feeding programs, improving the acceptance level of non-formal complementary education among the government and stakeholders. It generated data/information on the size/distribution of child labour through rapid assessments that increased visibility of the affected children. The increased attention/visibility influenced the inclusion of child labour issues in the five-year national and district development plans; the PRSP has identified child labour, especially children working in the streets, as a category for targeting as well as orphans. Links were made with the AGEI and EFA with regard to including a gender perspective in activities. 		
Key Findings	<p>The project contributed to progress made in legislative/policy development in Kenya. ;</p> <p>Child labour remains an important priority within the Basic Education, Youth and HIV/AIDS specific programme, and the overall UNICEF Kenya Country Programme of Cooperation.</p> <p>There is a need to consolidate gains, and with ILO, strengthen existing networks, consortia, other partners to engage in advocacy and dialogue for policy development and reform, including finalizing, adopting, and disseminating the National Child Labour Policy, and help guide programming in preventing child labour.</p> <p>Given the Children's Act that provides for free and compulsory quality basic education for all children in Kenya, there is a need to develop interventions that widely disseminates, sensitises and mobilises communities to create and expand opportunities for education for children in formal and complementary NFE.</p> <p>The GOK and many actors are involved in creating educational opportunities for children in order to achieve EFA, including through the AGEI, which the child labour project can build on by strengthening the capacity of these actors to help expand coverage, increase retention and completion rates, and deliver quality education.</p> <p>The funds were used for district-level sensitisation workshops, provision of equipment/supplies to build the capacities of rehabilitation/NFE Centres and TA, programme management and monitoring. Funding was inadequate for sustained community level interventions on child labour.</p>		

	<p>The challenge is in getting more children without access to basic education and at high risk of becoming child labourers into school. Low enrolments, high wastage, low completion rates in education contribute to the growing number of out-of-school youth. The HIV/AIDS pandemic, mortality/morbidity of parents and guardians of orphans and their lack of care lead to their participation in child labour, all of which is intensified by widespread poverty, natural calamities (droughts, floods), ethnic violence, gender-based discrimination, etc.</p> <p>A key role was played by education as a preventive/rehabilitative strategy, which was used in modifying the Country Programme implementation strategies, and mainstreaming CNSP (Children in Need of Special Protection) issues.</p> <p>The study on Situation of AIDS orphans and Vulnerable Children in Kenya (2001) revealed that orphans are living in poor conditions and most are discriminated against, mistreated, overworked and abused. In Nairobi, orphan girls are sometimes "rented out" by their caregivers to old men for sex.</p> <p>HIV/AIDS pandemic has increased the number of AIDS orphans migrating to urban centres in search of work in the informal sector to meet their basic needs; we need to target interventions to families and communities and build their capacities to deal with this challenge. Macroeconomic environment of Kenya is in decline leading to a scarcity of resources, increasing costs for families, including educational costs while income levels fall and unemployment rises, leading to school dropout and child labour.</p> <p>US\$4,200,000 from UNICEF Regular Resources have subsequently been allocated for street children and HIV/AIDS orphans</p> <p>Successful implementation of child labour activities depends on national ownership by the GOK, and groups such as Federation of Kenya Employers, the Central Organization of Trade Unions, its affiliates in the domestic sector, tourism, plantations, fishing, soapstone and salt mine industries, women's groups, PTAs, CBOs.</p>
Lessons Learned	<p>The Child Labour project should focus on a few districts and communities to test policies/approaches and converge/integrate activities, and then expand/scale up. (This was aimed for in 2002 in three districts with Basic Education, Youth and HIV/AIDS program, and others.)</p> <p>The magnitude of the child labour problem requires a strategic approach to pool and mobilize a wide range of resources, which can be achieved through building/strengthening partnerships/alliances among the various players and strengthening the coordination role of the government as the principal duty bearer, and the capacity of the communities as the first line of response/and for sustainability.</p>
Partners	<p>GOK; ILO/IPEC; NGOs in the 10 focus districts; district and municipal officers in the Children's Labour, Education, and Health Departments; head teachers, teachers, parents, unions, NGOs, CBOs, women's groups and community representatives — PTAs, Federation of Kenya Employers, Central Organization of Trade Unions.</p> <p>14 Children's Homes, Rescue and Rehabilitation Centres, NFE Centres, and Community-based Skills Development Centres (all of which received support from the project).</p>
MTSP/CP/PRSP/ etc. Links	<p>The findings used to refine the 2002 UNICEF Kenya Country Programme strategies/activities. Child labour was placed under NFE for street children and child labour sub-project and second chance education for out-of-school children and youth sub-project (both promote access, address school drop-out, and gender-based discrimination) (and management, learning environments, teaching aids, curricula, human resources, links between formal and NFE).</p>

Country: Lesotho		US\$221,000	Duration: 1999–2001
The Case of Herdboys in Lesotho – Education as a Preventive Strategy against Child Labour			
Target Group	300 herdboys		
Goal	To build the capacity of government, NGOs, and communities to protect the rights of herdboys in Lesotho regarding their survival, development and participation		
Objectives	<ul style="list-style-type: none"> • To contribute to a better understanding of the extent of child cattle herding and the effects of such work on a child's health, education, and ability to function in society • To facilitate sensitisation of herdboys, parents, communities on the rights of children per the CRC • To enhance the capacity of the MOE and NGOs to provide educational and basic services to herdboys in remote areas to meet EFA goals • To advocate revising/enacting/enforcing laws to protect herdboys and provide standards for their work in accordance with ILO Conventions 138 and 182 		

Principle Strategy(s)	<ul style="list-style-type: none"> • Foster coordination/collaboration of partners to improve the situation of herdboys • Build management capacity of programs/projects on working children • Ensure effective participation of herdboys in implementing community-based, area level projects affecting them • Improve communication flows between central and district levels for advocacy, social mobilisation, and programme implementation • Strengthen legal provisions in the form of laws and regulations protecting working children <p>With regard to appropriate strategies per the herdboy categories: strengthened advocacy for the rights of the child; community capacity development; access to quality education and training; policy development and legislation.</p>
Outcomes	<p>A "Situation and Needs Analysis Survey of Herdboys" was produced with the MOE, the National University of Lesotho, UNDP, Ireland AID, and other stakeholders led to the formation of a child labour support group, including senior staff from the Ministries of Labour, Education, Environment, Local Government and the Department of Social Welfare. This resulted in the ratification of ILO Conventions 138 and 182 and the OAU African Charter on the Rights and Welfare of the Child, making Lesotho the 15th African country to ratify the OAU Charter.</p> <p>Technical assistance to the MOE on NFE for herdboys was provided. The Learning Post and portable literacy program were adjusted to address the needs of the herdboys in remote areas and harsh environment.</p> <p>Technical assistance to the ministries of Justice and Labour was provided on reviewing/revising child protection legislation, including for working children. Participation by representatives of the ministries of Labour and Youth Affairs in a UNICEF-sponsored regional workshop focusing on child labour policy and related legislation was supported. The training gave them insight to child labour conventions and issues, which allowed them to draw linkages between government policies/law on the ILO Conventions, CRC and OAU Charter. They identified gaps and weaknesses in their country's policies/laws in relation to child labour; their efforts led to the ratification of the ILO Conventions 138 and 182, and helping to ensure their enforcement of child labour related laws.</p> <p>Support was provided to the process of finalizing the NFE policy and implementing the guidelines on NFE implementation.</p> <p>Brainstorming sessions/consultations with herdboys, parents, community leaders led to the provision of portable learning and teaching materials for boys and their facilitators in backpacks. The "school in the box" concept caters to hired-out herdboys. The accelerated primary school program was proposed for family herdboys, since their parents were being sensitised and prepared to release the boys to attend classes specially prepared for them. This was being done through GROW in Mokhotlong district.</p> <p>100 portable literacy kits were developed for 300 herdboys in two districts.</p> <p>The number of herdboys involved in learning activities has increased by an estimated 10%.</p>
Key Findings	<p>The first report indicated that initial access to basic education was more problematic for boys than girls, but poor quality and lack of relevance negatively affects both girls and boys. Out-of-school youth are particularly the herdboys, domestic child workers, especially girls, and children affected or infected by HIV/AIDS, especially school girls.</p> <p>The project really got going in 2000 after staffing situation improved and civil strike subsided.</p> <p>With the launch of the Free Primary Education (FPE) for Standard 1 pupils in 2000 and Standard 2 pupils in 2001, there was a large influx of overage students. (Plans are to provide FPE for one subsequent grade per year until 2006 when all seven primary school grades will be included in the program.) Some schools register 100 to 250 pupils per classroom, with a significant percentage of the students being over age, some >18 years of age. It is evident that the majority of the overage pupils are herdboys and other domestic child workers.</p> <p>The Situation & Needs Assessment revealed two categories of herdboys: those working for their families; and those hired out by their families to other households. Two sub-categories of this are: full-time herders and part-time herders (who also go to school).</p> <p>The dissemination of research and survey results on herdboys has helped to reach a wider, nationwide audience. They provide a critical look in regard to the consultations with stakeholders locally and nationally and ensure appropriate interventions.</p> <p>Community Capacity Development (CCD) embraced by the MOLG (Local Governance) was the desired outcome of all interventions. Building on the "Say Yes Campaign" was opportunity to advance Child Rights issues contributed to creating a platform for herdboy concerns.</p>

	<p>The possibility of alternative labour arrangements for families to care for their cattle, and assurances that their sons will be able to continue and progress in the educational system are considered strong reasons/arguments by parents for letting their herdboys attend school.</p> <p>After social mobilisation activities and consultations with line ministries and communities, the demand for education for the herdboys went up.</p> <p>Plans are being made to form linkages with the formal education system through an accreditation system for the herdboys so that opportunities are created for those wanting to further their studies. In the 2002–2007 new Country Programme, UNICEF and the GOL agreed to pursue alternative learning opportunities systems that will result in herdboys attaining school-leaving certificates.</p> <p>Technical assistance from UNICEF will continue reviewing/revising laws related to children's rights. UNICEF has helped the GOL/MOE to draft a policy on NFE calling for a diversified curriculum that includes life skills and vocational training. It provides for guidelines to create direct linkages between the formal and non-formal education sectors. (This is related to creating a diversified country-wide educational system.)</p> <p>Strategies being discussed included changing the traditional practice of using boys for herding, including introducing measures to increase the commercial value of the cattle stock, which would make the work more attractive to men, especially those unemployed, such as the miners, as well work is being done on land tenure legislation that will encourage cattle owners to adopt cooperative grazing, which would reduce the number of herdboys needed to look after the cattle. It's hoped the discussions include the families and communities that would be affected by such changes.</p> <p>With upcoming elections at the time of the last report, the issue was raised with regard to how newly elected officials would affect the project.</p>
Lessons Learned	Not available
Partners	<p>Child Labour Support Group (including senior staff from the Ministries of Labour, Education, Environment, local government and the Department of Social Welfare)</p> <p>National Inter-sectoral Steering Committee chaired by the Ministry of Development Planning (UNICEF, UNDP, MOE are also members and help to foster coordination/collaboration among partners on improving the situation of herdboys (This has not functioned well in the past year, and is in the process of being revived, with wider participation of duty bearers, including NGOs.)</p> <p>Ministries of Labour and Justice</p> <p>Government heads of programmes, NGO reps, UNICEF staff, parents of herdboys, local community leaders, herdboys</p> <p>NGOs, including LANFE and GROW in the districts of Mokhotlong and Maseru</p> <p>A list provided in the progress report, included:</p> <p>The Child Labour Support Group</p> <p>The Herdboys Steering Committee</p> <p>The Chief Education Officer, Primary Education Department</p> <p>The Director, Lesotho Distance Teaching Centre</p> <p>The Director, National Curriculum Development Centre</p> <p>World Bank</p> <p>UNDP</p> <p>Ireland AID</p> <p>ILO</p> <p>UNAIDS</p> <p>NGO Coalition</p> <p>LANFE</p> <p>GROW</p> <p>Ministry of Agriculture</p> <p>Farmers' Association (Herdboys' employers)</p>
MTSP Links	Not specified

Country: Mozambique		US\$297, 450	Duration: 1998–2002
Education as a Preventive Strategy against Child Labour in Mozambique			
Target Group	3 million children (about 1.5 million out of school working), especially identified children working in three forms of work: domestic work, commercial agriculture, and child prostitution		
Goal(s)	To support the preparation of appropriate policies and actions for child rights in Mozambique, focusing on the right to education and protection from exploitation, child labour, and sexual abuse		
Principle Strategy(s)	<p>Identify forms and causes of child labour</p> <p>Outline the consequences of child labour</p> <p>Examine the relationship between education, access, and child labour</p> <p>Document effects on children</p> <p>Investigate the socio-demographic and socioeconomic factors</p> <p>Assess consequences of child labour for children involved in the war</p> <p>Check cross-border trading</p> <p>Analyse the evolution of child labour at the family level, taking into account tradition/culture</p> <p>Scrutinise social attitudes on forms of child labour</p> <p>Weigh causes and existence of child labour with reference to CRD, ILO Conventions, and national legislation</p> <p>Report on the impact on HIV/AIDS on child labour</p> <p>Involve stakeholders in research process, and follow up plan of action</p> <p>Formulate recommendations to combat CL; include preventive actions, focus on education</p>		
Outcomes	<ul style="list-style-type: none"> • A literature review was completed. • A Review Workshop was held that was initiated by the ILO Regional Office to launch the campaign to ratify the ILO Convention on the Worst Forms of Child Labour (1999). • A Rapid Assessment/Situation Analysis was completed. • The Mid-term Workshop with stakeholders from 10 organizations generated much national media. • The Child Labour Policy Workshop (July 2001) presented the Rapid Assessment findings, agreed on the worst forms of child labour, and drafted a Plan of Action focusing on the three areas of intervention: commercial agriculture, child domestic work, and child prostitution. • Two provincial workshops and more were planned for expanding the discussion and plans for action on child labour. Social agents raised awareness in 6+ provinces with representatives from government, NGOs, workers, employer organizations — the groups constituted the local advisory committees. • A brochure was prepared/printed. • Issues related to child labour are now on the GOM's agenda. • Legislation was drafted that addresses child domestic work. • Work was supported on ratifying the ILO Convention 182. • Participation in three regional workshops on child labour in Nairobi, Johannesburg and Cape Town was supported between April 2000 and March 2001. • As a consequence of the programme, and findings that domestic work is one of the worst forms of child labour in Mozambique, ESARO provided further funding to MOZ to help improve national legislation and raise awareness on child labour issues. Research was conducted in four provinces, and legislation was drafted based on findings and activities on dissemination/monitoring, awareness-raising. Combating child labour is now included in the National Plan of Action (NPA). • UNICEF has planned with MINTRAB to follow up on the NPA and the three worst forms of child labour identified during the rapid assessment. • ESAR included the Rapid Assessment findings in a publication on child labour in 2001. • The results of the second data collection on the child prostitutes and commercial agricultural labourers were incorporated into the overall SITAN report for use at the 2nd World Congress against Commercial Sexual Exploitation of Children. • A list of recommendations, included the development of a National Child Labour Strategy; the establishment of a National Steering Committee on Child Labour, Ratification of ILO conventions, and free education. 		
Key Findings	<p>The Rapid Assessment looked at the nature/conditions of children's work in Mozambique, causes of child labour, and consequences of child labour. It identified the worst forms of child labour, which are domestic labour, children working in commercial agriculture, and child prostitution.</p> <p>The main factors why children work include: chronic family poverty, lack of employment for adults, especially women, breakdown of family support mechanisms, changing economic environment, lack of education opportunities (an inadequate system providing quality schooling or even some basic education only to a</p>		

	<p>limited number of children), gender inequalities, and the impact of HIV/AIDS (requiring children to increasingly take on responsibility for earning income for the family). Mozambique is among the 10 LDCs (Least Developed Countries) in the world.</p> <p>The causes of child labour are linked to poverty and lack of educational opportunities. Alternative options are needed: make schools child-friendly, flexible education schedules, care for children of working mothers so they can go to school and not drift into the work alongside their mothers.</p> <p>Reference to Art. 32 of CRC on the work of adolescent girls was made, and the MOZ approval of the CRC in 1990.</p> <p>The program resulted in raising awareness and understanding of the child labour context, and the close links between an increase in child labour and rising poverty levels, and the impact of HIV/AIDS, and the necessity of ensuring EFA, especially for girls.</p> <p>There is increased understanding that an effective response to child labour needs to be multisectoral.</p> <p>Progress is being made on ratifying ILO Convention 182.</p> <p>Work was delayed for various reasons, causing a postponement of the provincial workshops (in 2002).</p> <p>The Gross Enrolment Rate (GER) increased in the early 2000s compared to mid- and late 1990s, bringing it to 96.6%. The Net Enrolment Rate (NER) was much lower, which indicates the high number of overage children in the school system (49.5% girls; 58.1% boys). With 3 million school-age children, it means only about 1.5 million are in school.</p> <p>Struggle for daily survival is a priority, with about 70% of households living below the poverty line. Child labour is a serious concern as an increasing number of children work to contribute full-time to household income. It is viewed that compulsory and free education is a way to reduce/contain child labour and a long-term strategy to fight poverty and underdevelopment.</p> <p>Workshops were welcomed at the provincial level where it was agreed that child labour can and is exploitative. It was evident that it is difficult to deal with the notion of child labour and child rights in view of the realities faced by many communities: limited access to education, rising poverty levels, recurring emergencies (drought), low awareness around the issue. Both workshops received positive requests from the governors to intervene in specific child labour practices on rice and sugar plantations.</p> <p>Other than MINTRAB (Ministry of Labour), not many actors are involved in child labour yet. ILO sent a delegation from the regional office in Harare for a two-day seminar on administration of labour in 2001, and helped with campaigning for the ratification of Convention 182.</p> <p>There were limited human resources within MINTRAB that constrained the implementation of program activities (provincial workshops); a limited number of NGOs with adequate capacity and outreach working on child labour (most work in urban areas on a broad array of child rights issues); limited capacity and awareness at the sub-national level, such as among the labour inspectors (limited resources, capacity and lack of counterparts) - together these limitations stretched UNICEF human resources.</p> <p>The approach was practical and well thought out, given the need to assess the situation first, and then disseminate/discuss the findings with stakeholders and proceed with NPA in collaboration with the provinces.</p> <p>It was found that it took more time to gather data connected to children working in prostitution and commercial agriculture, which focused on children working in tea plantations, due to the inexperience of researchers, the difficult access to the children, and the sensitivity of the issues.</p>
Lessons Learned	<p>Adequate human and financial resources need to be provided in order to tackle the issue.</p> <p>Child labour programmes need to be linked with wider development programmes tackling issues of poverty, access to basic services, especially education, and HIV/AIDS programmes.</p>

Partners	Ministry of Labour (MINTRAB) MOE (MINED) Other government agencies at national and provincial levels National and international NGOs The ILO and its tripartite organization
MTSP/CP/PRSP/ etc. Links	Project supported in UNICEF MOZ Education and Child Protection programmes – now working with MINTRAB on advancing the NPA in addressing the three worst forms of child labour in MOZ. The project is linked to the UNICEF MTSP no. 5, improved protection of children from violence, abuse, exploitation and discrimination and links with MINED's EFA strategy, the Mozambique Labour Law prohibiting employing children younger than 15, the Ministry of Women and Social Action (MMCAS) National Strategy for Children, and the GOM's commitment to implementing the CRC, approved in Sept. 1990.

MENA — MIDDLE EAST AND NORTH AFRICA REGION

Country: Iran		US\$ 203,244 (World Bank)	Duration: 1999–2000
Education Project for Working Rural Girls			
Target Group	Working girls (rural)		
Goal(s)	To attract working girls into school and retain them with support from the government and education system		
Objectives	<p>To improve the lives of working girls</p> <p>To encourage working girls who give education preference in spite of family hardships</p> <p>To enhance social inclusion of girls in spite of their hidden exploitation</p> <p>To develop an alternative against traditional methods of second chance education</p> <p>To eliminate traditional and cultural bias against girls' education</p> <p>To provide an effective venue for girls who cannot attend school due to their share in generating family income</p> <p>To raise community awareness about sending children to school and protecting them against hazardous and disabling conditions</p> <p>To make education appropriate and related to daily needs</p>		
Principle Strategy(s)	<p>Support interventions that motivate families to send their girl child to school</p> <p>Implement flexible school schedules to combine education and work in ways that are mutually supportive and not disabling</p> <p>Enhance the number of female teachers to eliminate parents' bias in sending their girls to school and to develop role models for girls</p> <p>Reward girls who regularly attend class and give education a preference despite their work</p> <p>Motivate learning by combining primary education with life skills and health education</p> <p>Develop a remedial programme to target not only education but other needs of working girls</p> <p>Mobilise new partners and establish intersectoral collaboration and community participation</p> <p>Main project characteristics and activities</p> <p>Basic education classes with flexible school hours designated by the students</p> <p>Classrooms at walking distance from work</p> <p>Female teachers from local towns</p> <p>Awareness classes on health education, nutrition and life skills education</p> <p>Stipend/financial aid to girls who do not miss more than one day of class/month</p> <p>Free meals to supplement nutrition intake and help better growth</p> <p>Total coverage of school expenses</p> <p>Vocational training in sewing, cooking, embroidery, and doll-making mixed with educational movies, story telling, book reading</p>		
Outcomes	<p>Project support led to high retention rate during implementation.</p> <p>The Literacy Movement Organisation (LMO) designed a new curriculum and adapted educational material, assignments and classroom activities to meet the basic/daily needs of the rural girls.</p> <p>The project exceeded the planned number of classes and girls, supporting 3,000 girls in 175 classes.</p> <p>Drop-out rate was low and families requested an extension of the project, which was different from the regular LMO classes.</p> <p>Girls' participation in class was extremely high according to teachers and observed during field visits, which indicated a higher degree of socialisation and communication than in regular classes.</p> <p>Three out of seven provinces were able to have some successful experience in building intersectoral activities; the other four lacked participation and knowledge in building partnerships among involved organisations.</p>		

Key Findings	<p>The national census in 1996 indicated that a little over 4% of working population consists of adolescents between 10 and 14 years old, but did not account for children 6–10 and 15–18 years old. Nor did it account for the child involvement in cottage enterprises, agriculture and domestic service.</p> <p>In the mid-1990s overlapping economic, social, and cultural factors were found to hinder girls' enrolment and retention in school. The girls often do household tasks and contribute to the family income, two major factors affecting school enrolment in rural areas. The MICS indicated that 76% of working girls 6–14 years old are employed by a family member, and nearly 62% do not get paid in money. This project found that the girls either take care of the house so the mother can work or they join their parents in agriculture, husbandry, carpet or rug weaving.</p> <p>Child labour among girls is a sensitive issue to address due to economic, cultural, and social beliefs.</p> <p>Legislation covers child labour in the visible sector or certified industries, but does not cover situations as in household enterprises.</p> <p>Teachers found the extracurricular activities a successful venue to attract girls' attention after long work hours and to prepare them for education lessons. The parents particularly praised the health and nutrition lessons because it was information the girls shared with parents and siblings.</p> <p>Little work has been done in developing multi- or intersectoral approaches between ministries. One constraint was the lack of experience in building partnerships between government agencies. The curriculum of this project and the multisectoral strategies required an intersectoral participation of health, vocation, welfare, and other agencies.</p> <p>Life skills is a new concept in Iran, and only recently embraced by the education system. Teacher training programmes and in-service training workshops for urban teachers have only recently promoted psychosocial activities in the classroom. In the project, UNICEF organised a life skills workshop for LMO head teachers, but the issue received little attention and only a few activities were experimented with by teachers. It was believed that teachers, especially rural teachers, lacked full knowledge, understanding, and expertise in implementing life skills education.</p> <p>Teachers had a positive view of life skills education and thought it was suitable for the social inclusion of girls, but none made any substantial contribution in this regard — it was believed more training and special efforts were needed to develop the capacity in teachers.</p> <p>There was extremely high enthusiasm for the vocational activities, such as sewing, embroidery, doll making, flower making and other handicrafts. The LMO officers found this to be an effective aspect of the project in helping to retain the girls. These activities were a source of income for girls, but they had to be guided in a proper manner in order to avoid being drawn into child labour.</p>
Lessons Learned	If interventions are implemented without adequate understanding of the social and cultural norms, then projects may be ineffective or counter-productive for girls and families.
Partners	Literacy Movement Organisation (LMO) Ministry of Education World Bank
MTSP/CP/PR SP/etc. Links	Education Programme

Country:	Lebanon	US\$146,927	1999–2001
Basic Education as a Preventive Strategy against Child Labour in Lebanon			
Target Group	Working children and those at risk of dropping out		
Goal(s)	To reduce the drop-out rate in public schools and develop/strengthen educational opportunities for working and out-of-school children		
Principle Strategy(s)	<p>To set up a sentinel system in public schools for reducing drop-outs</p> <p>To develop a module of basic life skills for working and out-of-school children, and integrate it into available training opportunities</p> <p>To develop a functional literacy module for working and out-of-school children</p>		

<p>Outcomes</p>	<p>Established educational counselling services in public schools — trained 128 teachers/advisors in educational counselling as a way to develop their role in identifying children at risk of dropping out of school (potential drop-outs) and taking necessary preventive measures. Developed a training manual on educational counselling — the final draft was due to be published in 2002.</p> <p>Trained staff on basic life skills and techniques for integrating them into training programmes, and implementing life skills education with working children/out-of-school youth in Ministry of Social Affairs Social Development Centres and Centres run by NGOs.</p> <p>Developed a functional literacy module for working and out-of-school children — worked with the National Literacy Committee and the NGO, Association for Human Development and Literacy, which prepared the module, which was to be published and printed at the end of March 2002. It is a tool for teaching reading and writing skills to illiterate and semi-literate children (10 to 18 years of age). The constructivist methodology begins by initiating discussion around subjects and gradually introducing children to the alphabet and then to words; themes used include child rights, work, gender equality, tolerance, and environmental issues, etc.</p> <p>Supported the MOE in the implementation of free and compulsory education through identifying strategies to implement the law, including through this project a feasibility study considering two scenarios: subsidised school textbooks and waiving of school tuition, the former has been piloted with UNICEF support since 1998, benefiting 38,000 children, and the latter in 2000 was done in all public schools with replacement of tuition funds used for school operational expenses coming from the Central Municipal Fund.</p> <p>Supported enhanced classes for school children in underserved areas — 770 children in underserved areas of Beirut and the South benefited from accelerated classes that addressed the needs of poorly performing students. These classes have enabled earlier detection of learning needs and helped to increase school retention.</p> <p>Improved the knowledge and skills of personnel dealing with working children using three training workshops for 58 vocational instructors and social workers, which used a rights-based framework to focus on the rights and issues of working children. The workshops emphasised the need for a comprehensive, integrated approach to all issues affecting children, strengthening partnerships, and highlighting priority areas, such as establishing quality standards for training programs, standardising interventions, focusing on prevention, and building skills of relevant personnel.</p> <p>Provided second-chance education opportunities for 50 working children (14 to 18 years old) in an underserved area consisting of accelerated vocational training and basic life skills within a rights framework that mobilised partners such as the municipalities and the private sector; the latter paid transportation expenses and offered tool kits upon graduation. Overall, UNICEF has supported second-chance education opportunities in 11 areas throughout Lebanon so this project contributed to this process.</p>
<p>Key Findings</p>	<p>Lebanon is one of the first countries to ratify the CRC, followed by 10 important laws/amendments introduced in the past decade related to child rights; field evidence shows that the laws passed remain for the most part at legislative level due to:</p> <ul style="list-style-type: none"> • the absence of policies and strategies for operationalising the laws • preoccupation of the GOL with macro-economic issues (foreign debt, zero economy and growth, high rates of employment) • slow pace of reform in the civil service sector • weak technical capacity of most government bodies, which limits their contributions to policy development • lack of forecasting on the cost of realising the rights • the absence of sector strategies in health, education, and social services. <p>In March 1998, Parliament issued a law making basic education free and compulsory until 12 years old, but established no means to implement/ enforce it. There is a high enrolment rate up to 5th grade (95% — higher for at 97%), then it drops to about 58% for 15- to 17-year-olds, making retention the main problem. Regional disparities are significant, with the highest drop-out rates in the North, Bequa, and the South. Main reasons include:</p> <ul style="list-style-type: none"> • lack of interest in studying (23) • children have reached the educational level needed to seek a vocational career (15%) • children need to work due to their family's economic situation (14%) • repetition and overage (14%) • high cost (13%).

	<p>The Lebanese school system provides free and compulsory education to the age of 12 years old, but the minimum age for employment is 14 years old, creating a void for children leaving school at 12 years old. The Lebanese system does not provide educational alternatives for working and other out-of-school children (drop-outs, children in detention, disabled, others).</p> <p>Nearly 40% of children 5 to 14 years old work in Lebanon, most are functionally literate.</p> <p>The project identified several opportunities for addressing the issue of child labour as it relates to basic education, e.g. the number of children referred by schools for specialised treatment outside the school setting increased, indicating that teachers-advisors have taken on the extra role of advisor and have become more competent in identifying potential drop-outs.</p> <p>A potential constraint to bringing the educational counselling services to scale involved the Directorate of Guidance and Counselling at the MOE being under review, which was likely to have its functions/mandate changed that would affect support from the MOE and require finding another channel of support for these services. Concerns were raised at the end of cycle review meetings with government and educators about the limited number of teachers and schools with the capacity to provide educational counselling services. This led to UNICEF Lebanon including in the 2000–2006 Country Programme the integration of the training module on educational counselling techniques into the pre-service training of all teachers. UNICEF Lebanon is working on making this an appropriate strategy for implementation so eventually all teachers would take on the teacher/advisor role throughout the school system!</p> <p>A standardised written basic life skills module for application in all programmes for working/out-of-school children was not developed, but support to specific activities run at Social Development Centres of the Ministry of Social Affairs and NGOs, life skills education was implemented through accelerated vocational training by including discussion sessions, recreational and expressional activities. Common topics were cooperation, self confidence and expression, problem solving, generational problems, HIV/AIDS associated risks, smoking and environmental issues. Support was provided to capacity-building among personnel dealing with the working children on basic life skills and on techniques for integrating them into the training programmes.</p> <p>The limited technical expertise in governmental institutions and the weak role played by the government in coordinating the project were particularly notable in working on the development of the literacy module, which UNICEF overcame by taking the lead role to ensure that it was completed (with the help of an NGO).</p> <p>Difficulties were encountered in pursuing activities initiated for establishing referral facilities for school children with special learning needs/disabilities due to an absence of vision at the MOE for addressing the issue; limited operational flexibility of the government (?); limited technical expertise on learning disabilities/psychological problems; and unclear roles and responsibilities among the Ministries involved (Health, Education, and Social Affairs).</p> <p>An assessment compared the repetition and drop-out rates between public schools with the accelerated classes and those without, showing that the drop-out and repetition rates were significantly lower in the schools with the accelerated programme.</p>
Lessons Learned	<p>It is important to adopt a multisectoral approach to address child labour that involves working on changes at the policy/legislative level, enforcing laws, and developing strategies of prevention, focusing on compulsory education, and actions that benefit children already working.</p> <p>Education is important as an entry point to address child labour issues at various levels, especially with regard to school retention.</p> <p>Effective interventions should also include empowering working children (who are mostly illiterate/semi-literate) with second-chance education opportunities and basic life skills. It helps to restore their right to education and improve their lives.</p> <p>The end age for compulsory and free education (12 years old) needs to be harmonised with the minimum age for employment (14 years old). This gap of two years leaves children lost, which in Lebanon is further problematised due to the fact that children can not enter vocational and technical education until they are 14 years old.</p> <p>The vocational training and NFE for working and out-of-school children should be available in the same period of formal schooling so as to ensure that discriminatory feelings are not experienced by these children.</p>
Partners	MOE, Ministry of Social Affairs, NGOs
MTSP/CP/PRSP /etc. Links	Not stated

Country: Morocco		US\$384,674.98	1999–2002
Child Protection Programme, Rural Programme, Education project			
Target Group	Working children		
Goal(s)	<p>To help identify and implement national policies and strategies that aim at preventing and eliminating child labour, especially the worst forms To support and promote sustainable pilot experiences of NGOs and other partners in selected areas.</p> <p>-----</p> <p>To provide support to national policy interventions. To remove the youngest from the worst forms of child labour, keep them in school, and provide NFE and vocational training to children >12 years old.</p>		
Principle Strategy(s)	<p>Reinforce national capacities Support decentralisation Coordinate the partners involved in the project</p> <p>With regard to national policy interventions, strategies involve advocacy, social mobilisation, and institutional capacity-building With regard to direct interventions in selected areas, pilot projects target children in the handicraft sector by providing NFE and vocational training for the older children and removing the younger children from workplaces and putting them in school</p> <p>With regard to research and data collection, to obtain good-quality information for use in designing appropriate programme/project strategies through studies and surveys and support to the UCW project with the WB, ILO/IPEC, and UNICEF</p> <p>With regard to children at risk of never entering school, establish/offer NFE (children at risk of dropping out are supported through the Education Program and others)</p>		
Outcomes	<p>National policy interventions:</p> <ul style="list-style-type: none"> • Training activities and workshops raised awareness on child labour and improved institutional capacity to implement and monitor actions promoting full compliance with national rules/legislation. • Of 300 work inspectors in the country, 200 were trained on CRC and national legislation. It changed their attitudes and perceptions about child labour, which they had considered as a "natural" phenomenon. It made many of them become more vigilant and less tolerant of parents and employers who had working children. In particular, the minimum working age had been changed to 15 years old from 12 years old. • Sensitisation and information seminars with partners were held. A work day with provincial delegates of the Labour Ministry informed them of government policies (ratification of International Conventions and the launching of The National Program on the Elimination of Child Labour) and regional meetings with artisans to sensitised them to the legislation on child labour legislation and presented to them the government's professional reinsertion program that provides a qualifying training programme to youth older than 15 years old – it motivates employers to accept to train these youth. It constitutes an alternative form of employment for youth. • 5,000 posters on child labour and the International Conventions were produced and disseminated in communes, schools, and in public places. • Contributions were made to the production of NFE curricula for working children in the handicraft sector — it received tripartite support from the MOE, La Communauté française de Belgique and UNICEF. The field work/testing was the project in Fez for children working in handicraft work that taught them basic competencies. • UNICEF and ILO/IPEC planned to work closely to produce a joint publication on child labour in Morocco — and to follow up with social mobilisation activities. <p>Direct interventions in selected areas:</p> <ul style="list-style-type: none"> • Two major pilot projects were supported that targeted children working in the handicraft sector (pottery, traditional ceramics, carpets, leather, etc.) in Fez and domestic services in Casablanca. This project concentrated its resources in Fez with 300 working children between 8-9 and 15 years old who benefited from coming to child protection centres to participate in NFE classes, health follow up, and recreational activities. They were freed from work five hours per week to attend NFE classes and on their day off they participated in the recreational activities. The medical support was both preventive and curative. Each centre (5) was staffed by a trained animator. Employers were sensitised to assure their commitment to the program. • A NGO network was created with about 10 NGOs working with children, which defined common objectives and integrated / coordinated / complemented each other's work. Material & equipment were provided to the centres to use in the educational, health and recreation activities. Plans included involving 		

	<p>more children working in the handicraft sector and employers. It dovetailed with IPEC's project helping parents reintegrate their children into school.</p> <p>Research and Data Collection</p> <ul style="list-style-type: none"> • Several studies and surveys have been completed for use by UNICEF to inform UNICEF supported projects, and also those of the government and external/international agencies. For example, support was given to the survey on the conditions of girl domestics/maids in Casablanca. It aimed at gathering information on the life conditions of these girls and the treatment they receive from their employers, and the impact of the work on their health and psyche, and their relations with parents (remise of their salaries, etc.) • The UCW project, jointly developed with World Bank, ILO/IPEC, and UNICEF, was underway and it was anticipated that it would provide a comprehensive view of child labour in Morocco. • The project acted as a catalyst with regard to increasing knowledge on child labour issues that guided programming and experimental approaches to combat child labour while building on happenings in local contexts. It helped to attract other donors, including the ILO and bilateral donors, such as the French, British, and Belgians. <p>The partnership with ILO/IPEC</p> <ul style="list-style-type: none"> • Joint programming, resource sharing, and capacity building have supported the Fez project. IPEC's intervention has allowed for developing income generating activities for families who agree to reintegrate their working children in the formal education system, and has provided support for school supplies for these children. It was expected that IPEC's contribution would help the Fez project reach its goals and attract other partners/donors. • The National Steering Committee on Child Protection was established and was in charge of establishing priorities, plans of action related to child protection programs, information sharing and coordination, and avoidance of duplicating efforts. It was composed of representatives of several ministries, NGOs, ILO, and UNICEF.
Key Findings	<p>The global funds were critical for UNICEF Morocco to launch a child labour program, and it contributed to raising public awareness on child rights and child labour in particular. This project acted as a catalyst in getting other partners on board and coordinating their respective goals/ actions.</p> <p>Working children represent 5% of the child population under 15 years old (about 48% are girls). For every 100 children in school, 11 are working. Officially 517,800 children younger than 15 years old are working. Many factors play out in causing CL, including rural migration. Working children are found in agriculture, domestic work, informal sector, and handicraft. Some children combine school and work, and many work in harsh conditions. Some factors surrounding child work include the poverty of the family, illiterate families, the traditional cultural understanding of child labour/work as a non-negative, the economic interest of employers, the lack of confidence among parents of the value of schooling, the insufficiencies in the school system that cause students to drop out. The general characteristics revealed in surveys are:</p> <ul style="list-style-type: none"> • 90% of working children are between the ages of 10 and 14 • 80% have never been to school • 96% live in families whose conditions are very difficult • 59% are exposed to sickness and serious accidents • 52% have a daily work schedule that exceeds 50 hours. <p>The attitude of employers was not always favourable, making them reluctant partners to committing themselves to the process of eliminating child labour.</p> <p>There was low commitment among the decision-makers, pointing to the need to identify other allies/partners, such as labour unions and the private sector.</p> <p>Through advocacy, social mobilisation and institutional capacity-building, the issue of child labour in recent years has moved from a taboo to social acceptance to a rights issue, and was put on the political agenda. The civil society and media promoting and broadcasting/writing on child rights issues very much contribute to the attention CL issues receive. The GOM adopted and ratified the ILO Conventions 138 (in 1998) and 182 (in 2000) and the optional protocol on the sale of children, and prostitution and pornography of children (in 2001). It adopted and is in the process of implementing a National Plan of Action for the Elimination of Child Labour. This was done in partnership with UNICEF and BIT/IPEC.</p> <p>It is noted that other UNICEF-supported activities have also contributed to building knowledge on child rights and sensitising on risks associated with child labour. With this project, UNICEF was able to give more attention to CL/Child Rights so as to give more institutional support at the level of national policies and strategies as well as to initiate pilot projects/activities in selected sites that could be replicated and supported by political decision makers.</p>

	<p>The project made it possible to organise several training activities/workshops that contributed to raising awareness on child labour and enhancing institutional capacities to monitor and implement actions in accordance with national rules and legislation on child labour, such as the work inspectors.</p> <p>While the work inspectors became more vigilant of child labour abuses, it was noted that the majority of children work in sectors that are not open to inspection: family work in the country, domestic work and informal sector work. This needs to be researched.</p> <p>UNICEF works closely with ILO/IPEC to develop complementary actions towards the elimination and prevention of child labour, for example, UNICEF and ILO/IPEC agreed to produce a common publication on the worst forms of child labour in Morocco following a national workshop that defined those worst forms within the local context. Later the plan is to follow up with social mobilisation activities to sensitise and inform the concerned parties, such as employers, parents, unions, private sector, NGOs, and the media.</p> <p>An unused amount of funds was planned for expanding existing and new activities into 2002.</p>
Lessons Learned	<p>In order to assure sustainability of interventions, national policy makers need to be involved in the whole process from designing to implementing child labour activities so as to make them more committed to endorsing good results. If not, there is a risk that a successful pilot project will not continue to be supported or replicated or taken to scale.</p> <p>As the problem of child labour becomes a major public concern, it becomes important to advocate and mobilise decision makers in coordinating actions among the different partners in order to assure that human and material resources are distributed in a cost effective and efficient manner.</p> <p>Families and communities should be involved in all phases of designing projects aimed at reducing the number of working children and removal of those in harmful forms of child labour. The Fes experience shows how important it is to have the artisans support in the program. The next steps should remove children from harmful work and otherwise stop the recruiting of children younger than 15 years old. Alternative solutions should be reflected upon and involve parents and children.</p> <p>In order to replicate the Fes program to other sites, the political and social environment has to be in favour of protecting child rights and a priority of the local political/social players/actors.</p> <p>Ownership of the Fez project by decision makers at the central level and one that is promoted in the media becomes a model.</p> <p>In spite of good intentions, it is a necessity to strengthen capacities of associations responsible for these projects. The professionalism of these associations should become a major intervention to strengthen the project.</p> <p>Monitoring and evaluation should be reinforced by defining appropriate indicators. A disaggregated data collection system covering all aspects of the program should be established. The workshop in Jordan provided an opportunity to discuss this, causing a number of indicators to be identified and adapted to the Moroccan context.</p> <p>The project benefits from integrated actions that include preventive aspects and communication strategies.</p>
Partners	<p>In 2002 at the beginning of the new cycle of Programme Cooperation (2002–2006) the Child Labour Project was placed under the Child Protection programme. During implementation, the project has fit into the UNICEF Morocco Urban Programme; Advocacy and Social Mobilisation; the Basic Education Programme; Child Protection Programme; and Rural Programme (Project Evaluation).</p>
MTSP/CP/PRSP /etc. Links	<p>Funded by Norway/global funds and RR (Regular Resources)</p> <p>It is stated that the project is in line with the MTSP objectives; it mentions that UNICEF with partners have gathered information/mapping on child labour that is providing background to the UCW joint project with the World Bank, ILO-IPEC, and UNICEF.</p>

Country: West Bank and Gaza		US\$138,272	1999–2001
Education as a Preventive Strategy against Child Labour			
Target Group	Children at risk of child labour, school children and out-of-school children		
Goal(s)	To reduce the number of children at risk of child labour by reducing the number of school dropouts, and providing working children and out-of-school children with opportunities to basic education and life skills		
Specific Objectives	<ol style="list-style-type: none"> 1. To build a policy and legal framework to protect children from labour exploitation 2. To improve monitoring systems to enable timely identification of school drop outs and high risk children, and to target appropriate interventions, such as counselling 3. To promote better parenting practices to keep children in school and decrease the number of primary school drop outs 4. To provide compensatory education for school drop out, as a pilot project on Parallel Education 		
Principle Strategy(s)	School mapping and micro-planning — Workshops Conference — National Programme for Children Remedial education Training of teachers		
Outcomes	<p>With regard to Objective 1</p> <p>Support was provided to the National Symposium on EFA held in Gaza in April 2001, which was organised by MAEN Benevolent Association in Khan Younis and brought together 120 participants from Ministries and NGOs working on community education. Discussion focused on drop-outs and children in the labour market, and identified the need for laws and procedures to protect children from exploitation, to provide them with basic education (formal or NFE), to increase the number of counsellors and social workers at schools, and to support families living below the poverty line in providing education for their children. A key outcome was the formation of a committee with members from the MOE, Universities in Gaza, and the College for Education/ Ministry of Higher Education. This committee was to work with the Steering Committee on Parallel Education to promote a policy and legal framework to protect children from exploitation and facilitate their access to basic education.</p> <p>Support to a central workshop on school mapping and micro planning involving all district planners and seniors at the ministry, which familiarised participants with Education Management Information Systems (EMIS). This led to using EMIS in a piloting simulation exercise at the district level and it was incorporated into the 5-Year Education Plan.</p> <p>Within the Planning, Policy and Monitoring project, support was provided to the NPA Secretariat and the Palestinian Central Bureau of Statistics (PBS) in a two-day national conference with 450 participants. Use of the MICS survey (2000) on school drop-outs and child labour was disseminated and used to assess progress and identify priorities for 2002–2006 so as to unify and coordinate efforts.</p> <p>With regard to Objective 2</p> <p>Contributions were made to the MICS II survey, which was completed in Spring 2000. It enabled the Palestinian Authority and UNICEF to report on education achievements and gaps as part of the UNGASS process. Specific questions on child labour were asked of families. This quantitative survey complements the qualitative survey completed in 1999. The results were disseminated at the National Symposium in April 2001, during which new areas for intervention were identified and added to the 5-year plan of Action for the Palestinian Child — the data that cover a large sample of the population will be used for general monitoring of children at risk of dropping out of school and children who have already dropped out.</p> <p>With regard to Objective 3</p> <p>Technical and material support was provided to NGOs working at communities, especially those where early marriage and child labour due to the economic situation are common. Several workshops and campaigns were supported, including:</p> <ul style="list-style-type: none"> • With support to the Psycho-Social Centre in Bethlehem school-based campaigns were held on gender issues in 18 schools in rural areas of Bethlehem district targeting 7- to 10-year-old children, especially girls who are most at risk of dropping out at this age in preparation for early marriage. 390 sessions were held with children that focused on early marriage and the consequences on girls' health, education and community participation. 55 teachers, head teachers and counsellors were trained for 30 hours on skills to support children in learning how to cope with crisis. The teachers came from 13 schools in the area that have been exposed to shelling, in which 84 sessions on psycho-social support were provided by the Psycho-Social Centre Team for the children in grades 1-4 in the presence of their teachers. 		

	<ul style="list-style-type: none"> • With support to the Palestinian Red Crescent, 25 teachers were trained from 17 schools in Bethlehem district on the CRC, which helped the teachers to modify educational discipline of students to better address their psychological needs. • With support to MAEN Benevolent Association in four underserved areas of Khan-Younis, community awareness campaigns were conducted on the CRC, with the emphasis on the right to education, in which >120 women and female youth (ages 18–35) were trained for 16 days on issues related to the negative effects of child labour, the right to education, and the right to play, and early marriage. These participants became part of a larger campaign to reach out to more women and youth in Khan-Younis on parenting messages related to EFA. 28 youth leaders were trained on Training of Trainers (TOT) leadership and life skills in two camps in Gaza (Shati and Dir Ebalah) so they could become coordinators/facilitators of "Life Skills" Programmes for adolescents in their community. 36 one-day training workshops for 720 adolescents in four sites in the rural areas of the West Bank and the two sites in Gaza where early marriage, child labour and drop-out are common focused on healthy life skills, violence, psycho-social life skills, and reproductive health. The trained youth in TOT helped trainers to facilitate the workshops. These workshops connected to other workshops for parents on parenting. • With support to Women Centres in six sites by MAEN Development Centre, 25 hours of training for 40 members of the administrative committee on management and planning focused on building capacity in the women's centres so they can play a more effective role community development efforts and the Life Skills programme with parents, youth and adolescents. The training promoted dialogue on adolescent issues, such as child labour, early marriage, and dropping out. • With support to Al-Sadique Tayyeb organisation, training was provided to 22 social workers to provide assistance to families of addicts, whose children are at higher risk of dropping out of school. 15 workshops (six hours each) were conducted to prepare social workers to work with 50 families with children ages 6 to 12 years old. Guidance and counselling sessions were held with the 50 families, a five-week follow-up training programme with children of addicts and their mothers/or other family members. Periodical meetings were held between social workers and specialists to discuss problems and advice, and periodical conferences were held for all social workers. The process was effective as it addressed all family members; the issues linked to child labour were identified and discussed in the meetings. Awareness campaigns implemented by the social workers focused on developing refusal skills among children, and a plan put in place to develop and implement an intensive training program on awareness and prevention for children at risk between 12 and 18 years old. <p>With regard to Objective 4</p> <ul style="list-style-type: none"> • Remedial education interventions took place in areas badly affected by shelling, closures and curfews. 30 schools in Old Hebron were identified and the Distance Learning Project was established to reach children under curfew in this area. Communities in Gaza Strip that have been affected by violence were also supported in a similar community-based programme by this project. • In Khan-Younis, home-based remedial education was provided to 50 injured children 10 to 15 years old so their education was not interrupted and their dropping out of school and joining the labour market was averted. • Support to a summer camp for 200 girls (6- to 10-year-olds) was part of the remedial education initiative.
Key Findings	<p>The Palestinian Central Bureau of Statistics (PCBS) states there are 18,490 children (12 to 16 years old) in the workforce, which does not account for less visible forms of child labour, namely, girls in domestic work.</p> <p>The causes for child labour are complex: economic deterioration, increasing poverty, indifferent or tolerant social attitudes to child labour. Studies and surveys indicate that the major contributing factor leading to child labour is "dropping out of school". Further analysis indicates that the dropout problems are related to quality and relevancy of education along with socio-economic factors, including: overcrowding, limited capacity of teachers, under equipped classrooms, schools in need of repairs, curriculum for grades 2–5 that is not a Palestinian curriculum, which has limited relevance to the Palestinian context. Emphasis is on academic not vocational skills. Vocational training is scarce. Early marriage for girls and joining the labour force for boys are main reasons given for dropping out. Prevention of Palestinian access to the Israeli labour market is a contributing factor for economic decline and unemployment.</p> <p>Project implementation was delayed due to planning delays with the project's counterparts. With advocacy support from the UNICEF office, a Plan of Action was made before any Norwegian funds were used. The UNICEF – West Bank/Gaza CP provided a solid basis for the project through its basic education programme, using both formal and non-formal education channels.</p> <p>Due to the crisis, the project encountered several constraints causing implementation, monitoring and follow-up delays. Restrictions on mobility and curfews affected some trainers from reaching certain areas. An unexpected obstacle involved the co-training of males and females. It required adjusting the activity so that the males and females were provided separate training, causing the planned activity to be doubled in some areas, such as North of the West Bank. Fax, telephones, and mobiles helped to maintain communication with partners and coordinating their efforts in the field.</p>

	<p>With the continuous blockades, curfews and closures, thousands of children and their teachers have been unable to attend school on a regular basis, which compounds the probability that more children will drop out of school.</p> <p>Population is about 3 million with 53% children under 18. Since Sept. 2000, unprecedented levels of confrontation and mobility restrictions have been imposed on West Bank and Gaza Strip. Many children have been killed and injured, some permanently disabled, all are being denied full access to basic services. Most are not involved in the violent confrontations, but thousands of children suffer through disruption to their education and psychological stress.</p> <p>Workshops with youth in crisis-affected sites were facilitated by youth from the communities who had participated in TOT life skills training, which gave them a leadership role in their communities and also made the messages more effective among the targeted group.</p> <p>By involving the women's centres in building their capacity to deal with issues affecting adolescents, dialogue was promoted that is seen as a way to lead to changes in attitude and knowledge on children's protection and education.</p> <p>Alternative community-based education for communities in areas of curfew and violence helped 12,000 students the opportunity to continue their education at home. Activities included distance education training for teachers, development of worksheets with instructions, remedial education/compensatory education for children who have been out of school for long periods, and M&E for television lessons and worksheets/supplies for children to assist their distance learning. This was done in Hebron where 30 schools were closed for more than six months.</p>
Lessons Learned	Not available
Partners	MOE, Ministry of Social Affairs (MOSA); NGOs (above-mentioned in outcomes)
MTSP/CP/PRSP /etc. Links	<p>The project Education as a Preventive Strategy against Child Labour is within the Promoting Learning in Child Friendly Environments Programme and Advocacy and Capacity Building for EFA project.</p> <p>The National Conference/Symposium with use of the MICS II data contributed to the UNGASS process.</p>

ROSA — SOUTH ASIA

Country: India Towards the Prevention and Elimination of Child Labour in the Glass Bangle Industry of Firozabad		US\$141,320	Duration: 1998–2002
Target Group Goal(s)	180,000 people in 140 child labour intensive mohallas (settlements) in Firozabad town (Uttar Pradesh) — 75,600 (42%) are 0 to 14 years old. To prevent child labour by implementing and monitoring multisectoral programme approaches, which converge on vulnerable children and their families/communities, complemented by advocacy at state and district levels with government and other partners.		
Principle Strategy(s)	<p>Spatial mapping and microplanning carried out in June 2000 to map the basic services (health centres, schools NFE centres, ICDS centres) in the 140 mohallas covered under the project.</p> <p>Environment building and social mobilisation 28 field-level motivators participated in a TOT on Child Rights, with a focus on children's right to protection from exploitation and abuse, who, in turn, conducted mohalla-level orientations at the end of 2000; more than 3,000 mohalla meetings were held along with street plays, awareness drives, wall writings, and door-to-door contacts.</p> <p>There was a coordination of NGO partners, including weekly feedback sessions with motivators and on-the-job skills training;</p> <p>There was a variety of media used: folk song, dance, magic, and videos, and celebration of annual events, such as Women's Day and Children's Day.</p> <p>Educational opportunities Instructors from 70 NCLP schools and 78 Transitional Education Centres (TECs) linked to IPEC from urban and rural Firozabad were trained on quality issues focused on improving student-teacher interaction in the classroom through child-friendly techniques; the training was coordinated by a technical resource agency; the activity was done in collaboration with the Labour Department.</p> <p>Operationalising alternative learning centres (ALCs) in difficult to reach areas 12 ALCs attended by 455 children (>50% girls) 6–14 years old have been operationalised. ALC instructors received training in child responsive teaching/learning methodologies and workbooks were provided.</p> <p>School readiness Support was provided through the State Government's Anganwadi (Child Care) Training Centres (part of the ICDS programme) to help train the anganwadi workers (256), using the School Readiness training module. The training contributed to developing child-centred preschool skills and knowledge. More active interaction between anganwadi workers and the local primary school have resulted in forging stronger linkages between preschool and the formal primary school. Generating demand for education at community level is done through the school enrolment campaign and maintaining contact with parents helps prevent drop-outs.</p> <p>Women's Networking through Self-help Initiatives Local motivators, with support from a technical resource agency, were trained on mobilising communities, especially women, around self help. As of April 2002, 184 groups are operational, with a total membership of about 2,000 women. About 75% now have bank accounts and the groups have begun the interloaning process.</p> <p>Efforts were begun to mobilise SHGs in 15 of the 140 mohallas to commit to making their mohalla "child friendly" by adopting the World Summit for Children Goals, which includes school enrolment, retention of, and completion by all 6- to 14-year-olds, and no girls to be married before the age of 18.</p>		
Outcomes	<p>Convergence with the ILO-IPEC programme, especially around quality education and community participation through self help groups has been a key strategy for project implementation.</p> <p>The problem of child labour in India exists, but there is an absence of precise data; estimates vary according to definition and methodology, ranging from 11.23 million to >100 million. The GOI has enacted many child labour laws and policies; the 93rd Constitutional Amendment calls for free and compulsory education for all children 6 to 14 years old. In the targeted district of Firozabad in Uttar Pradesh, child labour is centered in the glass bangle industry that consists of 32 processes, many carried out by children either in the family household or in small unorganised household units. The incidence of child labour in this industry is estimated to range from 15,000 to 50,000.</p>		

Project Chiragh, an integrated community-based initiative, began in July 2000 to address child labour prevention and elimination in the home-based glass bangle industry. Prior to beginning the project, a Participatory Rapid Appraisal (PRA) was undertaken that found key factors for child labour in the glass bangle industry, including: unregulated home-based nature of the bangle manufacturing process, low compensation based on piece-rate calculation of wages, lack of alternative employment, chronic debt, and illiteracy.

Four NGOs facilitated the implementation and monitoring of the project in Firozabad town, which was mapped into four zones. Each NGO was responsible for a zone within which they worked with 35 mohallas. The spatial mapping exercise provided an "at-a-glance" picture of the socio-economic resources available to the urban poor, and helped to plan and implement interventions at community level. A community level survey in all 35 mohallas provided a baseline on felt needs, perceptions, and expectations, and helped with planning project implementation.

More than 3,000 mohalla meetings along with street plays, awareness drives, wall writings, and door-to-door contacts have contributed to building rapport, gaining confidence and building project ownership among the communities. To sustain community interest, a variety of media are used, folk song and dance troupes, magic and video shows, and celebration of annual events, such as Women's Day and Children's Day.

Effective coordination of NGO partners, weekly feedback sessions with motivators, periodic on the job skills enhancement in communication, group dynamics/leadership, teambuilding, and gender sensitisation have helped the project shape its social mobilisation efforts to suit local needs.

Linking up with the Government's Urban Poverty Alleviation Programme that focuses on women as change agents has been critical to making the social mobilisation activities effective, which have been carried out by the project.

Access to education is being addressed by the government through the formal education system, several donor-funded initiatives related to alternative education in Firozabad, such as DPEP, NCLP, and TEC (under ILO-IPEC project), so this project focused on the quality element of the teaching/learning process using four strategies: qualitative improvement in the classroom through teacher training in "joyful learning"; establishing alternative learning centres in difficult to reach mohallas not yet covered by ongoing education initiatives; facilitating school readiness programmes for 3- to 6-year-olds with the ICDS programme; promoting demand for education among communities through mohalla contact drives, follow-up at household level to prevent dropout and ensure completion of at least primary schooling.

Workbooks from a UNICEF-supported child labour initiative in the carpet belt were adopted by the Labour Department and are used to supplement the curriculum of the NCLP schools throughout UP State.

The ALCs open up educational opportunities in hard-to-reach areas, especially for girls, and increase the chance to enter "mainstream" education.

Networking among women around credit/thrift is critical to address the debt-poverty cycle, which is often the reason for families to put their children to work. It is believed that the self help groups facilitated by the project fit well into the overall framework of child labour prevention and elimination in the district.

Most women were not initially confident that they could set aside even a small amount as savings, or were totally dependent on male members in the family for decision-making, which meant that forming and activating the self help groups was a time-intensive exercise. Gradually the women came together and began saving and opened bank accounts, and now convene monthly meetings, maintain their ledgers, and make decisions affecting their lives and their children.

Project Chiragh is not a "stand alone" project, but one that is very effectively integrated into the overall development scenario in the district with community participation as its main strength. The project succeeds on sustained interaction with the government's development-oriented departments, such as Education, Labour, ICDS, and Urban Poverty Alleviation along with activities in health and the environment, the Urban Reproductive and Child Health programme (World Bank supported); Pulse Polio Campaigns; participation in the Inter-Agency Working Group on Child Labour; and collaboration with industry.

The Inter-sectoral Steering Committee, chaired by the District Magistrate, has conducted periodic monitoring of the Project Chiragh, interaction with the District Child Labour Welfare Society through the Labour Department facilitates coordination of the various sectors at field level. Periodic joint progress reviews (by government, partners NGOs and UNICEF) have contributed to mid-course corrective actions.

The fluid political situation in the State that was exacerbated by the lack of credible local NGOs resulted in operational problems that had to be addressed case by case. Implementation was slowed down due to involving a wide spectrum of NGOs in running the NCLP schools and TECs, some of whom did not have the

	<p>requisite level of experience in community participation. The monthly stipend provided to children attending the NCLP schools gave rise to a peculiar situation in which parents removed their children from formal primary school to enrol them in the NCLP centre in order to get the monetary benefit.</p> <p>Creditworthiness of urban poor communities was put to the test when nationalised banks refused at first to open accounts for self help groups in spite of government circulars promoting credit/thrift as a key empowerment strategy for resource poor women. It took a combination of government intercession and pressure from the SHGs to resolve the problem.</p> <p>The project funds came at an opportune time, when GOUP was under pressure to demonstrate its commitment towards phased elimination of CL. The government focused on making the enforcement machinery more effective and accountable, implementing measures such as special schools to address the education needs of children withdrawn from the workforce. The strategies yielded a marked decrease in child labour in the factories, but a negligible impact on the informal and unorganised sector. The Project focused on addressing the needs of the informal/ unorganised sector and demonstrated that sustained community engagements are necessary if child labour is to be addressed and eventually eliminated.</p> <p>Due to the complex, time-intensive nature of the project interventions, along with the need to get all partners on board, the gestation period took longer than planned before the project could take off. As community involvement increased and capacity-building initiatives increased, the pace of implementation picked up.</p>
<p>Key Findings</p>	<p>Creating an enabling environment for primary caregivers is vital for prevention strategies to have an impact on reducing child labour; Project Chiragh brings communities together to address concerns relating to the working child.</p> <p>Challenge of fostering community participation among the urban poor, especially those with working children, cannot be under estimated. The invisibility of marginalised communities, lack of homogeneity and cohesiveness of the population, the intra-urban disparities with regard to health, education, and income are obstacles to be addressed in a holistic manner if programme goals are to be achieved.</p> <p>The main focus of existing child labour programmes and strategies (governmental and NGO) have been on rehabilitation measures. But, until the root causes of debt-poverty-illiteracy are addressed, there can be no progress towards child labour elimination. Due to this, the Project Chiragh was based on the assumption that enabling poor communities to improve the quality of their lives would have a positive impact on reducing child labour.</p> <p>UNICEF's unique position as a valued partner with the government and other donors has facilitated complementarity of inputs and geographical coverage. One thing that has not been addressed is standardising funding, which would allow for better coordination among partners.</p> <p>Both a fluid political situation and the lack of credible local NGOs can cause project operational problems.</p> <p>Interest among the industry and trade unions for tripartite interaction on child labour started well, but waned once business interests were served and factories were declared "child labour free" by the Labour Department.</p> <p>Several factors need to be addressed before a women's cooperative on bangle making could be realised. Attempts to set up a pilot cooperative did not work due to lack of government land near the mohallas where the cooperative could be established; lack of technical support from the industry; prevailing vested interests of the middlemen; and the reluctance of women to leave their homes to go to a workshed to work.</p> <p>The gestation period of such a project can take time due to the need to get all partners on board at the beginning, and to involve the community and build capacities, which are key to ensure project success and sustainability.</p>
<p>Lessons Learned</p>	<p>Not available</p>

Partners	ILO-IPEC Government of Uttar Pradesh through its departments of Labour, Education, ICDS, and Urban Poverty Alleviation Programme (focuses on women as change agents), District Child Welfare Society; District Magistrate Partners in sectoral activities in health and the environment, such as the Urban Reproductive and Child Health programme (World Bank supported); Pulse Polio Campaigns Participation in the Inter-Agency Working Group on Child Labour Industry Inter-sectoral Steering Committee, chaired by the District Magistrate Many NGOs
MTSP/CP/ PRSP/etc. Links	Part of UNICEF's Child Protection Programme, Project Child Labour related activities in Firozabad, Uttar Pradesh

Country: Nepal		US\$365,636	Duration: 1998–2001
Elimination of Exploitative and Hazardous Forms of Child Labour through Education			
Target Group	Out-of-school children (ages 10–14); girls; primary school children at risk of dropping out; young children (3–5 years old)		
Goal(s)	<p>To break the vicious cycle of continued exploitation and prevent children from entering exploitative and hazardous forms of labour by providing school-deprived, working and at-risk children with a basic education (Out-of-School Programme)</p> <p>To prevent children from entering into exploitative and hazardous forms of child labour by increasing awareness among parents and caregivers about the detrimental effects of CL (parenting orientation) and by providing children 3–5 years with a safe environment for holistic development in Community-based Child Development Centres</p> <p>To build capacity, especially in the areas of coordination, management, technical quality, and monitoring, among local and national authorities and NGOs, and to raise concerns of the rights of working children</p>		
Principle Strategy(s)	<p>Reach out to out-of-school children who have missed out on participating in education due to work or other reasons through flexible and child friendly classes</p> <p>Improve the quality of basic and primary education by facilitating teacher peer and community support and team spirit, and Dual Audience Teacher Training</p> <p>Interactive Radio Instruction</p> <p>Promote good reading habits in children</p> <p>Build knowledge and increase understanding about links between literacy and health, and development and learning abilities</p> <p>Improve early childhood care and development through better parenting practices and childcare services, which will better prepare children and parental/community support for basic/primary school/education</p>		
Outcomes	<p>Out-of-School Programme (OSP)</p> <p>25 pilot child-centred OSP classes were conducted in one district (Kavre) that benefited 447 children; 5,716 youth from three districts were provided basic education through OSP/NFE classes, and facilitators were trained in child-centred teaching methods. 22 OSP supervisors from two districts entered a five-day training session that focused on developing skills in supervision, reporting and information sharing; there was an exchange of best practices and lessons learned, and support was provided to a 12-day Facilitator's Basic Training along with production of learning/teaching materials for OSP classes that were distributed nationwide.</p> <p>Support to the Himal Association to promote good reading habits among children resulted in the production of child-friendly reading materials (Bal Sansar Children's Literature), with many being used in OSP classes. The Association organised book exhibitions in many districts to introduce the reading materials to children, parents, and communities. Revenues from the sales made it possible for the Association to continue developing materials without further support!</p> <p>Whole School Approach</p> <p>Support facilitated peer support among teachers and encouraged community members to be involved in improving the quality of education.</p>		

	<p style="text-align: center;">Dual Audience Teacher Training</p> <p>Support was provided to the MOE's Distance Education Centre to pilot the Dual Audience Teacher Training and to MOE's National Centre for Education Development for teacher training workshops. 50 schools of five districts benefited from this interactive radio instruction (including 20–25 programmes each for Class Three Maths and Class Five English), which benefited students and teachers, and improved learning in mathematics and English. Positive outcomes during this pilot phase led larger donors to the Basic Primary Education Sector in Nepal to consider expanding the approach to more subjects and grades and to be broadcasted over Radio Nepal – the national radio channel. This project contributes to improving the quality of education.</p> <p style="text-align: center;">Research and study</p> <p>Support was provided to <i>Literacy and Health Practices</i>, a study of relationships between health knowledge and health-seeking behaviours by mothers of young children and literacy indicators. The purpose of the study is to find ways to improve the health of young children and their overall development and learning abilities. A report on childrearing produced in 2000 by UNICEF and Save the Children Alliance called "Bringing Up Children in a Changing World: Conversations with Families in Nepal", was reprinted and widely distributed; it is considered one of the better studies on ECD in Nepal and has been disseminated throughout South Asia and beyond.</p> <p style="text-align: center;">Early Childhood Care (ECD)</p> <p>50 members of the Social Organisation Coordination Committees of two districts (Central Region) received ECD orientations. Support was provided to develop materials for Parenting Orientation classes, which were distributed to 32,500 parents and caregivers of young children throughout the country. 74 community-based Child Development Centres (Bal Bikas Kendras or BBKs) were supported in two districts, which benefited about 1,500 children. Materials produced were distributed to 1,300 centres throughout the country.</p>
Key Findings	<p>A State of Emergency was imposed in November 2000 and the Royal Nepal Army was brought in to control the conflict between the government and Maoists; the Maoist insurgency began in remote and poor districts in 1996, and has now spread to 56 districts, which has resulted in serious security problems in many districts, especially in the hill and mountain districts of the Mid-West.</p> <p>Progress in improving the human development status of the country is slow, sanitation is poor, but 80% of households had access to potable water. Gender, ethnic, and caste discrimination is deeply rooted in the social system, greatly affecting women, children, and "lower" castes, and there is wide economic disparity among districts. Significant progress has been made in providing primary education, but many challenges remain, including large gaps between ethnic groups, and boys and girls; 42% of children complete the five-year cycle and only 28% within the five years.</p> <p>The government is characterised as having an overly centralised administration, but this is changing with the implementation of the Local Self-Governance Act of 1999, which presents opportunities for communities to bring about good governance based on greater popular participation in development. District Development Committees and Village Development Committees are the entities at decentralised levels that have begun to take on resource allocation and programme planning and implementation.</p> <p>In UNICEF Nepal, Child Protection is one component of the Education programme, and it emphasises critical linkages between child labour and education. The new Country Programme (2002–2006) Decentralised Action for Children and women (DACAW) facilitates convergent services/ interventions at the community level for a synergistic impact on improving the conditions of the children and women in their communities. The community becomes the focal point for assessing the situation for their children, analysing issues, and taking action (the triple-A approach) with the focus on individual children whose needs transcend multiple sectoral concerns. It is a convergent, cross-sectoral, and decentralised intervention approach that with the GON's shift to decentralised governance should facilitate implementation of legal, political, and practical measures towards eliminating child trafficking, sexual exploitation, and forced or bonded labour.</p> <p>The Out of School Programme (OSP), known as Bal Schkchha, was initiated in the 1980s with local NGOs and District Education Offices. The OSP classes tend to be smaller than primary school classes and have more flexible schedules and curriculum. The ultimate objective of OSP is to allow the children to integrate into the formal education system. Children, older and younger, attend the OSP classes. Some children have left the formal school to join the OSP classes due to a more child-friendly environment, better teacher/student ratio (1 teacher to 22 students), availability of reading materials, and use of interactive teaching methods, causing parents and children to prefer OSP to the formal schools. Due to this, class size needs to be monitored as classrooms start getting crowded and the teacher/student ratio is affected.</p> <p>In the Bara District Coordination Committee meeting, all 39 participants agreed that children's language and numerical skills improved as well as their health behaviours (better hygiene). They felt that many school-aged children had not been reached, and there was a need to develop a more effective strategy.</p>

	<p>Reaching out to the most deprived children remains a problem and needs more investigation. Field observations confirm that girls outnumber boys in many OSP classes, which is expected since boys are given priority over girls in formal schools. The implication is that girls are getting access to basic education, but there is no data to assess the ratio of girls vs. boys who have completed OSP classes and moved on to the formal school.</p> <p>Provision of psychosocial counselling for OSP students helps girls to overcome psychological issues and better prepare them for continuing their education in the formal school system.</p> <p>In the current Country Programme, OSP linkages with employers and parents and integration of children into the formal school are expected to increase. More support to Child Clubs ensures girls a support group. Observations have revealed a working girls' Child Club taking action for Girls' Right to Education, and a school-based Child Club holding a successful campaign on enrolling girls into the school. More emphasis is being placed on building partnerships at community level so as to address the right of working children, especially girls, to an education.</p> <p>The Whole School Approach, initiated by UNICEF in 1999, and now mainstreamed into Government Basic and Primary Education training, facilitates peer support and team spirit among teachers in reviewing classes, student progress, etc. It engenders professional stimulation/ encouragement as opposed to teachers working in isolation. Active community involvement in improving the quality of education is facilitated with teachers' review meetings, by assisting in making school learning aids, etc. The approach aims at improving the quality of education, and schools' getting and keeping children in school who otherwise might enter the workforce.</p> <p>UNICEF initiated the Parenting Orientation and Community-based Child Development Centres or BBKs that aim to stimulate childcare practices in the home and community and provide a safe environment for a more holistic development of young children 3–5 years old. Parenting Orientation is for mothers, fathers, elder siblings, and other caregivers. It runs for three months, two hours per day/six days per week usually during the evenings. Studies show that dramatic improvements are seen in knowledge, attitudes and practices of caregivers, compared to control groups without the education, these caregivers show better care of their children. The methodology is characterised as being flexible and interactive, and covering a wide range of topics, from child development, child rights, to birth registration and immunisation.</p> <p>BBK implementation is through local NGOs and administered by a community-based management committee. The management committee raises initial funds from the community, locates a site for the centre, and selects a facilitator, and UNICEF matches their funds for three consecutive years, during which time the management committee uses the savings to establish a revolving fund for self help loans and other income-generating actions. Profits are used to pay the BBK salaries and operational costs, thereby, working towards making it a sustainable activity. This project assisted two districts.</p>
Lessons Learned	<p>The scope of "education as a preventive strategy" should consider the following:</p> <ul style="list-style-type: none"> • More concerted and focused efforts in formal and non-formal education • More intensive and focused efforts in reaching out to the most marginalised children and their families • Comprehensive monitoring plans to see the impact of different interventions (early childhood development centres, parent education, NFE/formal education) on preventing children labour/integrating working children into the formal school
Partners	<p>UNICEF Nepal and ILO-IPEC were implementing a joint programming project addressing child labour, called "Towards the Elimination of Bonded Child Labour in Nepal" (1998–2001). Inputs from this project feed into the activities supported by the Norwegian funded project, such as within the Out-of-School Programme (OSP classroom materials, psychosocial counselling training materials for facilitators, and skills training for OSP facilitators, widening the scope of services provided through the OSP)</p> <p>The Government of Nepal, District Education Offices, local NGOs</p>
MTSP/CP/ PRSP/etc. Links	<p>The project Education as Preventive Strategy against Child Labour is within the Education Programme - Lessons learned have been fed into the programme objectives of the Education and Child Protection programme under UNICEF Nepal's new CP 2002-2006 umbrella programme: Decentralised Action for Women and Children (DACAW)</p>

Country: Sri Lanka		US\$297,525	Duration: 1999–2000
Children in Need of Special Protection Measures – Education as a Preventive Strategy against Child Labour			
Target Group	Children who have never been to school, drop-outs and those at risk of dropping out		
Goal(s)	Within the framework of Child Rights, to contribute to the elimination of child labour in Sri Lanka by promoting the enforcement of compulsory education legislation and strengthening the non-formal education system to serve as a bridge for school drop-outs to re-enter the “mainstream”/formal school.		
Principle Strategy(s)	<p>To identify children and areas in which to target interventions</p> <p>To support the implementation of compulsory education, especially through NFE as a bridge to formal education</p> <p>To strengthen NFE/Literacy Centres, which provide working children with a flexible schedule and an opportunity to move onto formal school</p> <p>To promote the CRC and use it as an advocacy tool to promote child protection rights and expand educational opportunities for children</p>		
Outcomes	<p>Rapid Assessment Survey Support to the NFE Unit of the MOE for a Rapid Assessment Survey on non schooling children covering 56 Grama Seva Niladari Divisions (GSN), the lowest administrative unit at village level, and 10,600 households resulted in finding out the extent of non-schooling among children, the reasons, and how many children were engaged in income-earning activities, and identifying the most affected groups/areas, which were children in remote villages, fishing and agricultural areas, villages next to war affected areas, and marginalised urban groups, such as street children. Reasons for not going to school included poverty, helping the family, no birth certificate, lack of interest by parents.</p> <p>Implementation of compulsory education legislation Even though birth registration is not a requirement for children to get into school, many principals and families do not know this, which prevents children from going to school. UNICEF advocacy with the Registrar General’s Department stepped up birth registration, in 1999 National Immunisation Days/Polio Eradication Campaign expanded their tasks to address/expand birth registration by identifying children without birth certificates with the help of mothers attending the MCH clinics — a total of 2,675 children were identified and the Registrar General’s Department took action to issue their birth certificates. Since then, the Department is collaborating with Plan International to further step up birth registration. In 2000, the two days prior to the NIDs, school children with support from NGOs reached out to children in their community who were not in school to motivate them and their parents to get them into school.</p> <p>Support was provided to an NGO to obtain birth certificates for 300 orphaned and street children, so they could gain admission to school.</p> <p>Special activities were carried out on World Literacy Day in 1999 and 2000 to create awareness among the general public about compulsory regulations. In 2000, 6000 children were identified from non-formal centres and admitted to formal schools.</p> <p>Support was provided to the NGO, Sri Lanka Association for the Advancement of Education, which provided assistance to parents in enrolling their children in Grade 1.</p> <p>150,000 copies of a leaflet on sending children to school and compulsory school regulations were prepared and distributed to principals, teachers, students, welfare officers at community level, and parents via the NFE Unit and Department of Probation and Child Care Services. A weekly radio programme also communicated the message.</p> <p>Strengthening non-formal education centres 130 NFE Centres were upgraded in all eight provinces, including the North Eastern Province and in areas identified through the Rapid Assessment Survey, which benefited 3000 children between 5–14 years old. Inputs provided included learning materials, stationary, the development of a teacher’s guide, teacher training, and upgrading of facilities. The 6,000 admitted to the formal schools from NFE Centres included 1,000 from these centres.</p> <p>Support was also provided to 10 NGOs to establish NFE Centres in Moneragala and Badulla, two identified districts, which also added on assistance with school work activity, after-school assistance, development of special skills, counselling, maintaining a dialogue with parents) aimed at preventing children having difficulty with school from dropping out.</p> <p>Promotion of the CRC Support was provided to the National Child Protection Authority to print 50,000 copies of a booklet on corporal punishment in schools for use as an advocacy tool with teachers and principals. Training of Child Care Officers on child rights who in turn conducted 90 programmes on child rights for divisional level officer working directly with communities.</p>		

Key Findings	<p>The CRC has been used as a framework for advocacy and action, including with school children who are now turning out to be strong advocates for children whose rights are being violated.</p> <p>Interventions have supplemented and complemented those of the government and donor agencies, especially the ILO/IPEC programme on child labour and the UNICEF programme on Estates.</p> <p>Birth registration was promoted with success via the Registrar General's Department as part of both the rights approach and ensuring children's entrance to formal schooling. Even though administrative circulars indicate that children can go to school without a birth certificate, many parents and principals still believe that it is required for entrance. Prior to this, the Registrar General's Department was not as concerned.</p> <p>While education was the cornerstone of this project with regard to child labour, connections were also made to other programming/policy areas, including legal reforms with regard to increasing the age of employment of children as domestic servants from 12 to 14 years old. Efforts were made to create awareness of child labour issues to families and communities, the suppliers and the employers, the latter were easier to deal with and reduce demand.</p> <p>Advocacy and communication generated interest in three private sector companies: Proctor & Gamble, Standard Chartered Bank, and Aramax Ltd. Proctor & Gamble provided funds to strengthen 10 literacy centres in Colombo District, and the other two supported advocacy efforts.</p> <p>The project generated interest of education authorities to take a deeper look at education in terms of linking child labour to access and quality. As a result of this project, for the first time the MOE became interested in strengthening NFE centres and access to education as a preventive strategy to child labour.</p> <p>This project complemented other initiatives, such as the campaign, "Every Child in School" and linked to the concept of "Children in Zones of Peace" recommended by Graca Machel in her report, "The Impact of Armed Conflict on Children", focusing on areas affected by conflict where non-enrolment and drop-out rates are high.</p> <p>Efforts to activate School Attendance Committees at village level and Monitoring Committees at divisional level to implement the Compulsory Education Regulations have not been successful. Mechanisms and processes need to be developed at local level. Lack of human and financial resources need to be addressed along with sensitisation of committee members to their roles and responsibilities.</p> <p>Gathering accurate data to establish a database is problematic. A Child Activity Survey by the Department of Census and Statistics supported by ILO/IPEC project did not reveal the number of domestic workers due in part to the inaccessibility/"hidden" nature of this target group and methods employed to collect the data.</p> <p>There is a lack of technical skill training/vocational training for children in NFE Centres who do not get mainstreamed into formal education but leave to obtain gainful employment due to their poverty circumstances. There is, therefore, a need to link literacy/NFE Centres with technical training centres to ensure skill development of these children. The MOE is not yet addressing this issue.</p> <p>Despite five decades of free education, universal primary education has yet been achieved. A major problem is the inequitable distribution of quality schooling — access to quality secondary school is a privilege of the affluent.</p> <p>Children vulnerable to child labour live in poverty in low-income urban neighbourhoods, remote villages, new settlements and tea plantations, and refugee camps.</p> <p>There is a need to expand awareness programmes on Child Rights via the Department of Probation and Child Care Services through the Child Care Officers who work directly with the communities.</p> <p>The programme has been considered a success as it has contributed to the demand to do more against child labour, so funding is necessary to extend the programme to other areas identified by the Rapid Assessment Survey.</p> <p>Use of the CRC as an advocacy tool raises awareness of child rights and reveals the need for schools to become more child-friendly so as to prevent drop-out. Corporal punishment is prevalent and incidents of sexual abuse of children in schools, which are generally not reported</p>
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Lessons Learned	Not available
Partners	The focal point was the NFE Unit of the MOE. Other partners included the Ministry of Labour, Department of Probation and Child Care Services, National Child Protection Authority, NGOs, and ILO/IPEC. There is close collaboration/coordination between UNICEF and ILO/IPEC – UNICEF is a member of the ILO/IPEC Steering Committee. ILO/IPEC provides assistance to extend NFE centres to other areas not covered by the UNICEF project. UNICEF has also worked with the estates and private companies (Proctor & Gamble, Standard Chartered Bank, and Aramax Ltd.), collaborated on strengthening 10 NFE Centres and promoted communication activities against child labour.
MTSP/CP/PRSP /etc. Links	This project was within the Children in Need of Special Protection Measures Programme.

TACRO — LATIN AMERICA & THE CARIBBEAN

Country: Bolivia		US\$161,142	Duration: 1999–2001
Education as a Strategy to Prevent Child Labour/Plan de Eradicacion Progresiva del Trabajo Infantil			
Target Group	Children 0–18 years old		
Goal(s)	<p>To eradicate child labour for children under age 12, protect and regulate the work of children 13 to 14 years old, and provide training and support for children 15–18 years old</p> <p>To support the restitution of child and adolescent rights to special protection, especially the population of child and adolescent workers.</p> <p>General:</p> <p>To contribute to the consolidation of public policies in favour of the eradication of child labour, and the strengthening of the necessary services of quality education for at-risk children</p> <p>Specific:</p> <p>To support and sustain existing initiatives for the schooling of working children 7–12 years old</p> <p>To strengthen and improve the education of night schools as a way to get and keep at-risk children in school</p> <p>To promote the incorporation and permanence of working children at risk in day or night schools, guaranteeing their right to education</p> <p>To strengthen the quality and adaptation of the contents of the curricula of the night school, in order to promote the permanence and culmination of school, and to offer practical knowledge for daily life</p> <p>To involve families and children in the educational process</p>		
Principle Strategy(s)	<p>Two main strategies: institutional strengthening and support for the implementation of the National Plan for Progressive Eradication of Child Labour focused on the following:</p> <ul style="list-style-type: none"> • Institutional strengthening of the Ministry of Labour in the area of Child Labour • Advocacy and support for strengthening the National Commission • Support the implementation of the National 10-year Plan for the Progressive Eradication of Child Labour, giving priority to the eradication of the worst forms of child labour • Research with the focus on the worst forms of child labour and its prevention • Raise awareness of the general population on the subject of child labour • Support the School Grant project for the City of El Alto <p>To strengthen the formulation of policies of the governmental counterparts at national level, and the programmatic and management capacities of departmental institutions</p> <p>To strengthen institutions and capacity of human resources to guarantee application of policies/activities, with priority given to the authorities and technical personnel of the government, NGOs, teachers, parents and children</p> <p>To coordinate/communicate activities/efforts of governmental institutions, NGOs, and civil society to share responsibilities, capacities, and experiences</p> <p>To support active participation of children and their families in processes of identification of demands and proposals related to education</p> <p>Note: the reports provided different phrasing of goals/objectives/strategies</p>		
Outcomes	<p>Supported the incorporation of the theme of child labour in the programmes and institutional structure of the MOL by:</p> <ul style="list-style-type: none"> • creating and institutionalising Supreme Resolution of the National Inter-institutional Commission for the Progressive Eradication of Child Labour, under the coordination of the MOL, with representatives of Government, the Judiciary, Parliament, Civil Society and the Catholic Church with interagency technical and financial cooperation from ILO, WFP and UNICEF – and 7 thematic sub-commissions within the National Commission; • creating and institutionalising the “National Plan for Progressive Eradication of Child Labour 2000-2010 for the estimated 800,000 working children in Bolivia, and the Annual Plan of Operations 2001 with active participation of the Commission; • conforming five Departmental Commissions for the Progressive Eradication of Child Labour, and elaborated their Annual Operation Plan 2002 formed by representatives of governmental institutions, civil society, and the Catholic church; • approving ratification of the ILO Convention 182 with UNICEF working on advocacy and creating alliances with Parliament, NGOs, and ILO-IPEC • co-financing between ILO and UNICEF produced the investigation of Commercial Sexual Child Exploitation in the cities of El Alto and La Paz; and • supporting implementation of National Plan for Children in Situations of Risk, with UNICEF’s coordination with WFP and Office of the First Lady. 		

	<p>Coordinated with the ILO and international NGOs to ensure complementarity of activities/efforts with regard to investigating the worst forms of child labour (in the sugar, cotton, and mining industries and through chestnut labour, commercial sexual exploitation, child domestic work). As a result of the investigations, the Municipal Defenders for Child and Adolescent Rights are responding to this population of child workers in specific areas where there is major occurrence.</p> <p>Researched the situation of commercial sexual exploitation of children in the four main cities of Bolivia and the situation of child labour in three others. Carried out a diagnostic of knowledge, attitudes, and practices (KAP) of parents, teachers, employers, and children working in the worst forms of child labour.</p> <p>Supported the implementation of the School Grant Project for 200 working children so they are able to attend day school and not work.</p> <p>Strengthened institutions by supporting training activities for 350 teachers and promoters from government and private organisations working with children who are socially disadvantaged, and technical training of 462 working adolescents consisting of vocational guidance and scholarship grants.</p> <p>Coordinated with the WFP under the National Plan for children in situations of risk: WFO provided food services and UNICEF promoted training and systematisation of the Plan activities.</p>
Key Findings	<p>Education reform was initiated in 1995, during which time enrolment has improved, but school desertion rate has remained fairly constant since 1990. In spite of achievements, problems persist as to the quality of education. The education system requires alternatives for 800,000 working children, which makes school desertion worse. 70% of the child workers and street children live in La Paz and Cochabamba; 56% have not had access to formal school or dropped out. Efforts and economic investment have been made that have helped to increase coverage and quality of initial and preschool education.</p> <p>The focus of the education reform has been on bilingual education, social participation, and inter-cultural components. In particular, UNICEF with NGOs and organisations of indigenous peoples advocated and for inter-cultural, environment, the rights of indigenous children and bilingual education. Within the bilingual education component, UNICEF has supported teacher training, for example (with other funds), support was provided to training 6,000 bilingual teachers on reading, writing, and material production in local languages. With regard to quality education, UNICEF (with other funds) has implemented a pilot activity in 200 schools in four departments focused on violence prevention in schools.</p> <p>The National Plan for the Progressive Eradication of child labour has an integral approach that includes directing projects/activities at the health situation of working children. UNICEF (with other funds) has supported the Plan for Children at Risk implemented by the Office of the First Lady that includes organising and implementing health networks for prevention, education, and emergency attention to child workers and street children reaching out to >5,800 children in El Alto, La Paz, and Cochabamba.</p> <p>With regard to responding to children at risk of not entering school, UNICEF was able to promote school assistance to these children through advocacy activities and coordination of NGOs.</p> <p>A major contribution of the project was the design, implementation, and coordination with the City of El Alto and an NGO on the School Grant Project, which continued for seven months. Due to lack of funding, support could not be continued.</p> <p>Within the framework of the Boy, Girl and Adolescent Code, UNICEF in coordination with public and private institutions has been working on birth registration for all children at no cost. Due to advocacy efforts and participation at meetings, governmental institutions have allocated funds for free registration of newborn children. UNICEF plans included implementing a communications strategy to promote registration.</p> <p>UNICEF's communication strategy is aimed at working children, especially girls, who are generally not registered, which affects school enrolment</p> <p>With regard to responding to children at risk of dropping out of school and entering the labour force, the Vice-Ministry of Gender, Generation and Family with support from the Inter-American Development Bank implemented a programme to promote school attendance of workers up to 12 years old.</p> <p>UNICEF supported through the Project:</p> <ul style="list-style-type: none"> • the technical training for working adolescents in La Paz and El Alto, which included vocational guidance and scholarship grants coordinated by the Foundation for Family Development and Promotion (PRODEFPA); • the National Plan for the Progressive Eradication of Child Labour, promoting the school assistance of children under 14 years old and vocational training for working adolescents;

	<ul style="list-style-type: none"> • implementation of the Pilot School Grant Project for families of working children aimed at getting the children out of work and into school; • training of teachers and promoters of government and NGOs by the Pacifico Feletti National Institute for Training in Alternative Education (INFE), and published materials focused on child rights and psychosocial attention, and was implemented at different levels, including the university level; • El Alto's new night school curriculum in their municipality plan; since the UNICEF support did not continue, only two night schools are working with the new curriculum; • increasing awareness, information/communications, and building capacity on child labour at national and departmental levels through workshops on the Plan for the Progressive Eradication of Child Labour, which increased response and development of projects/activities; follow-up should still be provided; • Strengthening institutions through advocacy activities with decision making authorities and technical staff; follow-up is still needed, especially with the change of personnel (e.g. the Minister of Labour changed five times (therefore, technical staff) during the three-year programme/project); • A school grant project that provided scholarships to children of poor families who switched their 6- to 14-year-old children from night to day classes. <p>80% of adolescent workers in the country go to night schools, but due to their long working hours, their attendance remains sporadic.</p> <p>Municipal Defenders for Child and Adolescent Rights (financed with other UNICEF funding) respond to the population in areas where the occurrence of the worst forms of child labour are most prevalent, specifically mining, sugar, and cotton harvesting. A permanent activity to be carried out by this institution is the promotion of legislation for the respect of adolescent workers. Too, the Municipal Defenders are making parents aware of the importance of school assistance and eradication of child labour.</p> <p>With regard to responding to children who have missed out on formal education, UNICEF has supported (with other funds) the Programme for Assistance to Working and Street Children, carried out by the Office of the First Lady at departmental level through Social Management Units within each Prefecture. The staff at this level were trained to expand their supply of services to this targeted group of children.</p>
Lessons Learned	<p>A main setback for the implementation of the National Plan for Progressive Eradication of Child Labour 2000–2010 was the frequent change of the Minister of Labour and technical personnel in the Ministry; in 2001 the administrative director of the MOL changed four times — this type of situation causes problems for timely implementation of scheduled child labour activities.</p> <p>Permanent advocacy and technical assistance on child labour as achieved through the Inter-institutional Commission can help to keep the subject of child labour on the agenda at the MOL and the implementation of activities ongoing (although the staff changes cause big setbacks).</p> <p>Institutionalisation of the subject of Child Labour is not easy to achieve at the Ministry of Labour since it is treated as a secondary subject/priority.</p> <p>It is very important to include NGOs and civil society in the National Commission and its activities.</p> <p>It is important to socialise/promote the National Plan for the Progressive Eradication of child labour at the departmental level, and to include the participation of working children in the process.</p>
Partners	<p>Members of the National Inter-institutional Commission (representatives of the government, judiciary, Parliament, civil society, Catholic church, and international organisations such as ILO and WFP)</p> <p>ILO-IPEC</p> <p>Office of the First Lady</p> <p>Municipal Defenders</p> <p>Foundation for Family Development and Promotion (PRODEFA)</p> <p>Pacifico Feletti National Institute for Training in Alternative Education (INFE)</p>
MTSP/CP/ PRSP/etc. Links	<p>The Project was included in the Municipality and Family Development Programme of the CP (1998–2002), which had the overarching objectives of strengthening institutional and technical capacity of municipalities and grassroots organisations; supporting educational communication processes; and promoting/supporting the development of an integrated system of social information with follow-up, supervision, evaluation, and decision-making at all management levels. This programme consists of six projects with this Project as a sub-project in the Project: Protection and Participation of Children and Promotion of Women</p> <p>In line with the MTSP for 2002–2005, UNICEF Bolivia's CP 2003–2007 has given the eradication of child labour major importance within the programme of Protection and Participation. Priority is to be given to efforts on eradicating the worst forms of child labour, such as commercial sexual exploitation, pornography, trafficking, hazardous work, and illicit activities. The National Committee and Plan will give strength to promoting/implementing the programme and the outcome of investigations/research will help to guide programming and convince counterparts of the importance of child labour.</p> <p>Several samples of publications were provided.</p>

Country: Brazil		US\$339,804	Duration: 1999–2002
Public Policies (Social Inclusion of Children and Adolescents)			
Target Group	Children 0–18 years old		
Goal(s)	To contribute to the formulation and implementation of public policies to prevent and eradicate child labour, ensure children and adolescents' access to and success in good quality primary education, and reduce families' dependence on child labour as a source of income		
Principle Strategy(s)	Advocacy, public policy development and resource allocation Communication and social mobilisation Monitoring of public policies and resource allocation		
Outcomes	<p>Support to the National Forum for the Prevention and Eradication of Child Labour — promoted setting up State Fora and local commissions around the country that raised awareness of child labour and fostered government and non-governmental partnerships in child labour programmes. It emphasises three basic actions: children's education; support for family income generation; and strengthening inspection systems.</p> <p>Communication and social mobilisation — CIPO Child Rights and Child Labour Communication Project Bahia In celebrating the 10th anniversary of the Statute of the Child and Adolescent in Brazil, the project supported CIPO Interactive Communication (an NGO of the ANDI, News Agency for Children's Rights network) to mobilise society around the Statute and prevent/eradicate child labour. 35 media outlets received press releases and report proposals, 11 reports, one article, one editorial, seven newspaper notes, seven TV programmes were produced. CIPO provided social communication and mobilisation support to the State Commission of Child Labour Prevention and Eradication.</p> <p>Monitoring Public Policies and Resources Allocation — three public policy monitoring projects were supported. Technical meetings with specialists and workshops with strategic partners were organised to analyse and define priority strategies to combat child labour, which resulted in two publications, two technical documents, and a data bank available on internet. NAPP prepared the document "Child Labour: examining the problem and evaluating eradication strategies", which examined trends in child labour statistics and a range of child labour eradication strategies, and provided a proposal for a common methodology for monitoring child labour programmes in the future.</p> <p>POLIS systematised current child labour eradication policies and programmes, which fed into a publication on innovative approaches to child labour in Brazil (with English translation) for international dissemination</p> <p>Two principle strategies for tackling child labour, focusing on families and school grant programmes, were the subject of technical documents and a data bank on minimum income and school grant programmes (www.geracao.org.br)</p> <p>2000 was the tenth anniversary of the enactment of the Children and Adolescent's Statute, during which a big evaluation was undertaken to examine the level of mobilisation for children's rights, legislative developments, implementation of new institutions' activities defending the children's rights, advances and challenges in health, education, juvenile justice, sports, leisure, sports and culture. Some 300 organisations were mobilised to participate in the evaluation and provide information/reflection for use at the UN Special Session on Children, developing new goals, and UNICEF Brazil's new Country Programme. The extent of mobilisation against child labour in favour of EFA was identified as one of the major advances in Brazil over the decade.</p> <p>The Case Study on Combating Child Labour in Brazil that drew on studies completed by the Project was to be published in English as a companion volume to a World Bank study on child labour eradication programmes as an innovative/sustainable approach to poverty reduction. This points to the complementary nature of interventions among UNICEF, IPEC-ILO and the World Bank.</p>		
Key Findings	<p>In partnership with government, private sector, labour unions, universities, NGOs, UNICEF has mobilised human and financial resources for programme implementation in areas where exploitation of child labour is a serious violation of child and adolescent rights. The main activities that have been implemented over time by UNICEF with regard to child labour include:</p> <ul style="list-style-type: none"> • networking and coordination of all levels of public authority and civil society • social mobilisation to stimulate local participation • technical and financial support to programmes/projects that can be replicated in other areas and taken to scale • capacity-building of professionals and research organisations to influence the development and implementation of public policies <p>The strong emphasis that Brazil has placed on education as a strategy for preventing and combating child labour is considered to be unique, which has developed due to:</p> <ul style="list-style-type: none"> • the strength of social mobilisation in favour of children's rights following the enactment of the Children and Adolescent's Statute • the development of new institutions to promote and protect those rights • the development of a range of initiatives to provide family stipends conditional on school attendance by children 		

	<ul style="list-style-type: none"> • the development of complementary activities (culture, sports, leisure) in longer school days or out-of-school activities to increase self-esteem of previously working children and help them make the transition to an educational environment • income generation, skills, and citizenship training programmes for families to remove their dependence on child labour • the existence of Fora for dialogue between government and non-government sectors at all levels of administration (municipal, state, federal) to arrive at programmes adapted to local realities. <p>During 2001, the Country Programme (CP) was revised and restructured. The previous CP, "The Right to have Rights", was structured according to sectoral areas (health, education, environment, rights) and engaged in consolidating the new legal framework of the Children Rights Statute and its application of child rights issues, including child labour and sexual exploitation. The new CP (2002–2006), "Making Rights Count", applies a rights-based approach to the entire CP and is structured around the life cycle to guarantee greater intersectoral response and concentrate on consolidating mechanisms to operationalise and implement the rights in practice. Lessons learned in the previous CP derived from the child labour eradication projects that revealed the need and effectiveness of taking an intersectoral approach to multifaceted problems.</p>
Lessons Learned	<p>The existence of active civil society participating in programme design, planning, execution, and monitoring is essential to ensure effective transparency, social control, and implementation of such programmes. Prior diagnostic work at municipal level (preferably by universities and/or labour inspectors) is essential to ensuring proper targeting of PETI grants.</p> <p>Mechanisms to ensure intersectoral coordination continue to be necessary to ensure multifaceted and effective programming.</p> <p>While different forms of child labour may require unique responses (the development of add-on interventions to complement standard child labour eradication methodology), the division of different sectors and creation of ever-increasing sub-interest groups weakens coordination of efforts and should be discouraged.</p> <p>More work needs to be done to develop systems for monitoring children leaving the labour market to track their return to and progress in schools.</p> <p>More comprehensive independent monitoring and evaluation of government programmes is necessary. Indicators for measuring improvements in the quality of education and to long-term impacts on family income and resources need further development.</p> <p>Experience in Brazil has shown the effectiveness of approaching child labour as a broad issue affecting the right to education in mobilising civil society and government actors to develop innovative public policies.</p> <p>Global resources make a significant contribution to the funding of protection activities in the UNICEF Brazil Country Programme, especially for public policy development, which is more difficult to fund from local fundraising activities.</p> <p>Many challenges remain:</p> <ul style="list-style-type: none"> • increasing employment and income opportunities for families of working children • achieving commitments to a national plan to prevent and eradicate child labour that is truly intersectoral with defined responsibilities and corresponding financial resources • ensuring the sustainability of the National Forum and the elaboration and implementation of policies and state and/or municipal plans to combat child labour • researching the more complex forms of child labour, increasing their visibility and defining methodologies to respond to them (domestic child labour, sexual exploitation, and the drugs trade) <p>Several evaluations are being undertaken by different institutions such as: State Secretariat of Social Assistance (SEAS); Instituto de Planejamento Economico Aplicado (IPEA); ILO; Movimento de Organizacao Comunitaria (MOC); Pomaar/USAID; Fundacao Abrinq. UNICEF works with them to stimulate discussion, coordination, consensus among the different organisations with regard to selecting basic common indicators for monitoring/evaluating child labour eradication programmes. This coordination is difficult to achieve.</p>
Partners	<p>GOB Private sector Labour unions Universities NGOs ILO</p>

	<p>USAID/Pommar World Bank Inter-American Development Bank UNESCO Save the Children National Forum for the Prevention and Eradication of Child Labour (its Collegiate Board) Child Labour Eradication Programme (PETI) Social Assistance Secretariat (SEAS)</p> <p>Note: UNICEF and ILO have a unique relationship of cooperation in Brazil as seen by their programme complementarity. For example, joint actions taken on domestic labour involve ILO concentrating on funding research and UNICEF employing the comparative advantage of its six zone offices to develop response methodologies in the field with local NGOs. UNICEF, Save the Children, and ILO share research findings and methodological breakthroughs in joint seminars and publications. UNICEF and ILO jointly funded the National Forum for the Prevention and Eradication of Child Labour, and participated in its collegiate board.</p>
MTSP/CP/PRSP /etc. Links	Lessons learned about the need for integrated approaches to child labour contributed to the restructuring of the current Country Programme in Brazil. The new Country Programme responds to all five MTSP priorities. A specific sub-project in the Child Protection Programme is on combating child labour and sexual exploitation and is to be achieved through coordinated actions with other life cycle programmes.

Country: Chile		US\$297,450	Duration: 1999–2000
Eradication of Child Labour in Chile			
Target Group	All children and adolescents at risk, especially working children and those under 18 years old		
Goal(s)	To contribute to the long-term goal of complete eradication of child labour, understood as those productive activities which are obstacles to the children's right to education, to their right to participation and recreation and for children and adolescents to successfully complete at least 12 years of schooling and to develop physically, psychologically, emotionally, and socially to the fullest of their potential.		
Principle Strategy(s)	<p>In following a multisectoral and multidisciplinary strategy the focus was on:</p> <ul style="list-style-type: none"> • Stressing children and adolescents' right to education • Supporting the political-legal dimension • Mobilising a wide range of actors and instituting child labour as a priority issue in local and regional government actions • Establishing a monitoring system for the eradication of CL to measure achievements and identify pending problems 		
Outcomes	<p>With regard to the promotion of the right to education: UNICEF developed a complex strategy to promote the right to quality education as one of the most important approaches to preventing and eradicating child labour – in particular this project</p> <ul style="list-style-type: none"> • Contributed with the mass campaign "Educating better, we all grow", which sensitised public opinion about the right to education, with emphasis on inclusive quality education. • Supported the MOE by strengthening its institutional capacity to respond to and resolve denunciations on discrimination and arbitrary exclusion from the school system. The MOE installed 41 Educational and Cultural Information Offices (OFIEC) around the country and UNICEF provided technical assistance to strengthen their capacity, support the installation of a standardised mechanism to receive and process the denunciations, and produce informative materials for the public, and organised training. • Supported the MOE in a process of roundtables to promote discussion among stakeholders of the education system on the right to education and a child-friendly, inclusive school environment. • With the MOE and MOL, produced and disseminated leaflets and posters to prevent school drop-out at the end of the year at fruit harvesting time • Developed mechanisms to promote parental participation in schools by creating several publications, organising local meetings, and strengthening the role of parents' associations in 25 municipalities in partnership with civil society organisations, CIDE (Centro de Investigación y Desarrollo de la Educación), CONACEP (Corporación Nacional de Colegios Particulares), and the Chilean Association of Municipalities. >600 leaders of local parents' associations were trained. • UNICEF supported teachers through the National Teachers Union by mobilising them to become the first line prevention of child labour. A joint campaign called "Children go to School! Let's stop Child Labour!" trained 200 teachers. 		

	<p>With regard to developing a national policy and legal reforms:</p> <ul style="list-style-type: none"> • MOL with help from UNICEF developed, approved, and promulgated the National Plan for the Prevention and Progressive Eradication of Child and Adolescent Labour in Chile, which is part of the National Policy for Children and Adolescents and Plan of Action that aims at coordinating all actions for promoting/protecting children and adolescents' rights. Regional workshops were being planned, aimed at obtaining commitments from regional actors. • The GOC ratified ILO Conventions 182 and 138 in 2000, raising the minimum age of employment to 15, and leading to the GOC with UNICEF drafting a Catalogue of the Worst Forms of Child Labour in Chile. • UNICEF published two leaflets on child labour and, sometimes in partnership with others, produced several child labour studies in Chile and how to improve legal instruments for controlling and supervising child labour. • Co-sponsored and co-organised several seminars on the right to education and the prevention/eradication of child labour, which within this project included "Education, Poverty and School Drop Out" (a book came out of this in 2001, including participants' opinions and seminar expositions); "Towards a National Plan for the Eradication of Child Labour" (a book was published in 2000 as a consequence by MOL and UNICEF); "Gender and Child Labour" and "Strategies of the School Drop Out Prevention in the IV Region". Two follow-up seminars were planned for 2002. <p>With regard to mobilising stakeholders and "territorial articulation":</p> <ul style="list-style-type: none"> • Contributed to creating a multisectoral and multidisciplinary working approach and establishing a wide network of strategic alliances to develop different activities of the project, which have been consolidated through project implementation at national, regional, provincial, and municipal levels with public and private sectors, and civil society. • Contributed to promoting/creating/consolidating local and regional networks of institutions and agencies to work on transforming local policies/programmes so they are in harmony with the CRC, a major issue being child labour. • Revitalised the National Committee for Child Labour Eradication in which all political, economic, and social organisations take part. • The response to the "Say Yes" Campaign (with 300,000 votes) identified eradication of child labour as the third priority area following poverty eradication and education for all. <p>With regard to monitoring and data collection:</p> <ul style="list-style-type: none"> • UNICEF collaborated on building up a monitoring system to measure progress on eradicating child labour using two specific mechanisms: management instruments, and quantitative and qualitative statistical instruments.
Key Findings	<p>The project complemented activities implemented within the framework of the Country Programme and with regular resources.</p> <p>In 1996 it was estimated about 125,000 children were working, about 2% of the under-18 population, and in 2000 it was estimated that children between 12 and 17 years old totalled about 4% of this child population. It is suspected that the figures underestimate the problem. (GOC, Ministry of Planning, 1996; 2000)</p> <p>Child labour is a complex issue in Chile that has multiple causes and determinants within the structure of labour, the school system, poverty, culture, and social relationships. As a result, strategies aiming at addressing the problem have been multi-pronged and complex.</p> <p>Difficulties are related to the contexts in which counterparts are working and differences in work rhythms.</p> <p>The bureaucratic nature and lack of agility in procedures at ministries can delay the realisation of planned activities. The heavy workload of public administrators is an obstacle in spite of good dispositions. Different concepts of work rhythm should be considered beginning in the coordination stage.</p> <p>The increase in unemployment and the slowdown of the economy have postponed the political priority of the issue of child labour.</p> <p>The persistence of cultural perspectives that favour child labour and devalue education in the community is an obstacle.</p>
Lessons Learned	<p>Child labour is a complex phenomenon and the result of multiple causes and determinants. Tackling the phenomenon requires complex strategies; mere prohibition or one-dimensional projects are insufficient; it also requires involvement of many actors in a participatory process of social mobilisation.</p> <p>The eradication of child labour must be addressed from a broad perspective of protection of all rights of the child with particular emphasis on the protection of the right to education.</p> <p>Child labour eradication strategies should be developed at the local level with fine-tuned situation analysis and appropriate line of actors taking into account the local reality of families and children.</p>

Key Findings	<p>Beyond the project, UNICEF Colombia was aiming to strengthen actions for children under 12 years old in terms of getting and keeping them in school, which requires a strategy designed to consolidate and institutionalise projects and include them in municipal plans.</p> <p>As signs of Colombia's commitment to child rights and coping with child labour, it ratified the CRC in 1991, supported ILO-IPEC, which has conducted many studies on working children and developed the National Plan for Gradual Eradication of Child Labour and Protection of the Adolescent Worker, and created the Inter-institutional Committee for the Eradication of Child Labour and Protection of the Child Worker in 1994, of which UNICEF is a permanent member with many other partners.</p>
Lessons Learned	<p>It is necessary to involve all social actors whose actions relate to the problem of child labour.</p> <p>Projects that aim at eradication of child labour are strengthened when they form an essential part of proposals and efforts for the integral development of localities and municipalities.</p> <p>Positioning the problem of child labour in the public and community spheres permits enrichment of actions aimed at solving it and including complementary proposals in local development plans and the design of sectoral policies.</p> <p>Promotion of school enrolment and improvement of the school and process quality are fundamental strategies in the struggle to eradicate child labour. However, it is necessary to recognise that they are not enough by themselves and that it is necessary to complement them with actions aimed at improving family income.</p> <p>Teachers and school managers show great resistance to understanding and helping to resolve the problem of child labour. There is lack of interest in enrolling and keeping children in the school system, and they unjustly exclude children who, because of their age and as a result of child labour, have been separated from the formal education process. The rigid structure of formal education programmes and the labour problems of teachers make transformation of schools a large, arduous task.</p> <p>The slowness of institutional action and delays in procedures for making agreements with state institutions effective often enter in conflict with the speed of community processes. Insufficient municipal budgets for local management and improvement of services for families and the community in general, indicate a lack of definition of institutional and administrative responsibilities.</p> <p>The worsening of the economic crisis affects the poorest sectors, causing unemployment and deterioration of quality of life. Under such conditions, child labour tends to become more strongly rooted and its eradication more difficult.</p> <p>Insufficient public and sectoral policies and scarcity of human and financial resources make quality service regarding the needs and rights of children and their families difficult.</p>
Partners	<p>Inter-institutional Committee for the Eradication of Child Labour and Protection of the Child Worker (Ministry of Labour and Social Security presides over it); MOH, Ministry of National Education; Ministry of Communications; National Department of Planning; Colombian Family Welfare Institute, Colombian Institute of Recreation and Sports, National Vocational Training Service, Office of the Advisor on Social Policy, trade unions, and employers – ILO-IPEC)</p>
MTSP/CP/PRSP /etc. Links	<p>Through three projects mentioned above</p>

Country: Costa Rica		US\$129,999	Duration: 1999–2001
The Rights of Children and Adolescents to Education: Preventing and Eliminating Child Labour in Costa Rica			
Target Group	Children under 15 and adolescent workers 15–17 years old		
Goal(s)	<p>General To stimulate universal education policies with a rights approach and gender perspective to improve the quality and equity of education and make it the leading solution to child labour To strengthen the capacities of the education system, institutions and communities to prevent and progressively eliminate child labour and restore the right to education for those under 15; for working adolescents 15–17 years old, the goal is to protect their rights</p> <p>Specific To support improving the quality and equity of education through actions: advocacy, awareness-raising and information, support of educational reform, research, encouraging the voice and participation of children and adolescents, incorporating new social actors, and applying the rights approach and gender perspective in daily actions in the education system To reinforce the application of successful and innovative national and international models that prevent and resolve grade repetition, dropout, reinsertion of child workers into the education system, and provide opportunities for adolescent workers to study To incite the development of prototype activities to prevent and eliminate child labour, testing the National Plan for the Prevention and Progressive Elimination of Child Labour and Protection of Adolescent Workers intervention in three strategic areas in four municipalities, and fostering future application of the Plan throughout the country To support implementation of the National Plan for the Prevention and Progressive Elimination of Child Labour and Protection of Adolescent Workers</p>		
Principle Strategy(s)	Advocacy Capacity-building/training Knowledge building Building partnerships Resource mobilisation		
Outcomes	Most public institutions are now members and participate in the Local Councils of Protection of Child and Adolescent Rights in the four targeted municipalities. The Local Protection Systems have been strengthened through working on eliminating child labour. The child labour census and register processes have contributed to local capacity-building on child and adolescent rights and their protection in Nicoya, Perez Zeledon, and Upala. About 8,000 questionnaires have been processed and are being analysed. In three of the four targeted counties, municipalities have been involved in addressing child and adolescent issues, and complied with Article 96 of the National Code on Children and Adolescent Rights, which has resulted in municipalities conducting an annual census on child labour. Child labour and education are in the public debate, which has led to questioning what public institutions, such as PANI, do to eliminate child labour and improve the situation of children/adolescents in high-risk situations. The Aula Abierta (Open Classroom) programme has proven to be innovative and a good alternative to the traditional education system with regard to reintegrating 3,000 children/adolescents back into school. The focus is on children in high social risk, such as child labour, extreme poverty, adolescent mothers, and others at risk of being excluded from the formal education system. Teachers receive special training, and contents are adapted to an accelerated learning process designed to meet the children's special needs. The high cultural tolerance of child labour has been challenged in the four municipalities through workshops and community meetings. Implementing the project at local level has proven to be far more effective than coordinating it at central level, especially from the MOE; in spite of scarce financial and human resources at the local level, no resistance was met among the public institutions. The following provides some specifics on the four municipalities: In Nicoya , Province of Guanacaste: Two registers completed — 2,000 interviews were done in the domestic sample of child labour and 1,000 interviews for the		

	<p>school register of working students. The Local Protection Council was strengthened in the process and concentrated its work on child labour, gender, and domestic violence. Preliminary indications were that child labour was a serious problem in the county, with some children working at high risk of becoming commercially sexually exploited in tourism work at the beaches. (Other partners at this level included the MOE, MOH, Latin University, PANI, other institutions, and NGOs.)</p> <p>Perez Zeledon, a municipality in the Province of San José, did two registers: domestic sample on child labour (3,000 interviews) and school register of working students (1,500 school interviews). The Local Protection Council concentrated efforts on child labour and support to community tutelary committees. The Local Protection Council/system has an office at the municipality where meetings are held with members of about 12 public institutions, churches and NGOs twice a month and has wide political and community support. The most severe child labour problems are with those working on coffee plantations.</p> <p>In Upala, the Province of Alajuela at the northern border with Nicaragua, there are “typical” border problems: immigration, high incidence of CL, school drop-out, high incidences of domestic violence, child abuse, and poverty. Some public institutions only have mobile presence, such as PANI and IMAS. The project has strengthened the Local Child Protection System, the elaboration of a four-year plan of action on children and adolescents, and a school register of working students (1,000 questionnaires). This was the first time for the Local Protection Council to participate in the register on child labour so it was a learning process. Coordinating with the Regional Direction of the MOE was a positive experience and focused on educational exclusion and school drop-out. The Local Protection Council organised a campaign to involve people at community level in tutelary committees that would tend to child labour, right to education, prevention of domestic violence and child abuse, and visited all schools in the municipality and held workshops with the students on the National Code of the Rights of Children and Adolescents. The Local Protection System in Upala has a permanent office with a local organisation for disabled children in the municipality.</p> <p>In San José, the Local Child Protection Council was organised and the inter-institutional coordination on tending to children, adolescents, and their families was organised, and attention given to the children detected in the 2000 census on child labour. The census had its deficiencies, but it was still a successful experience since San José decided to assign more funds from its regular budget to the attention of children and adolescents in the county and to have a municipal register every three years. (The National Code stipulates every year, but funding is not provided from the national level so it comes down to how much importance a municipality attaches to child/adolescent issues.) The decision made by San José is important because it will influence other municipalities to give child/adolescent issues priority.</p>
Key Findings	<p>Costa Rica has an advanced legal framework with respect to child and adolescent rights and child labour, for example: the Code on Children and Adolescent Rights, (1998); ILO Conventions 138 and 182; a National Child and Adolescent Rights Protection System and a National Child Protection Council, which in 2000 promoted the National Agenda for Children and Adolescents (2000–2010) that was made public, agreed upon, and signed by the government and several NGOs.</p> <p>An estimated 147,000 children and adolescents between 5 and 17 years old work, about 15% of all children/adolescents under 18 years old. (ILO, 2002 in the report “A future without child labour”) They mainly work in agriculture, fishing, street selling, and forced into commercial sexual exploitation.</p> <p>The Ministry of Labour and Social Security (MTSS) have improved their information system and data as it internally reorganised and now with the National Code on Children and Adolescents, it regulates adolescent labour more actively.</p> <p>The National Child Welfare Institute (PANI) and the Joint Social Assistance Institute (IMAS) do not have information on the number of child workers under 15 but they do know the total number of families attended by their services.</p> <p>Although the MOE has not been able to maintain reporting on keeping and getting adolescents back into the education system, they do provide some at-risk children with scholarships. One of its successful initiatives, the Aula Abierta (Open School) programme has reintegrated 3,000 children and adolescents into an alternative school programme adapted to their special needs and situations.</p> <p>The national protection system does not have easy access to information and data on child and adolescent workers because institutions do not coordinate with each other as much/well as they should. Making some adjustments to existing institutional mechanisms and resources of different institutions would lead to better identifying child and adolescent workers. As a direct result of the Project, the problem was raised and analysed by the Local Protection Councils for Children and Adolescents in four counties. In San José, the Central County of San José made a register of children working in open spaces in the county in 2000. A Local Protection Council was created and joined by ~15 institutions so that by 2001 the Local Protection Council dedicated most of its efforts to creating a coordinated database on child labour and a strategy for monitoring different institutions’ handling of child labour cases, including what happens to cases that are turned down. It is an ongoing process to coordinate and create the database, as well as the coordinated monitoring model. The model has had positive</p>

	<p>results in terms of smoothing out institutional resistance to finding inter-institutional solutions to child labour. It is believed the key to this success was that it was done at local level, involving local actors of government and civil society institutions, including participation of members of the Local Protection Councils, Local Protection Junctions on children and adolescent rights, and Tutelary Committees.</p> <p>Some operational problems were encountered in 2001 in relation to fund administration with counterparts. Once resolved — with funds going to new counterparts at local level and support from a newly coordinated UNICEF that focused on child labour in rural areas and worked with a task force and intensive plan with the municipalities — the project became most productive later that year.</p> <p>The project was not as successful as expected with the MOE at central level, though it was able to support the MOE with registering desertion and school drop-outs.</p> <p>The project has been most successful in implementing innovative strategies/actions at local and national level through four municipalities and the Local Protection Councils, which have carried out child labour registers and activities (workshops and informational communications) to inform the public of the harm of child labour. It is the first time the municipalities have undertaken such investigations. It has increased linkages between the municipalities and the National Child Welfare Institute (PANI) and compliance with article 96 of the National Code on Child Labour, which requires municipalities to do an annual register of child labour in their municipalities and to hand the information to PANI, which tends to the detected cases of child labour.</p> <p>The investigations on child labour were intensive and created a rich learning experience/process at the local level. Most of the field work used volunteers who were trained using a combination technical and child rights approach. The intensive work was of high impact and low cost due to the use of volunteers and local organisation of activities. In two districts, the school registers were coordinated with regional education directors of schools in the targeted municipalities.</p> <p>The analysis of the registers on child labour was done by volunteers and university students coordinated with the Local Protection Systems, and then validated by the School of Statistics at the University of Costa Rica. The information was to be passed on to PANI, which would organise the attention to each child and his/her family.</p> <p>A main challenge is how to continue this local level action, maintain the actions, and follow up on raised consciousness among the public. Given the opportunity to continue coordinating the interagency efforts, UNICEF Costa Rica took the initiative to further coordinate activities and follow up at the local level with ILO-IPEC in a two-year project 2002–2004.</p> <p>The Project coincided with the MTR of the 1997–2001 UNICEF Costa Rica Country Programme, during which education and child labour were prominent in discussions.</p>
Lessons Learned	<p>In this case, inter-institutional coordination on child labour worked best at the local level on addressing the needs surrounding child labour, although it is an ongoing process that needs attention in order to maintain and strengthen it.</p> <p>Time is needed to incorporate the subject of child labour and education in certain institutions, to implement activities, and make the new approach sustainable.</p> <p>Funding administration mechanisms while important for accountability can also cause project implementation delays.</p> <p>The Aula Abierta programme indicates how it is possible to get working children and adolescents back into school using innovative strategies and child-centred methodologies designed especially for the needs of children at high social risk (involved in child labour, extreme poverty, adolescent mothers, etc.).</p>
Partners	<p>MOE MOH Ministry of Labour and Social Security (MTSS) The National Child Welfare Institute (PANI) Joint Social Assistance Institute (IMAS) NGOs ILO-IPEC Municipalities Local Protection Councils School of Statistics at the University of Costa Rica</p>

	Latin University Tutelary Committees at community level Schools in the targeted municipalities
MTSP/CP/PRSP /etc. Links	Child labour and education featured prominently in the discussion during the Mid-term Review of the Country Programme 1997–2001, and by the end of the project a decision was made to continue activities in partnership with ILO-IPEC in the targeted municipalities.

Country: Guatemala Contribution: US\$297,453 Duration:1999–2001 Assistance to Guatemalan Children for Child Labour Eradication and Increased Access to Primary School Education (linked to 2 programmes and 3 projects)	
Target Group	Children at risk of never entering school; children at risk of dropping out, especially girls; children who missed out on education (reaching the unreached) - young girls, rural child workers, ethnic minority and indigenous children
Goal(s)	To develop a public policy on child and adolescent labour and to strengthen the entities responsible for this policy Specific objectives: To support the development of innovative and effective methodologies for the prevention and eradication of child labour by increasing access to good quality primary school education, seeking to ensure its incorporation into national education policies To generate strong social demand for the eradication of child labour and the protection of working adolescents through social mobilisation and advocacy
Principle Strategy(s)	Capacity building Empowerment Advocacy Social mobilisation
Outcomes	With regard to Goal and Objective 1 Policy support Technical and financial support to the Ministry of Labour resulted in formulation and endorsement of the National Plan for the Prevention and Eradication of Child Labour and the Protection of Working Adolescents (agrees with CRC, ILOs Conventions 138 and 182). The plan was prepared with input from NGOs, labour unions, working adolescent organisations and government institutions, leading to sensitisation and commitment among sectors, particularly labour unions and the government. UNICEF, ILO-IPEC, Save the Children Norway, GTZ (German Cooperation Agency) and UNICEF cooperated closely with the government, not only providing funds, but also acting as a political backup to the process. Bilingual Education With support from the departmental education directorates, strengthened the Nuevas Escuelas Unitarias Bilingues (NEUBI) (referred to as New Single-Teacher Schools or Active Schools) in 29 municipalities of three departments (Huehuetenango, Quiché, and Chiquimula), covering a total of 24,074 boys and girls. Awareness-raising with teachers and parents about access to and completion of primary education, and access to recreation, health and nutrition, a name and nationality (birth registration) have benefited the children in these areas. Support was also given to migrant schools and CEAT schools (weekend schools for working adolescents). Two flipchart sets and posters were produced (800 each) and used in training activities in Huehuetenango and Quiché with teachers, parents, leaders, and social communicators, which focus on child rights and the importance of education. One flipchart is entitled “The first goal is sixth grade” and other one “The rights of boys and girls”. As an example of celebrating the Mayan culture, the flipcharts also include the Maya calendar/numbering system. These were completed with the MOE and SIMAC (System of Support to Human Resources Improvement and Curricular Adjustment), and use colourful, culturally relevant content that focuses on the importance of enrolment of children in school at 7 years of age, daily school attendance, non-discrimination against girls, and the completion of primary school. 2,000 copies of each flipchart set were being reproduced in 2001 for use by the MOE in school libraries around the country, and NGOs in support of formal education and NFE programmes. Parents, teachers, community leaders and communicators’ participation — raising awareness and capacity Sensitisation workshops on child rights for parents, local authorities, teachers, and social communicators (used the flipcharts) — used two modalities, one for

parents and teachers and the other for community leaders and social communicators. Parents of NEUBI school children and migrant school children were trained using the flipcharts. A total of 191 workshops with 4,979 participants (3,841 parents and 1,138 leaders and social communicators) — indirect beneficiaries include 175,000 people.

330 teachers of NEUBI schools participated in training on learning/teaching methodologies promoting active learning/teaching, education and child rights in four departmental workshops.

The technical staff in the Departmental Education Directorates, the Administrative Technical Coordinators supporting municipalities and directors of educational centres have participated in training and participated actively in workshops, sometimes as facilitators. The NEUBI technical personnel working in different departments have been trained in using self-learning corners, small libraries, self-teaching guides, organising and operating school government, working with parents and communities, monitoring, evaluating, formulating projects, and statistical gathering.

Internships in schools in which the methodology is strong and teachers are experienced were supported as an alternative training method for new teachers.

An exchange visit was made to Brazil to learn about the scholarship program and determine how to adapt it to Guatemala.

Strengthening monitoring mechanisms of working minors in fulfilment of national legislation

35 staff members of two regional branches of the Ministry of Labour (North and Northeast regions) were trained, improving their capacity to effectively monitor labour centres and issue permits/certificates to minors.

With regard to Objective 2

60 community leaders, social communicators, teachers, health promoters, and staff of local government and NGOs, members of municipal protection boards in both indigenous and non-indigenous communities in four departments validated the production of mobilisation materials, such as the flipchart and poster set on child labour produced for training local actors.

Completed a study on the interrelationships of child labour, education, and the economy in Guatemala, which targeted officials, technical staff, professionals, entrepreneurs, and individuals/institutions formulating policies/social-economic programmes, and will be used in training and sensitisation activities that generate a demand for education as an alternative to child labour.

30 social communicators and 49 more Maya and community leaders, student reps, and teachers participated in training covering the academic career programme on Children, Communications, Democracy and Peace, who in turn shared the knowledge with 509 individuals through workshops in six towns in Quiché department and 504 individuals in Solola Department (attendees included youth, Maya leaders, assistant mayors, etc. and several languages were used in the workshops). The academic degree for social communicators is provided through the Universidad de San Carlos de Guatemala.

Social communicators created a network including representatives in five municipalities of Quiché and five municipalities in Solola, which is part of a larger network that links 10 of 22 departments in the country.

UNICEF signed a cooperation agreement with Central Unionista Sindical de Guatemala (Association of Labour Unions of Guatemala) that provided for technical and financial cooperation for meetings with member unions so that there can be a unified approach to working adolescents in all agendas.

In sum, there is now a National Plan on Child Labour; high quality educational materials for mobilisation and training making education a priority; a study on the relationship among child labour, education, and economy in Guatemala based on recent survey data; more people trained in the academic career for social communicators; an expanded network of social communicators; a training model/materials to expand the network to other municipalities/departments; sensitisation of teachers and parents on education, child rights, child labour; two sets of flipcharts with posters that are well received and used in training activities, so much so that the MOE and NGOs are making copies for school libraries and formal education/NFE programmes; workshops promoted dialogue in a diverse group of participants that promoted sharing information and building knowledge on education/child labour/child rights issues.

In addition to other activities, plans included a campaign in 12 municipalities on raising awareness/inscription of birth registration and documentation for women (who had never done so or papers were lost during conflict); and support to integrated ECCD (0- to 6-year-olds) through the Child Initial Attention Programme

	<p>(PAIN) with a focus on pre- and postnatal care, early stimulation and attention to children 4 to 6 years old, and support to a curricular reform process; support of labour unions in defending labour rights of working adolescents; meetings with the business sector to get them committed to defend the rights of working adolescents; training for MOL inspectors and technical staff, and continuing work on the monitoring system; strengthening the Network of Social Communicators; assessing the impact per educational indicators at NEUBI schools and extending the NEUBI schools in four additional municipalities; following up on actions by the Curricula Reform Commission to ensure children's rights are incorporated into primary and secondary school programmes; and continuing information and training activities for parents and teachers.</p>
Key Findings	<p>Taking into account the underreporting of child labour, the increase in the informal economic sector, and the unrecognised work of girls, it is deduced that the total number of working children and adolescents could be as high as 2 million, or 45% of the population under 18 years old.</p> <p>Child and adolescent labour is a result of multiple causes, among them, poverty, exploitation of poverty, limited concern by the state, cultural traditions on child and adolescent work, and basic service deficiencies, especially in education.</p> <p>The majority of the population does not have access to and permanence in school, in part due to GOG's low budget for education (2% of GDP).</p> <p>Educational indicators reveal differences in the coverage of geographic areas and gender and ethnic groups. Services are concentrated in urban areas, gender gaps affect girls, and coverage is low in indigenous areas. Schooling average is 2.5 years and as low as 1.3 years in some departments where indigenous populations are in the majority. Education content is not relevant or meeting the needs of the diverse populations.</p> <p>Intensive advocacy and technical support to the Ministry of Labour resulted in The National Plan for the Prevention and Eradication of Child Labour and the Protection of Working Adolescents. It was endorsed by the Social Cabinet in 2001 and adopted as a priority since the members recognise that child labour poses constraints to children's education, and have committed themselves to strengthen educational opportunities for children. This plan constitutes an agreement between government and civil society.</p> <p>The National Plan has five intervention areas that aim to expand coverage of social policies/assistance to vulnerable populations through education: increased access and improved quality of education for working children (in the out-of-school educational programme) and those at risk of not attending or dropping out); health (parental education on health, nutrition and sanitation); promotion of adult labour (training, capacity-building); protective measures (national laws); research and social mobilisation; producing reliable information; raising public awareness of child labour and promoting participation of the population in solving the problem of economic exploitation and educational exclusion.</p> <p>The NEUBI or Active School is considered an innovative educational child-centred modality in contrast to the traditional school. It uses a participatory/interactive methodology that promotes the participation of children and parents in decision-making related to access and staying in school and quality of education, strengthening/building leadership capacities. Using the maternal language contributes to generating trust and good relations between teachers and children. New knowledge is reinforced and Mayan culture and languages are supported. The NEUBI schools put education policy into action by working on improving children's access to and completion of quality education that is based on pedagogic principles promoting interculturality, gender equity, respect to human rights, and the development of democratic practises. The pedagogic models respond to and are adapted/ related to the culture of indigenous children.</p> <p>While the training of parents, teachers, leaders, and communicators focused on child rights, the leaders and social communicators' training had additional objectives, such as producing communication/radio broadcasting materials; conducting research in 130 communities; supporting mass media on child rights and education; preparing communication materials using radio spots, posters, motivational flyers, and wall newspapers in Spanish and indigenous languages; and preparing a Plan of Action.</p> <p>Four technicians (prior NEUBI teachers) trained by UNICEF in the early part of the project were incorporated into the MOE to support the national programme of bilingual education in the General Directorate for Bilingual Education (DIGEBI) and in the Active School Project (NEUBI) at national level. They work on coordinating and monitoring the NEUBI teachers' immersion in the active methodology.</p> <p>The expanding scope of the Network of Social Communicators has given it legitimacy at the municipal and departmental levels. It supports a generation of social demand for child rights that is expected to strengthen the availability of quality social services, especially with regard to child labour and education. The academic career constitutes a major strategy to ensure the participation of citizens in social development. A training model and educational materials are available for use in replicating the experience in other municipalities/departments.</p>

	<p>Workshops with parents, leaders, teachers, and communicators enabled people from diverse ethnic groups and conditions to share information and knowledge on child labour, education, and rights, helping build knowledge and greater understanding of expectations, perceptions, attitudes, and opinions.</p> <p>A high percentage of parents came to recognise the importance of education and its transcendental role in the lives of individuals, and were, as a result, willing to support their children in attending school and completing their education. With regard to rights, parents realised that they had little information on them and now their knowledge is improved.</p> <p>In spite of favourable results, attitudinal change and willingness to change/transform are processes that require time and constant attention/practice to internalise modified behaviours. Therefore, the results in this project need to be viewed as first steps to be followed by a second series of activities to develop respect for human rights as a normal practice.</p> <p>The main labour unions assumed the commitment to include in their agendas the issue of working adolescents and the demand for respect of their labour rights. UNICEF signed a cooperation agreement with Central Unionista Sindical de Guatemala (Association of Labour Unions of Guatemala) that provided for technical and financial cooperation for meetings with member unions so that there can be a unified approach to working adolescents in all agendas. As it turned out, other matters took priority and the agreement was to be acted upon in 2002.</p> <p>Serious constraints were produced by the inauguration of a new government during the project period that caused changes in authorities and middle management; this required extra time given to advocacy and sensitisation of new staff, especially at the ministries of Labour and Education on the part of UNICEF staff.</p> <p>The country has been facing a severe economic crisis. The tax increase promoted by the national congress met strong social opposition. It was thought that the situation would lead to increased child labour.</p> <p>Plans for the project were based on the amount of Norwegian funds initially agreed to, but the amount was reduced during the funding period due to the exchange rate at the moment of transfer of the donor funds. As a result, the remaining funding calculated for use in 2001 was no longer available, which meant the Country Office had to find a way to meet its commitments already signed with counterparts and in the process of being implemented.</p>
Lessons Learned	Not available
Partners	MOE Part of MOE – System for the Support of the Improvement of Human Resources and Curricular Adaptation (SIMAC) And General Directorate for Bilingual Education (DIGEBI) MOL ILO – IPEC UNESCO World Bank Save the Children, Norway GTZ NEUBI schools Migrant schools NGOs Universidad de San Carlos de Guatemala Central Unionista Sindical de Guatemala (Association of Labour Unions of Guatemala) Network of Social Communicators Families, communities – leaders, teachers, schools, parents, social communicators, etc.
MTSP/CP/ PRSP/etc. Links	Social Policy Development Programme Integrated Basic Services Programme Information and Communication Project Rights of the Child Project Education Project

Country: Jamaica Contribution: US\$297,451 Duration: 1999–2001	
Basic Education and Early Childhood Development: Education as a Preventive Strategy against Child Labour	
Target Group	Young children, adolescents
Goal(s)	<p>To focus on eliminating and preventing child labour using education related strategies targeted across the life cycle</p> <p>Objectives:</p> <ul style="list-style-type: none"> To encourage policy makers to enforce existing legislation on child labour and compulsory education in compliance with the CRC to reduce the number of working children To facilitate greater understanding and awareness of societal factors putting young children to work, and use relevant research and data to guide the required actions To increase awareness among parents and the general public on the importance of basic education and the negative effects of child labour on child's growth and development To provide support for community-based early childhood education programmes with a focus on high-risk children To promote actions aimed at improving school attendance and academic success at primary school in both rural and urban areas To encourage and facilitate primary education reform and improve the effectiveness and relevance of curriculum to respond to the reality of changing social and economic contexts in which children live To support technical training/remedial education for street children and adolescents not able to be reintegrated into the school system, and second-chance opportunities for out-of-school youth To develop support mechanisms for single-parent households and improve the economic situation of poor families relying the labour of their children, including support of income-generation projects, and parent/family support mechanisms to ensure children's participation in school To improve parenting practices
Principle Strategy(s)	<p>Basic Education and Early Childhood Development</p> <ul style="list-style-type: none"> Improve the learning environment and teaching practices Increase interventions in the primary school sector (shifted from remedial to preventive approach) Strengthen the Coalition for Better Parenting (CBP) an umbrella NGO <p>Decentralised Community Development for Children</p> <ul style="list-style-type: none"> Support the Youth Rising Publication Support the Male Adolescent Programme (MAP) to rescue street boys through education Support the Kingston Restoration Company, a private sector organisation redeveloping city communities, on an intervention to reduce drop out of at risk boys in primary schools <p>Social Policy and Planning for Children</p> <ul style="list-style-type: none"> Jointly supported with ILO and government, conduct a youth activity survey on child labour
Outcomes	<p>Many activities were supported in each of the three areas via each strategy. Some key outcomes were:</p> <ul style="list-style-type: none"> • Strengthened capacity of NGOs to deliver basic social services to communities in underserved areas affected by poverty • Provided technical support that resulted in significant policy development and reform in ECD • Strengthened the data collection and policy analysis on increased investment and more efficient use of resources for disadvantaged children • Strengthened partnerships, maximised resources, and supported more integrated approaches in ECD and parenting • Raised public and political attention and debate around child labour and facilitated examining options to address protection issues. National and community-based consultations organised by UNICEF sensitised policy makers on the magnitude and scope of the problem and challenged the public to examine accepted forms of child labour and recognise them as violations of child rights. • Integrated the issue of child labour in priorities of the government as demonstrated by the central role played by the Planning Institute of Jamaica in planning and implementing the Youth Activity Survey, and the including indicators related to working children in the national Social Indicators Monitoring System and the government's central database on social development. • Leveraged a stronger image and profile for UNICEF as a key partner in this area. <p>The project contributed to opening up opportunities, influencing policy formulation, bringing child protection to the forefront; addressing child protection in fighting HIV/AIDS by strengthening family, community, and institutional capacities in support of adolescent development; addressing quality and sustainability in basic social services; and achieving greater synergy, maximised resource utilisation and less duplication from the integrated approach to ECD and better parenting.</p>

Key Findings	<p>Efficiency of the public school system in terms of repetition and remediation rates is very low. Grade repetition rates are comparable to high-income countries (about 4% of the primary school population), which are misleading, giving the impression that there is satisfactory student attainment. But, the low rate is due to the practice of automatic promotion from one grade to the next, and little attention given to remedial needs. Approximately 60% of students read at grade level, and 25% below grade level. This had compounded learning problems, school achievement and donor investment in the sector. 1994 literacy data indicate that 30% of primary level students are functionally literate, meaning that many of Jamaica's students have not achieved by end of grade 6 literacy and numeracy by global standards, and skills needed to access secondary education.</p> <p>The funds were used in three of the four country programmes: Basic Education and ECD (focus on the young child); Decentralised Community Development for Children (focus on adolescents); and Social Policy and Planning for Children (focus on national advocacy on implementation of CRC).</p> <p>The pace of implementation was slow, advances were made to single institutions (MOE and CBP), which were required to disburse and report on funds for other implementing departments/agencies. As a result, individual projects were delayed due to the late liquidations submitted by others.</p> <p>Human resource constraints affected project implementation due to staff lacking in government and NGOs, and the overload of work demands on individuals, a situation encountered by all development agencies since the same individuals are relied upon to implement programmes. Because of this, the Youth Activity Survey was greatly delayed and results were still forthcoming.</p>
Lessons Learned	Cost of administering disbursements to families (as a family support to ensure children's school attendance) is high and should therefore not be attempted at a project level, but rather integrated in existing state-supported programmes.
Partners	<p>UN agencies ILO Government, Planning Institute, Ministry of Labour and Social Security, Social Sector Ministries PAHO NGOs</p>
MTSP/CP/PRSP /etc. Links	<p>Basic Education and Early Childhood Development Contributions are being made to all five MTSP organisational priorities</p>

Country: Panama		US\$99,999	Duration: 1999–2001
Education and Prevention of Girl Labour			
Target Group	Girls in school and working girls		
Goal(s)	To increase the number of girl children to remain in school and promote protection and preparation for life of pregnant adolescents, adolescent mothers and working girls		
Principle Strategy(s)	<ul style="list-style-type: none"> • Conduct research and studies - because not enough known about the work situation of girls • Strengthen institutions - conduct training and workshops - to reach out to children/adolescent population - urban and rural • Support social mobilisation to raise awareness of working girl children and their right to education and community empowerment to share information and knowledge to change attitudes and practices at community level • Monitor the situation of girls to lead to incorporating gender issues into the system of registration and data collection for education and labour studies 		
Outcomes	<p>A Coordination Committee was created that provided a forum for information-sharing among executing agencies (government and NGOs), MOE, University of Panama, The Centre for the Study of Families (CEFA), and Casa Esperanza.</p> <p>The project contributed to understanding the situation of the working girl, and played a role to raise awareness of girls' education.</p> <p>Different workshops and training activities on human rights and education were implemented through NGOs and reached children and adolescents in urban and rural areas. The project trained 1,750 adolescents in 70 workshops (through Casa Esperanza – NGO) in human rights and leadership skills. 100 working adolescents from Panama and Colon cities participated in an informational event on the right to education and information exchange; in indigenous communities, like Ngobe Bugle, workshops with 500 adolescents were carried out on human rights.</p>		

	<p>Social mobilisation/motivational meetings were held and mass media strategies were used to raise awareness of the working girl child and her right to education. Ten awareness workshops were supported on the right to education and the situation of working girls with 500 participants from five provinces. A contest on human rights was held among 172 school children from eight schools through MOE and CEFA. 6,000 copies of a poster on domestic service and girls' right to education was designed, printed, and distributed to organisations working with high-risk populations, and it was included as a supplement to a Catholic church newspaper reaching 13,000 homes. Plans were in place to have 10 radio stations broadcast on the theme of domestics and their right to education. A monitoring system was established with regard to printed material on child rights. This tool measures the work being done on opinion formation, to monitor commitments, and measure motivation and reward mechanisms for work done by the media and journalists. The information is shared every three months with media directors, journalists, and organisations working on human rights.</p> <p>Three research studies were done on children and adolescents of urban, rural, and indigenous communities that included gathering information on legislation and social policies. It was an important intervention as it was the first time such research had been done. The results were widely used for motivation and social mobilisation purposes.</p> <p>A web page with the information from the research was developed for dissemination of the results.</p> <p>A case study as completed on working children in rural areas active in coffee harvesting.</p> <p>Street children were studied within the context of gender and human rights, which allowed NGOs working with street children to adjust their programmes. The name of the study was "Growing with Dignity and Integral Attention for Children that make money in the streets".</p>
Key Findings	<p>There was a lack of resources to implement necessary activities in favour of the girl child.</p> <p>About one third of children in primary education drop out in 5th grade (about 40,000).</p> <p>The project paved the road for additional activities on the girl child, and the UNICEF programme planned to continue the different activities to help Panama find a better understanding of the working girl child and her conditions.</p> <p>In spite of many laws and policies, cultural factors sometimes blur the lines between child work and child labour. There is a lack of effective mechanisms to monitor and supervise laws and policies.</p> <p>More than 80% of domestic and informal work is done by girls, who work more than 40 hours per week and receive payment well below the legal minimum salary.</p> <p>The first level of basic education up to 11 years old is free and obligatory. The Family Code protects pregnant adolescents and allows them to continue to attend school.</p> <p>The Panama Government presented Policy and Social Development Strategies in 2000, which provided a suitable framework for this project in regard to poverty reduction and inclusion of the excluded.</p> <p>The country ratified ILO Conventions 138 and 182, which led to the formation of the National Committee for the Eradication of Child Labour, which has gathered different groups to develop an action plan, with lines of work drawn as priorities for government and NGOs.</p> <p>The new government took over in September 1999, making changes in the administrative and technical staff who required time to get familiar with the working agreements with UNICEF, including the project.</p> <p>The workshops with the 500 indigenous adolescents led to identifying family, social, and cultural factors/limitations affecting their right to education, and the limitations of the education system. Also there was an increase in information on sexual and physical abuse of the children and adolescents.</p>
Lessons Learned	<p>Effective coordination among partners avoids duplication of efforts/activities.</p> <p>Due to the funding approval happening while a new government assumed control, certain matters with regard to new programmes were not dealt with by the outgoing government. With ensuing changes in administrative and technical staff in such a situation, extra time is necessary to brief the new staff and allow new</p>

	<p>authorities and technical teams to become familiar and supportive of working agreements with UNICEF.</p> <p>The mid-term review of UNICEF Panama's operational plan provides a valuable opportunity to review cooperation objectives, goals, and priorities of the new government. It is a process that can clarify relevant aspects of the joint efforts, and mutual commitment to fulfil the CRC.</p>
Partners	<p>Ministry of Education University of Panama NGOs – Centre for the Study of Families (CEFA) and Casa Esperanza Coordination Committee (government and NGOs members)</p>
MTSP/CP/PRSP /etc. Links	<p>Education and Life Skills Programme provided the framework for this project — the new CP 2002–2006 includes a focus on access to quality education and the need to attend to the situation of working girls and their education.</p> <p>Regular Resources complemented the donor's contribution, which allowed for a widening of technical support especially for working girls and their education in the areas of coffee harvesting and urban areas of the Provinces of Panama and Colon. The total additional was US\$70,000 through the Education for Lifeskills and Municipal Social Development Programme.</p>

<p>Country: Peru US\$200,000 (World Bank) Duration: 1999–2000 Education/Prevention of Child Labour — Inclusion of girls in school to prevent child labour project</p>	
Target Group	Girls and boys (primary school) – adolescent mentors who are in secondary school
Goal(s)	<p>Objectives: To reduce educational exclusion by a third in 20 intervention districts, promote educational inclusion and permanence of 12,000 girls and boys excluded from school To help improve learning conditions of 9,000 classrooms to improve learning levels of 270,000 girls and boys from vulnerable groups and zones To involve 6,000 adolescents in creating complementary learning contexts for 40,000 girls and boys at risk for failing the first two grades of school</p>
Principle Strategy(s)	<p>Support educational inclusion and universalisation of timely enrolment Improve learning conditions in 12,000 classrooms, improving the level of learning of 300,000 girls and boys from vulnerable groups and zones Create complementary learning centres for 40,000 girls and boys at risk of failing the first two grades Monitor project activities</p> <p>The project supported interventions in the rural zones of Chanka Subregion in the Department of Ayacucho, which is an extremely poor zone.</p>
Outcomes	<p>MINED developed a strategy of educational inclusion with an intensive campaign to promote truly free education and timely school enrolment of children, a set of measures for administration, and educational materials for the classroom. 30,000 girls and boys previously excluded students in 1998 were in school, 6,000 of whom were in the project intervention zone.</p> <p>27,500 primary schools nationwide were validated. They applied a new primary school curriculum focused on girls and boys learning basic competencies in reading, writing, problem-solving and co-existence. 4,000 teachers' learning groups of 10–15 teachers and eight district school networks were formed in the intervention zones overall.</p> <p>As part of the 2x1 initiative, 3,800 adolescents in secondary school helped groups of early primary age school children who were having difficulties. This benefited 27,000 children — an estimated 44 hours of additional learning time was provided to each child. The initiative is increasing real learning time by 20% for children participating in the project, which helps to keep them in school. The name 2x1 comes from one monitor (student teacher) and one promoter (adolescent/secondary school student) who join to help one child in school. MINED wants to take it to scale nationwide.</p> <p>The project provided for studying the unseen costs of attending school as being a relevant factor of exclusion.</p> <p>In the project zone, Local Project Committees were established in priority districts, a baseline study was prepared, and information was gathered to prepare educational materials. The baseline study focused especially on girls and their home situation and schooling.</p>

	<p>The national PRONOEI system of non-formal, preschool education was consolidated and community-based strategies were carried out to involve fathers in their daughters' and sons' upbringing. It was called the Iniciativa Papa, and was launched nationwide. (There are 17,000 PRONOEIs nationwide that provide children 3 to 5 years old from poor families with access to educational services that stimulate early development of abilities and skills. They provide services generated and managed by the community and include active participation of parents and local organisations.)</p> <p>With NGOs, Asociacion Pro Niño Intimo and Asociación Germinal, four teams of adolescent communicators were formed and several radio spots were produced and broadcast about various topics, including defending the right to an education for vulnerable girls and boys. Jovenes del Sur organised a summer programme for children and adolescents focusing on life skills.</p>
Key Findings	<p>The new primary school curriculum was found to be difficult to communicate because the terms and concepts are too technical for most teachers. The teachers find it difficult to use and different from their teaching knowledge, which has caused the curriculum to have little effect on modifying and improving classroom practices. There is a lack of consensus among different units and projects of DINEIP on what should be the priority in strengthening the curriculum. Due to the difficulty in communicating the curriculum, one sector of DINEIP focused on strengthening its technical aspects. No definite deadlines had been set by DINEIP, which raised the concern that it might lose sight of the fact that children and their families have a right to an understandable curriculum.</p> <p>An evaluation of the inter-learning groups of teachers (GIAs) and school networks, a monitoring mechanism in which teachers learn on their own and monitor their own, revealed that training was insufficient and an alternative monitoring system needed to be developed to alleviate teachers' resistance and fear. It revealed that reading and writing activities should be given priority, and that classroom learning was insufficient. Best results were observed when children studied in and outside the classroom, and when families participated in local strategies, such as reading and writing fairs, and weekly family reading sessions.</p> <p>It was suggested that the list of school supplies that families must provide at the beginning of and two times during the school year could foster educational exclusion and become a determining factor in learning.</p> <p>A student doing child labour and work helps her/his family, but is placed at a disadvantage due to the time constraints that result, forcing him/her to miss school at least once per week. Thus, it was concluded that child labour endangers a child's quality of learning, and her/his participation in school. At least 40% of students ages 6 to 14 are child labourers.</p> <p>An evaluation of school networks in urban-marginal zones revealed that 70% participate in activities organised by school networks, such as teachers' inter-learning groups, classroom visits, and meetings with parents. The team of teachers from each school identified the following problems in schools: 37% mentioned gang problems; 27% drug addiction; 23% a lack of interest or abandonment on the part of parents; 20% malnutrition among the student population; and 17% mentioned problems of crime.</p> <p>100% of schools have classroom committees, of which 87% are formally constituted.</p> <p>Among the countries in Latin America, Peru has one of the highest rates of family participation in ensuring proper learning conditions exist in the classroom.</p>
Lessons Learned	Not available
Partners	<p>Ministry of Education, including DINEIP office in MINED</p> <p>Leading NGOs, e.g. Asociación Pro Niño Intimo, Asociación Germinal, Jovenes del Sur (founded and led by young people)</p> <p>Teacher training institutes</p>
MTSP/CP/PRSP /etc. Links	Education Programme/Prevention of Child Project

WCAR — WEST AND CENTRAL AFRICA

Country: Benin		US\$163,582	Duration: 1999–2001
Children in Need of Special Protection			
Target Group	Children in need of special protection (in their own communities and those away from home)		
Goal(s)	<p>To reduce the gender gap in education (GER) by 10% to arrive at 78% GER</p> <p>To contribute to policy implementation favouring children in need of special protection, specifically, to reinforce preventive actions and protection of working and trafficked children ceux qui sont placé</p> <p>To support the elaboration and implementation of an NPA in favour of children in need of special protection</p>		
Principle Strategy(s)	<p>Strengthen management and monitoring capacities at the national and local levels to develop policies in education and for children in need of special protection, and to apply/enforce the related conventions on child rights and women’s rights. Especially, to strengthen technical capacity to improve access to and the quality of formal education and NFE, especially for girls, and to development awareness and skills of all who are targeted in the protection project.</p> <p>Involve communities in resolving the problems of education and avoiding sending their children to unknown employers</p> <p>Promote/support the collaboration/coordination among the diverse actors (BIT, BM, USAID, Coopération française, international and local NGOs).</p> <p>Support advocacy/communication of child rights — national and local — especially with parents, educators, etc.</p> <p>Develop monitoring and evaluation for education</p>		
Outcomes	<ul style="list-style-type: none"> • An enquete on working children in Cotonou, Porto-Novo, and Parakou (1999) was completed– this allowed for deeper understanding of working children, causes, manifestations, consequences. • Training was supported on child labour for communication staff, theatre groups, local leaders and NGOs, teachers, and members of PTAs, midwives, and police. • Training of staff associated with the education centres/spaces was provided. • 170 local committees fighting against child trafficking (now 388 committees exist) were created, trained, and monitored. 180 members were trained on child rights, and technical practices. The monitoring helped to correct situations and keep committees working. • A meeting between NGOs and Local Committees was facilitated, which helped them to become better partners and harmonize their actions, and create a national committee that is a national network for NGOs and institutions working on child protection. • Support was provided to the study of infanticide in Benin – particularly infanticide ritual in North Benin of working children where certain children are thought to be sorciers. • There was participation in the regional consultation on trafficking and the worst forms of child labour (Libreville, Gabon) (Feb. 2000). It focused on developing strategies to fight the trafficking of children. It was organized by WCARO with BIT(ILO) and improved understanding of the causes and manifestations of trafficking and led to the adoption of a common platform of action. • 325 teachers, police officers, judges, border police, midwives and health agents, artisans, and social workers were trained in identifying the rights least respected in their locales. • IEC actions were supported, including brochures on child rights that were distributed in the education spaces (Vdomegon), in nine Social Promotion Centres in Cotonou and Porto-Novo, which are open Wednesday nights for children for recreation/training, and sensitization on drugs, etc. A NFE approach was used because these working children are usually too old to attend the formal/public school in the traditional sense. • IEC was also supported through radio emissions – 20 radio shows both public/private/community...they involved participatory emissions on child rights – after two years, animators were doing a self evaluation so as to assure that the messages being transmitted are correct. • TV ads were produced that included airing them during a popular TV show. • The capacity of NGOs was reinforced. • Microcredits were given to 10 women’s groups in the cotton zone of Sinené, which was coupled with training and sensitisation on having their children go to school and not begin working too early. • The 2000 launching workshop helped to identify and plan activities with many players coordinated under the National Cell/unit EABMSP of the Ministry of Social Protection and the Family. 		

Key Findings	<p>In 1999, it was estimated that close to 500,000 children 5-14 were working – 20% most vulnerable was due to their age (<10 years), being malnourished, exposed to risks of accidents and psychological mistreatment – the girls were deemed more vulnerable than boys. The children work in about 50 activities that are grouped into four categories – artisanat, informal commerce, popular restoration and domestic work.</p> <p>Following the enquete, it was found that there was a preponderance of master artisans exploiting children, so the project formed a partnership with the Fédération Nationale des Artisans du Bénin et l'Inspection du Travail – a series of sensitization activities were supported with regard to conforming to the Code of Work in the different artisan workshops.</p> <p>There were two major constraints, including: 1) slow administration of the government partner (Ministère de la Protection Sociale et de la famille, Ministère de tutelle) – since 2001 this has improved; and 2) financial blockage due to Proms (during this timeframe).</p> <p>The Project increased awareness of the problem of child labour and trafficking. It was felt that there is a progressive consciousness raising taking place on two levels: 1) among children claiming their rights, and 2) among the general population, especially parents - the daily work of the 388 village committees is proof of this heightened awareness.</p> <p>While waiting for a National Plan of Action on child labour/trafficking – the project reinforced collaboration with other partners on child protection and child labour with institutions such as the European Union, World Bank, Ministries of Social Protection, Justice, Interior and those of local and international associations, BIT (ILO) (project IPEC), and UNDP, which improved synergy among the various actors.</p> <p>The result of the microcredit to 10 women's groups in the zone of Sinendé was seen as having an impact on education/schooling of the women's children and their neighbours – it contributed along with the Education project to increasing GER from 41.43% in 1998 to 51.42% in 2000.</p> <p>With support from the Brigade de Protection des Mineurs, local Committees working in zones where trafficking of children was high (3 years ago) became the least frequented areas for trafficking due to the active monitoring/surveillance actions of the local Committees. The traffickers went elsewhere as they were stopped by the Committee members/supporters – this success underlined UNICEF's promotion of expanding the creation of local committees countrywide.</p>
Lessons Learned	<p>Combining microcredit with education motivates women/mothers to support girls going to school.</p> <p>Using different approaches/activities helps raise the awareness and respect of child rights among the population.</p> <p><u>Coordinating partners' activities in child labour/trafficking help to create a better synergy among the actors.</u></p>
Partners	<p>NGOs – Association pour la Protection de l'Enfance Malheureuse, Enfants Solidaires d'Afrique et du Monde, Aïdie et Action, Terre des Hommes, ESD-Archevêché, Fondation Universelle pour la Paix et le Développement...); Local committees</p>
MTSP/CP/PRSP / etc. Links	<p>Education and Protection programmes are interdependent in fighting against child labour (and trafficking)</p>

Country:	Cameroon	US\$94,073	Duration: 1999–2000
Education as a Preventive Strategy against Child Labour			
Target Group	Children at risk of never entering school; children at risk of dropping out, especially girls 6–14 years old; and working children (6-18 years old) who are out of school, and those in difficult circumstances, especially densely populated urban areas in selected zones.		
Goal(s)	<p>To ensure access to education for children who have never been to school, those who have dropped out of school, and to get children, especially girls, into formal or non-formal school</p> <p>To develop a parental education policy</p> <p>To introduce community-base preschool education</p> <p>To develop NFE through associations and NGOs</p> <p>To set up education/training policy in favour of working children</p>		
Principle Strategy(s)	<p>Complement the ongoing basic education programme</p> <p>Complement the formal education system</p> <p>Complement the AGEI: Girls' Education and NFE projects</p> <p>Build capacity of partners at national and local levels</p> <p>Increase community participation; create NFE basic education centres</p> <p>Encourage advocacy and social mobilisation – production/diffusion of learning mats/equipment</p> <p>Support service delivery</p>		
Outcomes	<ul style="list-style-type: none"> • Developed a parental education policy and actions with the Ministry of Women's Affairs and "Action Against Hunger" (NGO); formed a standard training module for the Community Animators (CAs) on parent education in favour of young children; identified 40 CAs in eight Administrative Divisions – their training began at the end of 2000 in which they developed action plans. • Introduced a community-based pre-school education program — this was a success with 27 preschool centres created in two years, with 35 classrooms for children 3 to 5 years old, based within the educational activities overseen by the NGO AAPPEC (Association for the Auto Promotion of the Populations of the East Province). Education kits and furniture were provided and training of staff supported. The GOC formulated and approved an NFE preschool education syllabus; this project helped to increase governmental support to ECD. • Developed NFE through associations and NGOs. GOC developed a conceptual framework for non-formal basic education now recognized as part of the national education policy alongside public and private. It has formalized and smoothed relations between the GOC and NGOs /associations working on NFE preschools and primary basic education Centres. Before, these schools were known as "illegal schools", now collaboration with the authorities has been institutionalized. UNICEF supports 124 centres with about 7,000 children in zones with little or no public schools. • Set up education/training policy in favour of working children – a series of actions were supported for children to enter school at the age of 3 and remain through the primary school cycle thus avoiding early engagement of these children in the job market. With regard to the working children, specific actions were not taken, but 12 Divisional Inspectors for Primary and Preschool Education were trained with project monies to collect and analyze education data, including the rate of school abandon and drop out- giving way to the possibility of obtaining more reliable baseline data. It was envisioned that it would lead the way to policy making for school drop outs and working children. • Produced posters on child rights and life skills – this informed the administrative authorities, parents, traditional rulers, religious leaders, etc. 		
Key Findings	<p>Implementation took place in 2000 not in 1999 since the GOC had not signed the POA for the Project.</p> <p>Because project monies were used within the AGEI: Girls' education and NFE projects, it was difficult to discern how activities supported specifically by this project impacted child labour and achieved goals.</p>		
Lessons Learned	Not available		
Partners	MOE , Ministry of Women's Affairs, the NGO AAPPEC (Association for the Auto Promotion of the Populations of the East Province)		
MTSP/CP/PRSP /etc. Links	Subproject of the Basic Ed. Program and Project NFE		

Country:	Guinee	US\$102,000	Duration: 1999–2001
Sustainable Human Development Programme			
Target Group	500 working children; 35 trainers/educators, local authorities, religious leaders, families, communities		
Goal(s)	<ul style="list-style-type: none"> To assure the education of 500 working children in Conakry, Kindia, Mamou (in different educational structures) To improve the institutional capacity of services responsible for working children/youth (25/35 trainers/educators of working children – to develop teaching methods adapted to the education for working children/youth) To sensitise parents, families, and communities to change their behaviour in a favourable manner to the education of working children 		
Principle Strategy(s)	<p>Involve and give responsibility to working children, especially the girls (in planning, time, etc.)</p> <p>Reinforce capacities of public/private sector/NGOs, associations</p> <p>Develop/reinforce a dynamic/synergistic partnership — L'OIT/BIT, UNESCO, Terre des Hommes, Enda-Tiers Monde, FAWE, Cooperations Canadienne, Francaise et Allemande</p> <p>Mobilise different social groups (national authorities, municipalities, community leaders, religious chiefs) - aim for communities to take responsibility for the targeted group of children</p> <p>Implement an IEC program in the five communities in the capital and in the two cities/towns, Kindia and Mamou</p> <p>Provide materials and equipment (school furniture, didactic materials, tool boxes for the apprenticeships)</p>		
Outcomes	<p>Education was provided for 360 working children in Conakry, Kindia and Mamou (alternative education, literacy — training from NGOs — AGRAAD, CAE, Club des Amis du Monde, Sabou Guinée).</p> <p>35 animators/trainers of the office of the Enfants et Jeunes Travailleurs (EJT) were trained.</p> <p>Eight sensitisation meetings on the worst forms of child labour were organized with the municipal and local authorities, opinion leaders, employers, communities in five communes of Conakry, the prefectures of Kindia and Mamou.</p> <p><u>Monitoring and evaluation activities were supported in EJT supported institutions and for professional apprenticeships for older children/youth.</u></p>		
Key Findings	<p>Since 1984, Guinée has experienced a general increase in its poverty and child labour. Some working children work in the worst forms of child labour, such as the mining sector (diamonds). The size of the problem is not known due to the fact that little data collection has been done on vulnerable population groups, including working children. The existing data are fragmented and do not provide an overall quantitative dimension of this phenomenon. Observations in urban areas lead one to assume that child labour is a critical problem and the problem has worsened in recent years. The causes for this problem are generally known - economic structural adjustment and its effects on the poor, a needy educational system, a high level of illiteracy, population growth, high migration due to the wars in Liberia, Guinee-Bissau, Sierra Leone (especially in urban centres and mines), and weak application of Human Rights instruments/legislation.</p> <p>The study on working children was delayed due to the lateness of the preparatory mission of OIT (ILO) Geneva. The changing of the focal point of OIT (ILO) in Guinée contributed to this delay.</p> <p>The rebel attacks on the border with Sierra Leone and Liberia created a psychological/defying climate among the population in the targeted localities. It caused transport difficulties to these locations and a reduction of interventions outside the capital city.</p> <p>Strengthening the Steering Committee on Working Children with support from educational specialists, especially those coming from NGOs involved in the planning/implementation processes of the child labour activities, provided certain opportunities. The decentralization of NGO offices working with the project facilitated monitoring of interventions at field level; and the strengthening of the partnership with ENDA Jeunesse strengthened capacities of the animators and trainers of EJT.</p> <p>A Steering Committee assured coordination/planning of the project with all involved partners.</p> <p>The Management Committee was reinforced in 2000. It is composed of 10 government representatives, NGOs, and UNICEF (including La Direction Nationale de L'Education Pré-scolaire et de la Protection de l'Enfance (DNEPPE) du Ministère des Affaires Sociales de la Promotion Féminine et de l'Enfance (MASPFE).</p>		

	<p>Activities that were planned included: supporting educational activities for about 300 EJT, with a focus on girls (alternative education, literacy, learning income generating skills); financial and material support to EJT Office and institutions; training about 60 animators in alternative technical education; elaborating guides/pedagogical documents for the NGO animators; supporting IEC activities – radio emissions, workshops/debates on the worst forms of child labour and education as a preventive strategy.</p> <p>There was an increase in working children (EJT) being concerned to take action for themselves, which was dealt with in meetings in country, and as preparation for a meeting of EJT in Bamako in which the Guinean experience was cited as an example.</p> <p>About 20 children were reintegrated with their families through the support of the NGO Sabou Guinée and UNICEF.</p> <p>There was an increased understanding of child labour/working children through participation in the Dakar Forum (April 2000) and the Regional Meeting of Working Children (EJT) in Bamako (Oct/Nov 2000).</p> <p>Institutions were better able to serve the EJT after participating in the project capacity building activities and receiving M&E for their institutions.</p> <p>A better collaboration on actions took place among the animators working with the EJT due to the establishment of a monitoring/evaluation system.</p>
Lessons Learned	Not available
Partners	UNICEF Guinée — support comes from the Education and Child Protection/Community Development programmes L'OIT/BIT; UNESCO; Terre des Hommes; Enda-Tiers Monde — ENDA — Jeunesse; AGFRIS; FEG/FAWE; Coopérations Canadienne, Française, et Allemande; NGOs — AGRAAD, ACE, Club des Amis du Monde, Sabou Guinée; Enfants et Jeunes Travailleurs (EJT) Office; La Direction Nationale de L'Education Pré-scolaire et de la Protection de l'Enfance (DNEPPE) du Ministère des Affaires Sociales de la Promotion Féminine et de l'Enfance (MASPFE)
MTSP/CP/PRSP /etc. Links	This project was within the Education and Child Protection Programmes.

Country:	Mali	US\$199,998.48	Duration: 1999–2001
Child Labour — Special Protection Project under the Child Protection Programme			
Target Group	Working children, street children, children who have never been to school, beggar children, vulnerable girls and women		
Goal(s)	<p>To improve/develop equality of opportunity in accordance with the law of marginalised groups, children and women at risk, and to reduce their vulnerability by improving their access to basic services</p> <p>To contribute to research and studies on groups of children needing special protection</p> <p>To contribute to improving the social/educational situations of targeted marginalized groups of children through literacy training, support to centres d'écoute, access to information, and strengthening of the capacities of the interveners</p> <p>To contribute to the fight against the trafficking of children, one of the worst forms of child labour under the ILO Convention 182</p>		
Principle Strategy(s)	<p>To establish interventions in favour of targeted groups of vulnerable children through improving understanding of their situations</p> <p>To improve the level of education and access of information for children in need of special protection</p> <p>To support IEC (information, education, communication) activities on working children</p> <p>To develop strategies on child trafficking</p>		
Outcomes	<p>A study on child trafficking across borders was undertaken.</p> <p>Action research on domestics (girls) in the region of Mopti was done in partnership with Save the Children-UK and the Direction Régionale de l'Action Sociale in 1999.</p> <p>Follow up workshops on the study of domestic (girls) in Douentza, Bandiagara and Djenné were supported.</p> <p>A study on children in Koranic schools in Mopti was completed: many of these children are homeless street beggars.</p>		

	<p>A National Plan of Action was elaborated between Mali and Cote d'Ivoire and a protocol d'accord signed between Mali and Cote d'Ivoire on the fight against child trafficking.</p> <p>1470 (783 girls) attended the 5 Centres d'ecoute communautaires; 421 (222 girls) participated in literacy training; 149 (93 girls) attended school.</p> <p>309 children were involved in actions at the Centre d'accueil et d'orientation for street children (CAOE), which registered an average frequency of 40 children/day (only 2 girls participated in the activities at the Centre, but during street visits 18 girls were reached).</p> <p>In Ségou, 30 apprenticing children and 75 family aides participated in literacy training.</p> <p>The team of the Association de l'Education en milieu ouvert (AEMO), which, with CAOÉ and the Committee of monitoring of the centres d'écoute, did night and day street visits and conducted sensitization meetings. A total of 230 children were met at night.</p> <p>50 sensitization meetings with employers of domestics in Bamako district were conducted.</p> <p>Sensitization meetings with 75 Koranic teachers and parents in Kayes contributed to their learning about the CRC.</p> <p>IEC activities raised awareness of child labour and related issues. For example, 30 animations were produced on themes, such as HIV/AIDS, hygiene, reproductive health, etc. In Bamako, 288 meetings were held on human/child rights and problems related to working children - school problems/failure, sickness, slow growth/wastage, lack of time for recreation/play. More than 1800 people (women, children, elected municipal leaders) participated in these meetings.</p> <p>In Bamako, IEC activities aimed at domestics informed 1177 domestics (girls) in 27 meetings on themes such as HIV/AIDS, family planning, unwanted pregnancy, etc. In Ségou, 30 meetings took place reaching 1182 youth, of whom 681 were girls.</p> <p>Data collection tools were developed and support to collect data at different centres and social technical services was provided.</p> <p>Participation in Libreville in February 2000 at a regional meeting/consultation on developing strategies to fight against child trafficking that was organized by UNICEF WCARO and the Regional Bureau of IPEC/BIT helped Mali to develop alliances with governments from other countries. This led to Mali and Côte d'Ivoire collaborating and elaborating/signing a protocol of agreement on child trafficking.</p>
Key Findings	<p>Following the research on domestic (girls) in 1999, the workshops in the zones of Mopti and Sévaré allowed communities to be sensitised and identify some activities to end the migration of girls to be domestics.</p> <p>There is a general lack of information on the situation of working children. It is difficult to collect data on marginalized groups. The nonformal educational strategies are not sufficiently developed nor in a framework. There are not enough opportunities (conditions, opportunities, quality of training are all issues) with regard to professional apprenticeships. There is a lack of capacity/training among the interveners/project implementers. Putting in place an emergency Plan of Action was late due to the diversity and dispersal of partners and institutions.</p> <p>The National Plan of Action on child trafficking between Mali and Côte d'Ivoire was developed and implemented, and they also signed a protocol/agreement to fight against child trafficking. Those involved included government ministries, NGO and associations of EJT, IPEC/BIT, OIM (Organisation Internationale pour les migrations), Burkina Faso and Côte D'Ivoire government representatives.</p> <p>The literacy activities for apprenticed children and domestic (filles) in the region of Ségou were successful and demonstrate the pertinence of this type of educational activity. The response was so great that it was decided to increase the number of groups in the coming year.</p> <p>The centres of écoute communautaires allowed children who work and have never been to school to access education and information.</p> <p>The development of data collection tools allowed the identification of indicators related to children in need of special protection.</p> <p>There remained US\$100,000+ at the end of 2000. Plans included a continuation of many of the activities mentioned above.</p>

Lessons Learned	Not available
Partners	Government ministries, NGO and associations of EJT, IPEC/BIT, OIM (Organisation Internationale pour les Migrations), Burkina Faso and Côte D'Ivoire government representatives (for the protocol) Centre d'accueil et d'orientation pour enfants dans la rue (CAOE) L'équipe de l'Association de l'Education en milieu ouvert (AEMO) L'ONG APAF Muso Dambé Save the Children-UK La Direction Régionale de l'Action Sociale
MTSP/CP/PRSP / etc. Links	Not specified

Country:	Senegal	US\$291,262	Duration: 1999–2000
Project on Combating the Worst Forms of Child Labour in Senegal/Prevention of Child Labour through Education Project			
Target Group	Working and at-risk children 7–15 years old, with a focus on girls, and their families in 10 departments (comprised of towns and villages)		
Goal(s)	<p>To contribute to the prevention of child labour and to their access to basic education</p> <p>To contribute to the access and retention of 7- to 12-year-olds in the 10 departments with low enrolment rates and high levels of child workers</p> <p>To support 10 departments in non-traditional education (community schools and alternative models) for working and at-risk children, especially girls, 9–15 years old</p> <p>To mobilize the general population against child labour</p> <p>To reinforce national and local capacities on child labour</p> <p>To develop a child labour analysis of the local level</p>		
Principle Strategy(s)	<p>Supporting children, especially girls, in getting access to and retention in elementary school</p> <p>Supporting non-traditional initiatives in basic education for working and at-risk children 9–15 years old, with a focus on girls</p> <p>Mobilising active forces in Senegalese society to assure better protection of the most vulnerable children, especially those working in the worst forms of child labour</p> <p>Reinforcing national and local capacities in child labour</p> <p>Developing a local analysis of the local situation of child labour</p>		
Outcomes	<p>Information and social mobilization on access and retention was supported in a dozen rural communities and five communes (campaigns were held).</p> <p>Support was provided for school furniture, equipment, and mobile schools (2 school cooperatives), which benefited 15,000 students.</p> <p>Support was provided to four school canteens and for improvement of nutrition and access to water in ten centres d'accueil for children working in the worst forms of work and children from broken families (beggars, street children, children in conflict with the law): 5000 children benefited.</p> <p>The capacities of basic education were reinforced in six departments, especially with regard to children affected by HIV/AIDS and armed conflict.</p> <p>Support to the Initiative for Local Development (IDL) included the training of 300 young volunteers of the National Civic Service to work at community level in 60 local collectivités to assure progress on the protection of rights of women and children.</p> <p>Support to NGOs helped to reinforce their NFE initiatives with children excluded from the school system, which included working children (domestics, beggars, fishing, street children, abused children, and children using drugs). NGOs/Associations supported 4000 children in improving their learning conditions. Le Réseau Alternatif d'Appui à l'Education et à la Formation trained 30 teachers and 5 School Directors in Rufisque II and Bargny Commune, which contributed to</p>		

	<p>enrolling 1500 students (7-14 years old) in school, gaining support of 200 parents, and getting 50 girls out of domestic work (and into school).</p> <p>Support was provided to the formulation and implementation of the National Program on Taking Responsibility of Children in Risk Situations.</p> <p>The collection and analysis of information/data in the 10 rural communities and five communes in the departments of Mbour, Fatick, Kaolack, Niore, and Foundiougne helped to analyze the situations of vulnerable and at risk children, identify strategies and activities within a rights-based framework, and mobilise communities and families to prevent these situations and protect their children. The process took into account many local social and political players that resulted in the establishment of local committees on child protection and the remobilization of communities around basic education.</p> <p>The monitoring became part of the trimestrial monitoring activity of the Inter-ministerial Monitoring Committee guided by the Presidency.</p> <p>Senegal participated in the regional meeting in Libreville on the development of strategies against child trafficking/child labour.</p> <p>There was an emergence of a movement to protect children among NGOs, local elected officials, universities, syndicalists, artists and comedians.</p> <p><u>This project put in place a National Cadre for mobilizing Senegalese society in child protection.</u></p>
Key Findings	<p>Senegal has focused on child labour since the 1990s beginning in 1993. The Direction de la Statistique at that time estimated that 293,783 children 6-18 years old (15% of this population group) were working. 7% of them were working in agriculture, and 13% in urban activities (domestics, artisan apprenticeships, small metiers/trades). About 80% of the girls divided their time between agricultural and domestic work. Most were between 10-18 years old. By 1996, UNICEF Senegal in partnership with BIT/IPEC (ILO) published "Le Travail des enfants du Sénégal" based on their research findings.</p> <p>Evaluations have shown that several factors contribute to children working: the deficiencies of the education system; poverty (socio-economic context); lack of enforcement of laws; and the sociocultural context in which a child's work is viewed as a socialization process preparing her/him for the future.</p> <p>The project was constrained by certain factors: precariousness of family income; sociocultural "weights"; limited schooling (missing class, lack of teachers, long distance to school for certain villages, cost of schooling); weak formal education system; reduced opportunities in alternative education and preprofessional training; absence of measures to get children into and to stay in school (canteens, scholarships, school manuals, income generating activities); high rate of drop out among the girls; rural exodus by girls sometimes at 10 years old; early marriage of girls.</p> <p>There is a significant rural/urban gap with regard to enrolment - more than 70% in urban areas and 39.3% in rural areas, with a gap disfavouring girls of about 10 points in rural areas and more in rural areas, such as in Kolda where it is 30 and Tambacounda is 25. Many parents prefer to send their boys to school over girls, which has a cultural/traditional rationale, girls are to become mothers and wives, so their work in the household is viewed as preparing them for these future roles. Other school system deficiencies include missing school during the elementary cycle, insufficient quality of teaching and adaptation of programs to the needs of the populations, inadequate training/employment opportunities, shortage of school furniture and limited funds in school budgets to purchase pedagogical materials and equipment for schools.</p> <p>The different evaluations on child labour supported by different partners (Government ministries, NGOs, Syndicates, Employer Organizations, ILO, UNICEF) led to the National Plan of Action in favour of Working Children also referred to as the National Plan of Action for the Child (the plan focuses on young domestics, young apprentices, family aides, young independent workers). This has helped to provide a strategic coherence to the ensemble of interventions taking place among the various players.</p> <p>Senegal is committed to Education for All (EFA) (per Jomtien and Dakar). A strong focus has been placed on girls: the objective to support girls' education is especially focused on strengthening appropriate measures in rural zones where unequal access to school poses problems (such as child labour), which is now at the heart of the 10-Year Education and Training Plan for Senegal (1998-2008) This project helped to introduce the preventive angle of education for working against child labour, which is particularly important with regard to gaining broad support to eliminate the worst forms of child labour.</p> <p>This project was part of the monitoring and management project which was reviewed every three months by the General Secretary of the President, which allowed the President's Office to be abreast of child labour actions.</p> <p>Senegal participated in the regional meeting in Libreville on the development of strategies against child trafficking/child labour.</p>

	<p>With a view to creating a National Alliance, this project established a National Cadre to mobilize forces in Senegalese society against child labour/for Child Protection (members include representatives from universities, research institutes, organizations defending human rights, NGOs, women's organizations, labour organizations, consumer organizations, ministerial departments) It was through these partners that the evaluations and social mobilization happened in the five departments and 10 rural communities. It helped to improve understanding of the causes of child labour in these zones and their lack of schooling. Some became very active in abolishing the worst forms of child labour. This group/movement constituted the base of the national consultation on the Vision of the Child at the Third Millénaire, and the regional consultation on the Vision of the Child in WCAR in Abidjan in November 1999.</p> <p>The evaluation (s) resulted in putting in place cadres of staff at the departmental and rural community levels, increased understanding of the causes of child labour, identified precise measures to support enrolment/retention of the targeted children, improved understanding of the different social and economic interventions and coordination among partners.</p> <p>The project contributed to the production of information and sensitization on child rights, and the production of publications/studies -such as the Comparative Study between Senegalese legislation and the CRC - the dissemination of this study helped with advocacy efforts with decision-makers and parliamentarians.</p> <p>With regard to participating in regional and international meetings/conferences, this project helped to assure the participation of a government representative in the regional workshop on actions to understand children affected by armed conflict (from the Ministère de la Familial de l'Action Sociale et de la Solidarité Nationale - from Casamance, a region in conflict since 1982). This contributed to a better coordination of actions in re-establishing basic social services.</p> <p>Participation in the International Conference in Lusaka, Zambia on AIDS of a NGO, which is responsible for managing two recuperation/rehabilitation centres for street children involved in prostitution, intensified the NGO's activities on information/sensitization on AIDS prevention for street children - an action plan was conceived and put into action.</p> <p>The project also reinforced the strategic capacities of the UNICEF Senegal project officer on child labour and influenced strategies in the new Policies and Procedures for UNICEF based on human rights.</p> <p>Certain activities foreseen initially were not done, which were to deal with curriculum development, preparation of pedagogical materials/tools on productive work; teacher training on new curriculum – this was due to the fact that they were being supported by others.</p>
Lessons Learned	By identifying the constraints of the project with communities, political, and traditional authorities, it allowed for them to resolve some of the constraints, principally with regard to gender bias in school access and ways to conduct social mobilisation.
Partners	Ministère techniques, NGOs, Syndicates, Employer Organizations (Labour Organizations); BIT, UNICEF The project has links with BIT through the IPEC program, NGOs: Enda Jeunesse Action, Plan International, la Section Sénégalaises de Défense International des Enfants (DEI), la Rencontre Africaine des Droits de l'Homme (RADHO), Le Centre Emmanuel, La Confédération des Syndicats Autonomes (CSA), L'Ecole National des Spécialisés (ENTSS), le Forum Civil (representing Transparency International), le Centre de Formation Judiciaire (Ecole d formation des magistrats), etc.
MTSP/CP/PRSP /etc. Links	Programme Décennal de l'Education et de la Formation (PDEF) This project is connected to the Project Protection of Children in Exploitative Work and the Program of Education and integrated in part into the Programme for Children in Especially Difficult Situations - it also links with certain activities in the information and communication, health, water and sanitation programs.

Country: Tchad US\$49,674.83 Duration: 1999–2002	
Basic Education and Development of the Young Child — Special Protection Sub-projects: Advocacy and Judicial Protection and Social and Professional Reinsertion	
Target Group	1,500 children needing special protection in five cities/towns
Goal(s)	<p>To assure legal protection, social, and professional reinsertion of 1,500 ENPS (Children in Need of Special Protection) in five targeted cities</p> <p>To assure the development and implementation of an advocacy strategy, sensitization, and social mobilization in favour of protecting child workers and children who are victims of abuse and sexual exploitation</p> <p>To gather quantitative and qualitative data on the ENPS to better protect them</p> <p>To reinforce caring/educational capacities of those dealing with ENPS</p> <p>To assure access of 1,500 ENPS to educational, health and hygiene services</p> <p>To reinforce program implementation, monitoring and effective coordination of activities by partners at the local and central levels.</p>
Principle Strategy(s)	<p>Support advocacy and social mobilisation with political and administrative authorities and those responsible in education, health, justice, public security; traditional and religious authorities; communities and parents</p> <p>Reinforce technical capacities of the careers/educators of the ENPS</p> <p>Provide equipment and necessary products for children and their structures d'accueil to help them get a quality education and professional apprenticeship and to protect them against sickness</p> <p>Negotiate and sign a partnership with associations and religious organisations that care for children in structures d'accueil or are engaged in advocacy and child protection actions aimed at preventing violence, abuse, and discrimination of these children</p> <p>Support the structures that care for the ENPS and obtain quantitative and qualitative data on the ENPS</p>
Outcomes	<p>Advocacy, sensitization, social mobilization</p> <ul style="list-style-type: none"> 40 magistrates and work inspectors, 20 police, and 12 social assistants and 3 NGO responsible for caring for ENPS were trained in CRC and CADE (African Charter of Human Rights and Wellbeing of the Child - La Charte Africaine des Droits et du Bien-être de l'Enfant (police, social assistance) and NGOs funded from project. An integrated communication plan on the fight against children <15 years old recruited as herdboys (bouviens) was elaborated in a workshop for 30 people held in Sarh, region Moyen-Chari, which is most affected by the phenomenon (attendees: parents, administrative and traditional authorities, police force members, responsables of human rights associations and ENSPs, journalists, children). Support was provided for nine radio emissions (on schooling, micro-programs...), 2000 posters on child labour and herdboys and underage waitresses and 2000 flyers on the ILO convention 138 (minimum working age), and campaigns on the worst forms of child labour in three towns (N'Djaména, Moundou, and Bongor). (The project supported some of the radio emissions and all the posters and flyers and campaigns.) <p>Gathering data on ENPS (children in need of special protection)</p> <ul style="list-style-type: none"> A quantitative and qualitative study was started in November 2002 giving special attention to aspects missed in previous studies, including building knowledge about abuse and sexual exploitation of children and children/orphans affected by HIV/AIDS. Seven cities/towns will be part of the study and it was to be finished beginning in January 2003. A study in 2001 on the harmonization of national texts in line with the CRC and Charte Africaine des Droits et du Bien-être de l'Enfant (CADE) was done after a workshop for 37 people. <p>Strengthening capacities of 150 people dealing/caring for the ENPS</p> <ul style="list-style-type: none"> Two training modules on psychosocial support to children of sexual abuse and exploitation were produced. 35 Koranic school teachers were trained on child rights. <p>Assuring access of 1500 ENPS to education, health, and hygiene services</p>

	<ul style="list-style-type: none"> • 853 ENSP were supported in getting education (776 in primary school and 77 in professional apprenticeships), 334 of them benefited from medical assistance and 137 were returned/reinserted in their families - the project paid the cost of the apprenticeships. • 1291 benefited from necessary products, kitchen materials and bedding, clothing, hygiene articles - the project provided for school outfits for 161 children. • A water spicket/point was installed at one of the Centres serving potable water to 600 children - the project financed the geophysical study required before putting in the water point. <p>Reinforcing programmatic capacities of partners at national and local levels</p> <ul style="list-style-type: none"> • 1599 children were registered with civil status with support from NGOs, social centres, and municipalities and tribunals. • Audio video materials were produced with the Commission Diocesaine Justice et Paix de Sarh that documented the fight against work as herdboys/bouviers. • The Ministry of Social Action was supported in participating at a workshop in Bamako (March 2002) on legislative reforms on fighting against sexual exploitation of children; the focal point of the Ministry of Work participated in the Libreville consultation on child trafficking across borders; 3 staff from the Ministries of Justice, Health and a NGO (L'Association Tchadienne pour le Bien-être Familial) et UNICEF participated in a workshop in Yamoussoukro, Cote D'Ivoire, April 2002 on orphans and children vulnerable to HIV/AIDS. • Two monitoring field visits and negotiations with partners took place and semester and annual reviews from which lessons were learned and used in planning for 2003 - the project contributed to the meetings on the annual review.
Key Findings	<p>Representatives of partner ministries formed a coordination structure called the Prefectorate Subcommittee overseen by the Prefectorate Delegation of the Ministry of Social Action and Family.</p> <p>The main constraints for the project have been:</p> <ul style="list-style-type: none"> • The lack of activities on reinforcing capacities on psychosocial support due to the unavailability of funds • Weakness of partners on elaborating projects for the ENPS • The late execution of activities due to the late finalization of plans of action and the difficulty of identifying and recruiting appropriate human resources for some of the activities, such as the consultants for the study on ENPS • The fact that the project intervened outside of the 10 zones of convergence in the Country Programme of Cooperation of TCHAD-UNICEF and did not benefit from the synergies that benefit other programs, • The inaccessibility of certain zones during the rainy season • The communication difficulties between the central level and the outlying towns of intervention. <p>The project plans to continue the activities, including finalizing the quantitative/qualitative study on child violence, services, abuses and discrimination; developing a permanent mechanism to collect data on vulnerable/at risk children; intensifying advocacy, social mobilisation, sensitisation efforts, with emphasis on the Integrated Communication Plan; reinforcing planning capacities of partners; training activities for trainers, teachers, social workers, health agents on sexual abuse/exploitation; developing a police in favour of orphans/children affected by HIV/AIDS; supporting the activities of ENPS in health, education (formal and nonformal); training professionals; obtaining potable water, promoting individual hygiene and supporting birth registration of all the targeted children.</p>
Lessons Learned	<p>The partnership with the NGOs and religious structures that take in children (overnight and daily) prove to be a great opportunity to assure the protection of the fundamental rights of the ENPS, especially with regard to their access to education and professional apprenticeships, their health care and civil status (registration).</p> <p>Measuring achievements and the reporting mechanism need to improve. The reports received from different partners did not allow one to know exactly how many children were supported.</p> <p>The birth registration programme had some encouraging results in Ndjamena thanks to social centres that facilitated the registration of 1,264 children. This shows that in each intervention zone such an activity can be replicated by identifying appropriate structures.</p>
Partners	Ministères of Social Action and the Family, Justice, Public Works, Public Security, Territorial Administration, Public Health, National Education, Youth Associations and religious organisations caring for ENPS
MTSP/CP/PRSP / etc. Links	One of three projects in the UNICEF Tchad Programme Basic Education and Development of the Young Child called Special Protection (Subprojects: Advocacy and Judicial Protection and Social and Professional Reinsertion)

ANNEX 8

CROSS-CUTTING THEMES AND ISSUES AT COUNTRY LEVEL

ANNEX 8: CROSS-CUTTING THEMES AND ISSUES AT COUNTRY LEVEL

The following briefly provides some of the issues related to the many themes that were addressed in the development of countries' strategies and/or encountered during implementation and review, which cut across Country Programmes and were noticeably interrelated in many ways.

Integrating a rights-based approach

- All Country Programmes of Cooperation are working towards integration of a rights-based approach throughout programming; some are further ahead than others due to several factors that stem from levels of knowledge, capacity, support, and will on the part of UNICEF and its partners.
- There is widespread use of the CRC as a tool to communicate and promote dialogue on child rights.
- Difficulties are at times encountered in conveying the concepts of child rights and child protection at community level due to their being new concepts.

Child work vs. child labour

- Different interpretations exist among different populations on what constitutes child work and child labour; there is general consensus that the worst forms of child labour are detrimental to the wellbeing of the child.
- Use of the rights-based approach can cause confusion in drawing the line between what is acceptable child work and non-acceptable child labour, because it has been wrongly interpreted that any child work is unacceptable.

Non-formal education, vocational education vs. formal education

- There is spotty quality found in all types of schools.
- With a few exceptions as in Nepal, there are limited or tentative sustainable NGO-supported NFE and vocational training activities.
- There are no clear indications of students being "mainstreamed" from NFE to formal education, with the exception of Sri Lanka, which reported that 1,000 NFE students supported in the programme joined the formal school.
- It is not clear for most countries what linkages existed among the types of education, and did not often appear to be all part of one diverse educational system, but dispersed and disconnected.
- There is a lack of vocational education, especially for the adolescent leaving formal school.
- The hard-to-reach are such for many reasons.
- More attention was given to NFE and vocational education throughout the programmes for the working children and children who had missed out on education.
- Some countries lamented the fact that vocational training opportunities in formal schools for the older child or adolescent were lacking, which caused some children to drop out earlier than they would have if vocational education had been an option.

Working children/working adolescents

- Most countries separated child labour into two age groups — children and adolescents — and cited their different needs.
- Education for working children was seen more along the lines of NFE and formal education, for adolescents it was vocational and life skills education, including literacy and numeracy.
- Professional apprenticeships were seen as an educational activity, but caution was raised in relation to how children/adolescents in these situations might be exploited, such as in Benin.
- Children were seen as having the greater chance than adolescents of being integrated from NFE into the formal school.
- There was widespread pilot/project-type experimentation with different schemes to address the educational needs and interests of working children and adolescents.
- Some successful schemes (especially within regions) seemed to have been transferable, such as the school grant programme in Brazil that was being investigated by Guatemala, and used in Bolivia.

HIV/AIDS

- It was addressed primarily by African countries and Cambodia.
- AIDS orphans are one of the most vulnerable groups to be exploited, particularly the girls, who are more apt to be sexually exploited and abused.
- Children with HIV/AIDS infected/ill parents, suffer many pressures, including economic, causing them to leave school to work.
- This is considered a priority area to incorporate as education as a strategy against child labour programming develops.

Quality Education

- Few details were provided on what constituted “quality” education, but included were: child-friendly schools; well-trained teachers and administrators; child-centred methodologies; relevant and unbiased curricula; safe and healthy environment.
- Counselling and referral services were seen as important, but often lacking; these were particularly associated with formal schools.
- A couple of countries added the role of advisor/counsellor to teachers’ responsibilities to make them a frontline defence against school drop-out.
- The development of longer school days or after-school activities (culture, sports, leisure) was suggested to increase self-esteem of previously working children and help them transition to the educational environment.
- The importance of involving the family and community in children’s education was stressed.

Working Girls and Girls’ Education

- There is consensus that working girls are the most vulnerable.
- There is widespread concern about girls in domestic labour away from their homes/communities, placing them at risk of abuse, especially sexual abuse and exploitation.
- Girls’ domestic labour is being viewed as “invisible” labour that needs to be made “visible” and accounted for in data collection on child labour.
- There are difficulties in reaching out to girls to include them in educational activities due to various factors.
- Little mention was made of the AGEI, except from Cameroon and Kenya; Cameroon indicated that the programme funds were included in their AGEI project.

Gender Perspective

- Little disaggregated data were made available, except for snippets of information indicating that more girls are domestics and doing home-based work, and more boys are herders and miners, and more boy street children attend community centres than girls in the evening hours, as Mali indicated in quantitative terms.
- Boys in the Caribbean countries need extra attention in getting and keeping them in school.
- More boys than girls were in need of the counselling and referral services in Lebanon.
- Small indications surfaced that vocational training was being divided between what is traditionally considered female and male work, reinforcing gender stereotypes.

Parents’ support and education

- Parents/caregivers — the family — were seen across the board as the critical duty bearer or decision-maker on a child’s participation in education and protector against getting involved in the worst forms of child labour.
- Involving parents through parent education activities, especially in ECCD programmes, was viewed as a critical way to increase the value of and gain parental support of children’s learning, leading to their support of children’s education as they grow.
- Involving parents in community-based capacity-building on child rights and protection increased their awareness and support in being a sort of first-line defence against child labour and supporter of child education.

Integrated ECCD

- Strong support was provided to this area of programming by more than just the countries receiving the funding specified for ECCD programming.
- ECCD was seen as a way to give children a healthy start in developing their learning abilities and skills through appropriate care and stimulation by parents and caregivers, which would lead to lower school drop-out and higher learning achievement during the schooling years.
- Clear links were made to health, nutrition, clean water and sanitation, education, and protection.

Birth registration

- Several countries pointed out the relationship between birth registration/certificate and a child's enrolment in formal school — even in places where a certificate was not legally required. Some administrators thought they were legally required, so they insisted on families presenting them before their child could be enrolled, as in Vietnam.
- ECCD programming was often linked to supporting the activity of birth registration and, to a lesser degree, programming supporting NFE sometimes added this on as an activity.

Reaching out to include the children in the worst forms of child labour

- Several countries aimed to reach the children in the worst forms of child labour, but found they were difficult to locate due to their work being “hidden” and illegal.
- Innovative schemes were devised to reach out to some groups, such as the domestic labourers, street children, escorts/sex workers through workshops, community centres, and NFE/vocational activities, but were either one-time actions, or did not succeed in reaching all targeted children.
- Distance and physically hard-to-reach locations sometimes kept the programme from reaching children to include them in educational activities, which indicated a divide between rural and urban child labourers and accessibility of services.

Implementing an integrated/intersectoral approach

- Countries recognised the logic and benefits of using a multisectoral approach, as the vital interconnections can help address the multifaceted issues of child labour.
- Reference was only made to the MTSP when it was requested in the reporting guidelines, but Country Programming indicated Country Offices' sensitivity to organisational intersectoral priorities as well as to PRSPs.
- Life skills education provided opportunities for the integration of sectoral skills in the educational setting, especially for the older child and adolescent.
- Challenges were encountered within UNICEF Offices or more often in government ministries due to the way they were organised, oriented, and committed, and sometimes at community level where the support of sectoral projects played out in discrete, disconnected ways in spite of integrated/ mainstreaming programming objectives and efforts.

Developing partnerships

- Across the board this was considered a critical element for programme success. Some key partners were all levels of government, especially national, province, and district; children, families, and community leaders; indigenous and international NGOs and Community-based Organisations (CBOs), such as women's organisations, especially at community level; employers' organisations and workers' trade unions or organisations; and, in a limited way, multinational companies.

Child Participation

- Conceptually this was supported, but putting it into action was more challenging.
- Some groups did not know how to engender child participation.
- Different types of child participation became evident, including children participating in advocating for child rights, as in Brazil, Sri Lanka, and Benin, and children participating in educational planning for themselves, such as the herdboys in Lesotho.

Complementing ILO-IPEC efforts

- The majority of countries made reference to their partnership with ILO-IPEC, and many detailed how UNICEF and ILO-IPEC activities complemented each other, whether it was in capacity-building on the ILO Conventions 138 and 182, advocacy on child labour at the national level, or collaboratively working on CL at community level, usually through an integrated project activity.
- The levels of collaboration between ILO-IPEC and UNICEF varied, appearing to relate to how long the ILO-IPEC had been implementing its programme in country.
- Country reporting did not indicate any difficulties in the UNICEF and ILO-IPEC relationship.

Continuity issues due to staff and programme changes within UNICEF and Ministries

- Several countries cited delays due to changing to new Country Programmes of Cooperation.
- Many experienced difficulties with programme continuity during election times or difficult political times when there were frequent staff changes in key ministries.
- Some countries were resourceful and figured out how to confront challenges posed by change of key ministry personnel by concentrating their energies on relocating and/or refocusing activities.

Difficult macro-economic/social environment:

- Poverty was at the top of all countries' lists, accompanied by its underlying causes, including economic policies and links to globalisation processes, HIV/AIDS, etc.
- Some effects of poverty, including lack of employment and family income, and access to services, such as education and health, were highlighted.
- Cultural expectations, including gender biases, that kept children out of school and working, were also raised.

In assembling the multiple themes that were addressed and the issues that emerged or were exposed in country programming experiences, a high level of complexity of implementing such a programme that cuts across multiple sectors was revealed.

ANNEX 9

A SELECTION OF INNOVATIVE STRATEGIES

ANNEX 9: A SELECTION OF INNOVATIVE STRATEGIES

Following is a selection of strategies considered innovative in their respective environments, which represents only a small sample of how the Education as a Preventive Strategy against Child Labour Programme as part of the Global Child Labour Programme played out in countries on four levels — policy, institutional, school, and community (interventions were targeted and implemented in accordance with the Framework Funding Proposal/Document). Each level has one or two examples. At the school level, examples are given for formal school, alternative school, non-formal education (NFE), integrated Early Childhood Care & Development (ECCD); vocational education, and professional apprenticeships (combined with NFE), which target one or more of the three categories of children described in the strategic considerations. For a more expansive and integrated view of how Country Programmes approached and implemented the Programme, see Annex 7, Country-Level Programme Summaries.

With regard to the policy level:

In **Vietnam**, aligning legislation dealing with child rights and child labour with the CRC

Programme support of a series of workshops and consultations resulted in the government comparing, analysing, and aligning the CRC and Vietnamese legislation on child rights, particularly with regard to child sexual abuse and exploitation. This led to the government amending provisions in legal instruments and issuing new directives by the Prime Minister on protecting and assisting street children and working children, and preventing the trafficking of women and children. In particular, it influenced the adoption of a new ordinance and legal instruments on preventing and controlling prostitution and trafficking, especially of girls under 18 years old.

In **Cameroon**, systematising NFE within the national education system

The development of a conceptual framework on NFE was supported that is now part of the National Education Policy. In the process, the relationship between the government and NGOs supporting NFE preschools and centres improved.

With regard to the institutional level:

In **Brazil**, incorporating the integrated child labour strategy throughout the Country Programme

The evaluation of the 10-year old Brazilian Statute of the Child and Adolescent with input from more than 300 organisations indicated that one of the major advances in Brazil over the decade was the extent of mobilisation for child rights against child labour and in favour of Education for All. The findings significantly contributed to developing new goals and strategies for the current UNICEF Brazil Country Programme of Cooperation (2003–2007).

In **Peru**, implementing the government's new Universalisation of Timely Enrolment (UMO) strategy

This strategy supports free education, a new primary school curriculum, social mobilisation/social campaigning on the free education that promotes children enrolling at the proper age, a set of measures to improve school administration, educational materials for the classroom, and the 2x1 initiative, which involves secondary school students helping primary students having difficulty in school.

With regard to the school level (and the three groups of targeted children):

Formal school

Lebanon (for children at risk of dropping out) *establishing a sentinel system with the teacher/advisor*

The programme helped to support the establishment of educational counselling services in public schools in which 128 teachers were specially trained to become teachers/advisors. They learned to better identify potential drop-outs and take necessary preventive measures, including providing referral services outside the school. This activity helped to identify several opportunities for addressing child labour in relation to basic education. As a result, UNICEF Lebanon advocated with the government to

include educational counselling techniques training in all pre-service teacher training, and decided to include support for this in its 2000–2006 Country Programme of Cooperation.

Alternative school

Guatemala (for children at risk of never entering school, dropping out, and who have missed out) *creating bilingual and culturally relevant formal education using alternative methods*

The NEUBI (Nuevas Escuelas Unitarias Bilingues) School, also referred to as the New Single-Teacher School or Active School), received programme support for its bilingual and culturally relevant alternative formal school programme, which is in 29 municipalities in three departments and caters to indigenous populations. Parents, communities, and school personnel focus on enrolling children in school at 7 years of age, daily school attendance, non-discrimination against girls, and completing primary school as the first major goal. Training is provided to teachers, parents, leaders and social communicators on child rights and the importance of education, access to recreation, health and nutrition, a name and nationality (birth registration). Use of the Maya culture is promoted in language and content, and an active methodology is employed by the NEUBI personnel in the use of self-learning corners, small libraries, self-teaching guides, organising school government, working with parents and communities, monitoring and evaluating, formulating projects, and gathering data.

Non-formal education (NFE)

Nepal (for children at risk of never entering school and who have missed out) *developing child-friendly NFE with a notable track record supported by local NGOs and the district government*

The Out of School Programme (OSP), known as Bal Schkchha, was supported, which was initiated in the 1980s with local NGOs and District Education Offices. It is known for its support of a child-friendly learning environment characterised by a teacher/student ratio of 1 teacher to 22 students, available reading materials, interactive teaching methods, and flexible scheduling and curriculum. It caters to children of all ages with the aim of having them ultimately integrate into the formal education system. Its reputation has grown over the years so that in some communities parents opt for the OSP school over the formal one for their children. In general, however, more boys than girls go to the formal schools, with the OSP having more girls than boys. Psychosocial counselling is provided to girls to help them overcome issues preventing them from integrating into the formal school.

Integrated Early Childhood Care & Development

Cambodia (preschool children who might not have gone to school) *using an integrated approach from the beginning to ensure children go to school and not into child labour*

The Seth Koma Community Action on Child Rights programme was supported, which helps the government develop a structure that supports village-generated development plans and actions using three strategies: 1) three community-based child assessments/growth monitoring per year at village level accompanied by parent education on child care, education, diarrhoeal control, immunisations, HIV/AIDS, and how to assist the most vulnerable; 2) building skills of Village Development Committees on child care, fund management, resource mobilisation, health, HIV/AIDS prevention, etc. whose members are the organisers, mobilisers, data collectors, etc.; 3) integrating the six UNICEF Cambodia programmes leading to improvements in school enrolment, literacy, immunisation, identifying/attending to those at risk. An annual review in 2001 indicated that 100% of children finishing the Seth Koma childcare class continued on to primary school.

Vocational education/training

Thailand (children at risk of dropping out) *increasing family and community's perceived value of the school curriculum through livelihood skills and life skills development*

Thailand was supported in its efforts to keep children in school by making the school curriculum more child-friendly, relevant, and valued by the children, parents, and community, i.e., including livelihood skills and life skills development in the curriculum, and providing the opportunity to earn income while in school. Seven provinces were targeted, and meetings with communities and schools were held that resulted in student selection criteria targeting 2,219 students with >50% girls in 32 schools. Selected schools met the following criteria: serious problems with children becoming child labourers, low transition rates from primary to secondary, community location affected by economic crisis, committed school administrators, availability of trainers for livelihood training, good community cooperation with schools,

and support of local community to support the school activities that generated income. The curriculum was adapted to include livelihood skills and life skills (financial management) development, such as bicycle repair, organic vegetable growing, Thai silk weaving, and many more. The programme was so successful that the Office of the National Primary Education Commission (ONPEC) added schools in other provinces. It was expected that participating schools would soon generate enough income to support all targeted students. Parent interviews and anecdotal evidence indicated that parents were supportive of the livelihood training in the curriculum and were showing greater resistance to pressures to have their children join the workforce.

Professional apprenticeships (combined with NFE)

The Philippines (children who have never been to school or missed out — the working adolescents) *literacy and skills development for a cohort linked with follow-up support upon completion*

The programme supported 200 working children/adolescents in the Dual Training System, which combines two places of learning for the working child — the school or training centre and the factory/office/industry learning environment — and results in increasing the older children's/adolescents' chances of gainful employment upon completion of the coursework. It is based on a partnership with the Educational Research and Development Assistance Foundation (ERDA), which prepares the trainees to work and learn together in an atmosphere of trust. Once completed, social workers provide follow-up support to the children and adolescents.

With regard to the community/family level:

In **Benin**, *families and communities working together to develop their child surveillance system*

As part of the fight against internal and cross-border trafficking of children, and families sending their children to urban areas, especially girls to do domestic labour, 170 of 388 Local Village Committees were supported in strengthening their capacity and knowledge on child labour, child trafficking, and child rights, who in turn sensitised parents and children, stressing the importance of sending children to school. As a result, more children in the targeted communities are aware of their rights, and parents are being more careful about sending their children away to work, enrolling them in school instead. In one area, 10 women's groups received credit coupled with the training and sensitisation activities. They are supporting their daughters in going to school instead of putting them to work. In the targeted communities where child trafficking was heavy a few years ago, the community-based surveillance system instituted by the Local Village Committees with support from families has led to their villages becoming the least trafficked areas.

In **Kenya**, *increased community awareness and capacity on child labour leads to legal enforcement*

The programme supported strengthening the capacities of parents, teachers, employers, unions, faith-led organisations, community-based organisations, and children/youth rehabilitation institutions in 10 focus districts through training activities, and sensitisation through advocacy and social mobilisation/communication activities on the harmful effects of child labour. Publicity on and awareness about child labour increased, which, in turn, contributed to increasing the number of cases of child labour being reported to the Administration (chiefs and elders), the police and courts.

ANNEX 10

LESSONS LEARNED BY COUNTRY

ANNEX 10: LESSONS LEARNED BY COUNTRY

(Lessons learned by country are provided only for countries that specifically reported them as such.)

India

Creating an enabling environment for primary caregivers is critical to and instrumental in enabling prevention strategies to have an impact on reducing child labour. Project Chiragh brings communities together to address concerns related to the working child.

The challenge of fostering community participation among the urban poor, especially those with working children, cannot be underestimated. The invisibility of marginalised communities, lack of homogeneity, and cohesiveness of the population, the intra-urban disparities with regard to health, education, and income are obstacles to be addressed in a holistic manner if programme goals are to be achieved.

The main focus of existing Child Labour programmes and strategies (governmental and NGO) has been on rehabilitation measures, but until the root causes of debt-poverty-illiteracy are addressed, there can be no progress towards child labour elimination. Project Chiragh was based on the assumption that enabling resource-poor communities to improve the quality of their lives would have a positive impact on reducing child labour.

UNICEF's unique position as a valued partner with the government and other donors has facilitated complementarity of inputs and geographical coverage. The one issue not addressed is standardising norms of funding, which would allow for better coordination among partners.

A fluid political situation and the lack of credible local NGOs can cause operational problems.

Interest among the industry and trade unions for tripartite interaction on child labour started well, but waned once business interests were served and factories were declared "child labour free" by the Labour Department.

Several factors needed to be addressed before a women's cooperative on bangle-making could be realised. Attempts to set up a pilot cooperative did not work out due to lack of government land near the mohallas where the cooperative could be established; lack of technical support from the industry; prevailing vested interests of the middlemen; and the reluctance of women to leave their homes to go to a workshop to work.

The gestation period of such a project can take time due to the need to get all partners on board at the beginning, and the need to involve the community and build capacities are key to ensuring project success and sustainability.

Nepal

The scope of a programme using education as a preventive strategy should include the following considerations:

- More concerted and focused efforts in formal and non-formal education
- More intensive and focused efforts in reaching out to the most marginalised children and their families
- Comprehensive monitoring plans to see the impact of different interventions (early childhood development centres, parent education, NFE/formal education) on preventing child labour/ integrating working children into the formal school

Benin

Combining microcredits with education motivates women/mothers to support girls going to school.

Using different approaches/activities helps to raise the awareness among the population of child rights and sensitises them to respect child rights.

Coordinating partners' activities in child labour/trafficking helps to create a better synergy among the actors.

Cameroon

It is difficult to draw conclusions at this time. But, it is noticed that communities and non-formal entities show strong interest by playing proactive roles in implementing the project. It is also noticed that working children who have never been to school are glad to engage in basic learning.

Implementing this programme has helped the Country Office to acquire a better knowledge of the situation of working children, thus opening new perspectives. It is a starting point for experimenting with intervention approaches favouring this category of children.

Those from very poor families participate actively in the learning programme. Because they receive learning materials free of charge, they may stop participating in the learning programme if project funds become scarce. Reinforcing partnerships with civil societies and local NGOs, and strengthening community efforts and participation in the programme are important to assure the sustainability of the Project.

Implementing the Project in Adamawa Province has contributed to the perspectives converging with the entire UNICEF Country Programme, with child protection remaining an essential component of most ongoing activities.

Senegal

By identifying the constraints of the project with communities, political, and traditional authorities, they were able to find solutions for some of the constraints and mobilise.

Tchad

The partnership with the NGOs and religious structures that take in children (overnight and daily) proved to be a great opportunity to assure the protection of the fundamental rights of the Children in Need of Special Protection, especially with regard to their access to education and professional apprenticeships, their health care and civil status (registration).

Measuring achievements and the reporting mechanism need to improve. The reports received from different partners did not allow one to know exactly how many children were supported.

Birth registration had some encouraging results in Ndjamena thanks to social centres that facilitated the registration of 1,264 children. This shows that in each intervention zone that such an activity can be replicated through identifying appropriate structures.

Kenya

(UNICEF Kenya) Should focus the child labour project in a few districts and communities to test policies/approaches and converge/integrate activities, and then expand/scale up. (This is being aimed for in 2002 in three districts with Basic Education, Youth and HIV/AIDS programme, and others.)

The magnitude of the child labour problem requires a strategic approach to pool and mobilise a wide range of resources, which can be achieved by building/strengthening partnerships/alliances among the various players and strengthening the coordination role of the government as the principle duty bearer, and the capacity of the communities as the first line of response/and for sustainability.

Mozambique

Adequate human and financial resources need to be provided in order to tackle the issue.

Child labour programmes need to be linked with wider development programmes that tackle issues of poverty, access to basic services, especially education, and HIV/AIDS programmes.

Cambodia

The strong will of villagers to participate in NFE is a key element for programme success.

The pilot project with Seth Koma in cooperation with Children in Need of Special Protection has shown that the number of children out of school can be reduced through community involvement in formal education.

Indonesia

1. Accurate information is important in order to ensure appropriate actions (insightful information about children comes from the children themselves). It is important to have research methods that allow researchers to look at the world of children from the perspective of the children.

There is a greater sense of ownership of research results by the researchers if they are involved in the development of the whole research process — design, protocol development, data collection, analysis and report writing — since most of the researchers are from organisations addressing child labour in East Java, they also feel more responsible for implementing the research recommendations.

It is also important to include district-level counterparts throughout the research process to ensure ownership, which will facilitate implementation of the recommendations. The establishment of a Support Group allows counterparts (especially governmental) to contribute to the research at critical points in time.

2. Formal education need to be prioritised. This was learned from working with NGOs on education for working children and how the emphasis should be on integrating children back into the formal education system since the NFE alternatives are limited and of inferior quality. NGO efforts show that they can provide better quality and relevance, but are able to reach out to only a limited number of out-of-school children.

3. Partnerships are important, especially since child labour is part of the very fabric of Indonesian society, so it cannot be addressed unless there is a partnership among all stakeholders from the community to the national levels. Part of this includes building capacity among partners on child labour. Changing attitudes and beliefs is a slow process requiring patience and time.

Some partners:

Government: While the government has a responsibility for ensuring the legislative framework and policies are in place, action has to occur at the community level in order to assure that the children's situations and viable alternatives are appropriately considered.

Children: Children, especially child labourers, need to be involved in identifying, developing, and implementing solutions to correct the violation of their rights, but this is not easy to accomplish.

NGOs: The relationship between NGOs with the government, employers, and parents needs constant nurturing in order to develop trust and avoid blame. This lesson was based on the fact that child labour is a generally accepted norm, but it is understood that child labour is not in the best interest of the child. Several stakeholders sometimes feel that external agencies are blaming them for the current situation. These relationships need to be handled in a delicate manner.

Religion: Working through existing religious structures, including through the Kiais and the Pesantrens (religious boarding schools) can be an important entry point into dealing with the beliefs and attitudes of people. Religious leaders can therefore be effective in advocacy efforts.

Media: This partner is an important ally if they are convinced about working against child labour.

The Philippines

Using the CRC as a framework allows for illustrating the many significant and interrelated factors contributing to the problems of children, particularly exploited working children.

Children-centred, family-focused, and community-managed approaches need to be put in place so as to reduce the situations where the child could be exploited. It is a first line of defence and the most cost-effective. Such approaches include parenting education/family development; empowering children; encouraging children's participation in planning activities against abuse/ exploitation; raising awareness of the child, family, and community of abuse/exploitation; establishing community-based surveillance/monitoring mechanisms.

There is a need to invest more on prevention and early intervention programmes against child labour.

Some parents require their children to work to earn income, and some children earn a major portion of the total family income. Returning to a family without any means of income will force the child to return to work no matter how hazardous or exploitative.

Safety nets and adequate support systems for child victims need to be established, such as establishing Community Education Funds for working children, especially those at risk. Children rescued from hazardous and exploitative occupations when reconciled with their families often return to their work situation due to the lack of support/safety nets. Safety nets/support, such as education and livelihood opportunities for parents, and specialised services for child victims to overcome trauma/emotional stress, are important to deter children from being exploited again.

Better advocacy and resource mobilisation for children who are victims of child labour is needed to provide relevant and quality education for working children and prevent their missing and dropping out of school.

When clear policies concerning children in need of special protection and coordination within the Department of Education are lacking, and personnel and officials constantly change, the task of developing and implementing relevant policies to ensure access to continuing education for working children is made difficult. The commitment and actions taken by teachers and school administrators are important and can have some counter-effects in such conditions, but in general, despite increasing levels of awareness of child labour, the lack of political will/action and resources make it difficult to institutionalise child protection activities.

The complex situation of working children requires creative, innovative, and cost-effective strategies so as to adequately address their needs and rescue them from hazardous and exploitative situations.

The mobilisation and organisation of parents and communities towards the education of working children was critical to project sustainability.

Strengths lie in the commitment of partner organisations to facilitate implementation, integration of educational assistance in other concerns/activities of communities, involvement of people's organisations, and careful selection of qualified beneficiaries of the project.

Thailand

Lowering school drop-out rates reduces child labour.

The close cooperation between school and community in finding solutions for child labour is important. Lasting reductions in child labour result from showing increased school attendance by targeted students and increased school and community attention to the problems of such students.

Combining vocational skills development with income-earning opportunities as part of the school curriculum keeps students in school.

There is a direct connection between child labour and the lack of perceived value from the school curriculum.

Vietnam

Interventions to prevent the worst forms of child labour are the most important and cost-effective in the long term. Success indicators for preventive action are difficult to determine, making it a challenge to show quantitatively how interventions have a positive impact.

Raising awareness on child labour is helpful only when it is paired with opportunities for direct support of the target group (e.g. microcredit schemes for poor/female-headed households).

At the community level, it is difficult to single out and target child labour victims since there are other children whose rights are being violated for other reasons. Targeting only child labourers, especially the victims of trafficking and sexual abuse, can result in discrimination and stigmatisation against them. Using an approach to embrace *all* children in need of special protection can avoid such a situation.

Establishing close working relationships with various government organisations, NGOs, and people's organisations working in the district ensures that project implementation is integrated with other local programmes.

The issue of gender and child and women's rights needs to be part of all interventions to improve the situation of children and women.

Empowering children's participation in project activities requires more attention from all implementing donors and partners.

Systematic use of the CRC by UNICEF has strengthened UNICEF's ability to act as an advocate for child rights to the Vietnamese Government.

Bolivia

A main setback for the implementation of the National Plan for Progressive Eradication of Child Labour 2000–2010 was the frequent change of the Minister of Labour and technical personnel in the Ministry — in 2001 the administrative director of the Ministry of Labour changed four times. This kind of a situation causes problems for timely implementation of scheduled child labour activities.

Permanent advocacy and technical assistance on child labour as achieved through the Inter-institutional Commission can help to keep the subject of child labour on the agenda at the Ministry of Labour and the implementation of activities ongoing (although the staff changes cause big setbacks).

Institutionalisation of the subject of child labour is not easy to achieve at the Ministry of Labour since it is treated as a secondary subject/priority.

It is very important to include NGOs and civil society in the National Commission and its activities.

It is important to socialise/promote the National Plan for the Progressive Eradication of Child Labour at the departmental level and include the participation of working children in the process.

Brazil

The existence of active civil society participating in programme design, planning, execution, and monitoring is essential to ensure effective transparency, social control, and implementation of such programmes.

Prior diagnostic work at municipal level (preferably by universities and/or labour inspectors) is essential to ensuring proper targeting of PETI grants.

Mechanisms to ensure intersectoral coordination continue to be necessary to ensure multifaceted and effective programming.

While different forms of child labour may require unique responses (the development of add-on interventions to complement standard child labour eradication methodology), the division of different sectors and creation of ever-increasing sub-interest groups weakens coordination of efforts and should be discouraged.

More work needs to be done to develop systems for monitoring children leaving the labour market to track their return to and progress in schools.

More comprehensive independent monitoring and evaluation of government programmes is necessary. Indicators for measuring improvements in the quality of education and to long-term impacts on family income and resources need further development.

Experience in Brazil has shown the effectiveness of approaching child labour as a broad issue, affecting the right to education in mobilising civil society and government actors to develop innovative public policies.

Global resources make a significant contribution to the funding of protection activities in Brazil Child Protection, especially for public policy development, which is more difficult to fund from local fundraising activities.

Many challenges remain:

- increasing employment and income opportunities for families of working children
- achieving commitments to a national plan to prevent and eradicate child labour that is truly intersectoral with defined responsibilities and corresponding financial resources
- ensuring the sustainability of the National Forum and the elaboration and implementation of policies and state and/or municipal plans to combat child labour
- researching the more complex forms of child labour, increasing their visibility and defining methodologies to respond to them (domestic child labour, sexual exploitation, and the drugs trade).

Several evaluations are being undertaken by different institutions such as: State Secretariat of Social Assistance (SEAS); Instituto de Planejamento Economico Aplicado (IPEA); ILO; Movimento de Organizacao Comunitaria (MOC); Pomaar/USAID; Fundacao Abrinq. UNICEF works with them to stimulate discussion, coordination, and consensus with regard to selecting basic common indicators for monitoring/evaluating child labour eradication programmes. This coordination is difficult to achieve.

Chile

Child labour is a complex phenomenon and the result of multiple causes and determinants.

Tackling the phenomenon requires complex strategies — mere prohibition or one-dimensional projects are insufficient.

Tackling the problem requires the involvement of many actors through a participatory process of social mobilisation.

The eradication of child labour must be addressed from a broad perspective of protection of all rights of the child with particular emphasis on the protection of the right to education.

Child labour eradication strategies should be developed at the local level with fine-tuned situation analysis and appropriate line of actors taking into account the local reality of families and children.

The media are powerful allies and actors for informing and mobilising different sectors of society.

Progress should be carefully monitored with all stakeholders involved in the monitoring process.

Cultural perspectives favouring child labour and devaluing education persist and are an obstacle.

Child labour is concentrated in certain geographic areas.

Different work rhythms among partners should be taken into account in the project/activity coordination stage.

Colombia

It is necessary to involve all social actors whose actions relate to the problem of child labour.

Projects that aim at eradication of child labour are strengthened when they form an essential part of proposals and efforts for the integral development of localities and municipalities.

Positioning the problem of child labour in the public and community spheres permits enrichment of actions aimed at solving it, as does including complementary proposals in local development plans and the design of sectoral policies.

Promotion of school enrolment and improvement of the school and process quality are fundamental strategies in the struggle to eradicate child labour. However, it is necessary to recognise that they are not enough by themselves and that it is necessary to complement them with actions aimed at improving family income.

Teachers and school managers show great resistance to understanding and contributing to the search for solutions to the problem of child labour. There is lack of interest in enrolling and keeping children in the school system, and they unjustly exclude children who, because of their age and as a result of child labour, have been separated from the formal education process. The rigid structure of formal education programmes and the labour problems of teachers make transformation of schools a large, arduous task.

The slowness of institutional action and delays in procedures for making agreements with state institutions effective often conflict with the speed of community processes. Insufficient municipal budgets for local management and improvement of services for families and the community in general indicate a lack of definition of institutional and administrative responsibilities.

The worsening of the economic crisis affects the poorest sectors, causing unemployment and deterioration of quality of life. Under such conditions, child labour tends to become more strongly rooted and its eradication more difficult.

Insufficient public and sectoral policies and scarcity of human and financial resources make quality service regarding the needs and rights of children and their families difficult.

Costa Rica

In this case, inter-institutional coordination on child labour worked best at the local level on addressing the needs surrounding child labour, although it is an ongoing process that needs attention in order to maintain and strengthen it.

Time is needed to incorporate the subject area of child labour and education in certain institutions, to implement activities, and make the new approach sustainable.

Funding administration mechanisms, while important for accountability, can also cause project implementation delays.

The Aula Abierta programme indicates how it is possible to get working children and adolescents back into school using innovative strategies and child-centred methodologies designed especially for the needs of children at high social risk (involved in child labour, extreme poverty, adolescent mothers, others).

Jamaica

The cost of administering disbursements to families (as a family support to ensure children's school attendance) is high and should therefore not be attempted at a project level, but rather integrated into existing state-supported programmes.

Panama

Effective coordination among partners avoids duplication of efforts/activities.

Due to the funding approval happening during a transition period with a new government assuming control, certain matters with regard to new programmes were not dealt with by the outgoing government. With ensuing changes in administrative and technical staff in such a situation, extra time is necessary to brief the new staff and allow new authorities and technical teams to become familiar and supportive of working agreements with UNICEF.

The mid-term review of UNICEF Panama's operational plan provides a valuable opportunity to review cooperation objectives, goals, and priorities of the new government. It is a process that can clarify relevant aspects of the joint efforts, and mutual commitment to fulfil the CRC.

Iran

If interventions are implemented without adequate understanding of the social and cultural norms, then projects may be ineffective or counterproductive for girls and families.

Lebanon

It is important to adopt a multisectoral approach to address child labour, one that involves working on changes at the policy/legislative level, enforcing laws, developing strategies of prevention by focusing on compulsory education, and taking actions that benefit children already working.

Education is important as an entry point to address child labour issues at various levels, especially with regard to focusing on school retention.

Effective interventions should also include empowering working children (who are mostly illiterate/semi-literate) with second-chance education opportunities and necessary basic life skills. It helps to restore their right to education and improve their lives.

The end age for compulsory and free education (12 years old) needs to be harmonised with the minimum age for employment (14 years old). This gap of two years leaves children lost, which in Lebanon is worsened by the fact that children cannot enter vocational and technical education until they are 14 years old.

The vocational training and NFE for working and out-of-school children should be available in the same period of formal schooling so to ensure discriminatory feelings are not experienced among these children.

Morocco

In order to assure sustainability of interventions, national policymakers need to be involved in the whole process, from designing to implementing child labour activities so as to make them more committed to endorsing good results. If they are not involved, there is a risk that a successful pilot project will not continue to be supported or replicated or taken to scale.

As the problem of child labour becomes a major public concern, it becomes important to advocate and mobilise decision makers in coordinating actions among the different partners in order to assure that human and material resources are distributed in a cost-effective and efficient manner.

Families and communities should be involved in all phases of designing projects aimed at reducing the number of working children and removal of those in harmful forms of child labour. The Fes experience

shows how important it is to have the artisans' support in the program to help stop the recruiting of children less than 15 years old. Alternative solutions should be sought and involve parents and children.

In order to replicate the Fes program, the political and social environment has to be in favour of protecting child rights and a priority of the local political/social players/actors.

Ownership of the Fes project by decision makers at the central level and one that is promoted in the media becomes a model.

Strengthening capacities of associations responsible for these projects should be a major intervention to strengthen the program.

Monitoring and evaluation should be reinforced by defining appropriate indicators, and a disaggregated data collection system covering all aspects of the program should be established. The workshop in Jordan provided an opportunity to discuss this, causing a number of indicators to be identified and adapted to the Moroccan context.

The programme benefits from integrated actions that include preventive aspects and communication strategies.