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# Time-Bound Programme

## Manual for Action Planning

**T B P**

**M A P**



Paper  
III-1



Building the  
Knowledge Base  
for the Development  
of Time-Bound  
Programmes

International  
Programme on  
the Elimination  
of Child Labour



# **Building the Knowledge Base for the Development of Time- Bound Programmes**

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# 1 Introduction

Time-Bound Programmes (TBPs) for eliminating the worst forms of child labour (WFCL) are generally conceived as comprehensive approaches emphasizing the need to address the root causes of child labour. They incorporate measures that prevent children from engaging in activities/sectors identified as “worst forms”, and others aimed at the withdrawal, rehabilitation and protection of children who are already engaged in such activities. Thus a typical TBP consists of a set of integrated and coordinated policies and interventions covering several sectors and policy areas, such as:

- legislation and enforcement;
- social mobilization;
- educational expansion and reforms;
- employment and training programmes;
- labour market reforms and strategies;
- health;
- food security; and
- population control measures.

Each of these sectors or areas would normally present different sets of factors to be considered in addressing the child labour problem, for instance in terms of causes and consequences. Most TBPs would, in addition to the foregoing, include interventions at several different levels: national, provincial, community, household or individual.

The information requirements for TBP programme design and implementation can be quite substantial, in view of the multi-sectoral and multi-level interventions that are needed to address the many varying forms, causes and consequences of child labour. At the programme design stage, for example, a

<b>AIDS</b>	Acquired Immune Deficiency Syndrome
<b>HIV</b>	Human Immunodeficiency Virus
<b>ILO</b>	International Labour Organization
<b>IPEC</b>	International Programme on the Elimination of Child Labour
<b>MDT</b>	Multidisciplinary Team
<b>NGO</b>	Non-government organization
<b>PRSP</b>	Poverty Reduction Strategy Papers
<b>RA</b>	Rapid Assessment
<b>SIMPOC</b>	Statistical Information and Monitoring Programme on Child Labour (ILO/IPEC)
<b>TBP</b>	Time-Bound Programme
<b>UNDP</b>	United Nations Development Programme
<b>UNESCAP</b>	United Nations Economic and Social Commission for Asia and the Pacific
<b>UNFPA</b>	United Nations Population Fund
<b>UNICEF</b>	United Nations Children’s Fund
<b>USAID</b>	United States Agency for International Development
<b>US-DOL</b>	United States Department of Labor
<b>VDC</b>	Village Development Committee
<b>WFCL</b>	worst forms of child labour

correct assessment of the extent and characteristics of the problem in the different sectors and geographical areas is necessary, as is an understanding of the context and the factors responsible for its occurrence. This is essential for, among other things, setting clear goals and specific, achievable targets in a defined time frame. Also needed are data for determining the programme components required for achieving the

desired impact on child labour in the different contexts, and for developing adequate strategies. These include information on how conditions in the key sectors concerned affect child labour, and information on what needs to change. Equally important are data needed to identify the different target groups and beneficiaries of the programme.

Much of the data collected for programme design remain useful at the implementation stage, for example for monitoring and evaluating changes in programme contexts or underlying factors. Data are also important for monitoring progress towards programme goals, for adapting strategies and implementation modalities in response to changes in programme context, assumptions or past progress, and for performing other planning functions. Thus, it is important to consider the kinds of data and analyses required for each of the different aspects of design right from the very beginning of programme development. This ensures that the data collected adequately meet programme design needs, both quantitatively and qualitatively. In addition, gains in efficiency can be made by ensuring that data collection and analysis strategies take the information needs for programme monitoring and impact evaluation into account from the start whenever possible. For example, situation analyses should be designed as baseline studies whenever possible.

The preparation of a data collection plan for the TBP to capture the above will assist in managing the knowledge base building process. Such a plan will focus on what information is needed, why it is needed (purpose and use of information), who will use it, when it is needed and how it can be collected. An inventory of already available information and possible partners in the data collection process will be an important part of this data collection plan.

The following sections of this paper discuss key issues that must be considered in building an adequate

knowledge base for the development of TBPs. They are organized according to broad categories of data requirements.<sup>1</sup>

**Section 2** provides a brief discussion of selected issues relating to the assessment of the extent and the nature of the child labour problem. The section does not seek to provide a comprehensive presentation on methodologies for studying the incidence and characteristics of child labour, as these are covered by other documents prepared by IPEC's Statistical Information and Monitoring Programme on Child Labour (SIMPOC).<sup>2</sup> Rather, its main focus is on some of the methodological problems confronted by IPEC in the utilization of quantitative data in some early TBP preparatory studies for programme formulation. However, the section provides a brief description of selected data collection approaches used by SIMPOC.

**Section 3** gives an overview of data needs and approaches for the analysis of the causes and consequences of child labour. Analysis of causes and contextual factors, such as poverty levels, food security, the labour market, access to schools and other social services is useful for determining programme components and strategies for dealing with each WFCL. In contrast, analysis of the consequences of child labour in different sectors and localities provide information on, among other things, awareness raising and advocacy efforts, or for identifying indicators of programme impact.

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<sup>1</sup> Data needs for monitoring and implementation are covered in the paper: *Strategic Planning in TBPs*, available in the TBP MAP Kit or from the TBP MAP web site:

[www.ilo.org/public/english/standards/ipecc/themes/timbound/tbpmmap/design.htm](http://www.ilo.org/public/english/standards/ipecc/themes/timbound/tbpmmap/design.htm)

<sup>2</sup> SIMPOC's *Survey Methodology Manual* covers topics such as household surveys, baseline surveys and the Rapid Assessment (RA) method. SIMPOC is producing other manuals for data analysis, report preparation, and data processing, dissemination and archiving. To consult the available manuals, go to the SIMPOC web site:

[www.ilo.org/public/english/standards/ipecc/simpoec](http://www.ilo.org/public/english/standards/ipecc/simpoec)



**Section 4** discusses the types of information analysis required to ensure both the adequate integration of TBPs into broader national development frameworks and proper linkages with existing or planned policies and programmes in other relevant socio-economic areas or sectors. To ensure an adequate design, it is essential to have clear knowledge and an understanding of the context in which the TBP will be implemented, as well as the possibilities for synergy with other sectoral or thematic interventions by government and other key partners.

**Section 5** covers the need to review experiences from past child labour interventions, identify approaches that merit being taken to scale and strategies or actions that are likely to fail, as well as weaknesses and gaps in institutional capacity or organizational arrangements. This is followed, in **Section 6**, by a discussion of additional data

requirements for completing the programme design:

- inventory of ongoing and planned interventions that ought to be taken into account in the design of TBPs (to avoid duplication and enhance synergy);
- analysis of stakeholder characteristics and strategies for enhancing collaboration, participation and ownership;
- assessment of possible institutional mechanisms for programme implementation; and
- data for costing interventions for budgeting purposes

Finally, **Section 7** concludes the paper with a discussion of several additional points that ought to be taken into consideration in planning data collection and analysis for TBP design.



## 2 Incidence and nature of child labour

A key initial step in the design of a TBP is to determine the extent and nature of the child labour problem and understand its causes and consequences. This involves asking a number of who, what, where, when and why questions. For example:

- Which children are engaged in child labour?
- How many?
- What kinds of work are they engaged in, and how much do they earn?
- Under what conditions?
- In which localities do the different kinds of child labour occur, and where do the children come from?
- When and how long do the children work?
- How does the work affect their health, their safety, their morals and their education?
- Why do some households (or some children) engage in the worst forms of child labour while others do not?

In general, questions relating to the incidence of particular forms of child labour are well handled by censuses or household sample surveys, while those relating to causes and consequences may require further investigation using more specialized instruments of information gathering — including qualitative approaches. Specialized approaches may be needed for studying the incidence and nature of certain forms of child labour (e.g., Rapid Assessments (RA) and other micro approaches — see Section 2.1 and Box 2), particularly in the case of “invisible” and/or illicit forms of exploitation that are extremely difficult to capture in large-scale household samples. These include, for example, the commercial sexual exploitation of

children, child domestic labour, drug trafficking, the use of children in armed conflicts and child trafficking.

Data on the incidence and nature of child labour are needed for prioritization of interventions, target setting and, subsequently, impact assessment. Besides the counting of children in various sectors/forms of child labour, basic demographic data are also required for estimating or projecting the population numbers needed to calculate proportions and percentages. Ideally, data should be available for the estimation of child labour levels and trends, with a possibility of disaggregation by age, sex and geographical area. Analysis of differentials is essential for, among other things, formulating policy responses that are adequate and appropriate for each geographical area.

Analysis of the child labour problem and the formulation of strategies will require adequate information at the national level as well as in the selected localities. This combination of national and sub-national information needs presents formidable challenges in terms of data because national household-based sample surveys may not allow for the estimation of indicators for the lower level administrative units. Given the inevitable resource constraints, many TBP strategies will combine interventions at the national level (e.g., actions aimed at creating an enabling legislative, social and economic environment) with direct actions in only a selection of lower level administrative units (i.e., provinces, districts, villages, etc.). It would be very expensive, not to mention time-consuming, to conduct surveys that allow for the estimation of child labour and related socio-economic indicators at several administrative levels for the

whole country. Moreover, as noted above, large-scale surveys may not be well suited for gathering information on some of the WFCL.

In several countries that have recently completed TBP preparatory activities, attempts were made to obtain local-level baseline information through the use of the IPEC/UNICEF RA methods. This approach involves the use of a combination of data collection instruments to gather both qualitative and quantitative information in a given form (or sector) of child labour. While the approach allows programme designers to acquire substantial qualitative information rapidly and relatively inexpensively, the quantitative data obtained may not be suitable for the calculation of the various national and local-level indicators needed for programme formulation unless they result from a proper statistical sampling that provides representative samples for each level. The interpretation of the collected data — both quantitative and qualitative, may be equally difficult in the absence of a systematic application of concepts across a given study. These difficulties, however, underscore the need for careful design and implementation of RAs and other micro studies — they do not justify an exclusive focus on sample surveys. It is generally useful to combine quantitative and qualitative approaches in data collection, since qualitative research is often needed to deepen our understanding of the nature of child labour, the context in which it occurs, and its causes and consequences.

## 2.1 Collection of child labour data<sup>1</sup>

In recent years, IPEC has carried out a variety of studies in an increasing number

of sector- and area-specific projects and programmes, including TBPs. These studies have been crucial for identifying target groups, setting programme targets and providing information on the initial situation as the basis for monitoring and evaluation. They usually involve a combination of two or more data-collection approaches:

- community-level inquiries,
- household-based surveys,
- street-children surveys,
- establishment/employer surveys and
- rapid assessments.

The selection of data collection methods depends on their suitability to the different forms of child labour being investigated, as well as the kinds of information being gathered (quantitative data for estimating the incidence of different WFCL, or more qualitative information for understanding the nature, causes and consequences of child labour). The different approaches usually used by SIMPOC are described below.

### 2.1.1 Community-level inquiries

Community-level inquiries are usually undertaken to collect information from elected or appointed leaders, administrators or other community leaders. This is done to obtain a cultural, demographic and socio-economic profile of the community. They are also useful for identifying the main variables that are directly or indirectly related to the incidence of child labour. Attention is paid to general population characteristics, including size, density and socio-economic characteristics at the community level. A variety of variables are considered:

- income level of households or families;
- poverty level;
- major economic activities;
- seasonality;
- unemployment rates;

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<sup>1</sup> This section is based on material kindly provided by Angela Martins-Oliveira, IPEC/SIMPOC. Additional discussion of survey methodologies for the collection of child labour data may be found in K. Ashagrie: *Improving the knowledge base on child labour*, in N. Haspels and M. Jankanish (eds.): *Action against child labour* (Geneva, ILO, 2000), chapter 3.

- economic alternatives;
- literacy rates; and
- availability and quality of schools, hospitals, public communication, transport systems, water, electricity and recreational facilities.

If a community-level inquiry is to be undertaken, it should be done prior to household and/or establishment/workplace surveys. During its implementation a listing of households and/ or establishments/workplaces can be made, including basic information that can be used for stratifying and selecting households and establishments/workplaces for further surveys at these levels.

### **2.1.2 Household-based surveys**

The basic characteristics of household surveys are outlined in Section 2.1.6, Box 1. A national household-based survey determines the areas of concern upon which more focused studies (establishment/workplace surveys, street children inquiries, RAs and/or baseline studies) should be carried out.



In general, the questionnaires used in SIMPOC's household-based child labour surveys seek to obtain information on the magnitude, character, and reasons for child labour. They also help provide information on working conditions and their effects on the health, education and normal development of the working child. Many child-labour-related subjects can be incorporated in the survey questionnaires to learn about the different aspects of working children and their families, including demographic and socio-economic characteristics, housing conditions, work-related characteristics of children and their families, factors that lead children to work, and perceptions of the parents/guardians on children's work and schooling. Household surveys covering the areas where specific interventions are planned can often provide this type of information.

### **2.1.3 Street children inquiries**

Children who live and work on the streets with no fixed place of residence are almost never covered by household-based child labour surveys, since household-based samples usually exclude homeless persons. These children are found mainly in urban areas, working either independently in the streets or for operators of various activities in the informal economy. Most of these children are continuously on the move from one place to another during the daytime and sleep outside buildings during the night. Therefore, it is not easy to survey them through a sampling procedure. In this case, a purposive or convenience approach is applied both to select the urban areas to be covered and to carry out random interviews of children, asking them about their working conditions and asking informal sector operators about the children working for them.

### **2.1.4 Workplace/employer surveys**

Establishment or workplace/employer survey questionnaires seek to obtain information on the particulars of the production unit and the characteristics of its workforce, with a special focus on

child workers under 18 years of age. Factors covered include children's wages, hours of work, other working conditions and benefits, and injuries and illnesses at work compared with those of adult workers. Information is also sought on perceptions regarding the advantages and drawbacks of using child labour, the reasons for using such labour, and the methods of recruitment, among others.

The establishments/employers to be interviewed are selected from available directories or lists — including those of producers' associations and cooperatives — or lists drawn up during a community-level inquiry and/or household-based interviews. Alternatively, lists can be based on local enquiries in the area to be investigated comprising discussions with key informants, such as unions, government agencies, NGOs, community organizations, community leaders, religious groups and charitable associations.

### **2.1.5 The RA methodology on child labour**

The RA methodology has been developed with the aim of assisting countries in obtaining information on the more "hidden" or "invisible" forms of child labour and child workers in the most dangerous or unhealthy types of activities or occupations. It uses a participatory approach of discussions and interviews that is ideally suited for obtaining detailed knowledge of the working and living conditions of children who are involved in activities or occupations otherwise difficult to identify and characterize. ARA may use:

- a structured questionnaire or only a semi-structured one;
- careful and attentive observation; and
- background information derived from a variety of sources, such as survey findings, reports, case studies, key informants or knowledgeable persons.

The RA methodology is primarily intended to provide relevant information relatively quickly and inexpensively for use in, for example, awareness creation and project formulation. Its output is mainly qualitative and descriptive and usually limited to a small geographic area, hence it is generally not a useful tool if the aim is to measure the *incidence* of child labour. Nevertheless, like any kind of data collection endeavour, the value of the results depends on the quality and appropriateness of the study design. For example, the usefulness of quantitative data from a RA study can be enhanced by incorporating a sample survey or a complete census of households in the selected areas, as was undertaken in the study on child domestic workers in Nepal (see Annex 1).

Although the application of the methodology in several of the early TBP preparatory studies yielded some valuable information on the nature of many of the WFCL, the quantitative data thus collected tended to be difficult to interpret and could not adequately meet important programme formulation needs, such as the establishment of baseline indicators. In many cases, the findings had limited predictive or inferential value.

### **2.1.6 Need for household surveys**

A systematic approach for estimating the incidence of different forms of child labour could begin with obtaining information on the number of children involved, disaggregated by age group and sex.<sup>3</sup>

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<sup>3</sup> Normally the age groups 5–9, 10–14, and 15–17, but grouping would depend on the local context and conditions, such as legislation on compulsory education and minimum age for employment. (Note: to ensure comparability of child labour and related data across sectors within the country, it would be a good idea for stakeholders to agree on a common age grouping scheme).

### Box 1: Need for household surveys

With a few exceptions (e.g. surveys involving children who live on the street or those engaged in "hidden" forms of child labour), household surveys based on probability sampling provide an efficient approach for estimating the incidence of particular forms of child labour. On a national scale, they are more economical and less time consuming than complete censuses. Also, for practical considerations, more questions can be asked in a survey than in a national census. More importantly, because they are based on scientifically designed samples (consisting of a random selection from a complete listing of all households in the area covered by the survey), they allow for the computation of sampling errors and the adjustment of estimates. Moreover, the household is often the most appropriate unit for identifying children and their families, measuring their socio-economic and demographic characteristics and housing conditions, and obtaining information on the circumstances that force children to work and, for many in household-based activities, the conditions of work.

There are, of course, some disadvantages in the use of sample surveys. A sample may not have the same accuracy as a complete census, especially where sample sizes are small relative to the overall population being studied (hence large sampling errors), or where the population being studied is small. Furthermore, household surveys may not be suitable for uncovering illegal or otherwise hidden forms of child labour. Similarly, for some kinds of information (e.g. on attitudes and behaviour), survey responses tend to be biased toward known expectations or to paint misleading average pictures.

Ideally, indicators should be available at the different administrative levels across the whole country to facilitate the monitoring of trends. However, cost and time constraints may call for limiting the geographical coverage. This implies, naturally, that the intervention localities be identified at the study design stage. Identifying target localities before estimating the incidence of specific forms of child labour may be like putting the cart before the horse. However, in choosing some sectors and localities for RAs, as has been done in TBP preparatory studies to date, this kind of choice is already being exercised purposively anyway. One way of dealing with this issue is to adopt a participatory approach that allows the knowledge and experience of the partner institutions in the child labour programme to inform the selection process. The number of localities selected for the situation analysis will, naturally, depend on the amount of funds available, the cost of the studies, and the

nature of the information that may already be available.

#### Obtaining national level data

Even where the TBP is expected to have a strong regional focus, it will be necessary to obtain figures on the overall size of the child labour problem at the national level.<sup>4</sup> Some data can be obtained from (relatively recent) national population censuses, especially if they include questions on economic activity, ideally for the population aged 5 and above. If population and labour force data are not current, it may be possible to make projections based on additional socio-demographic data and assumptions (see below for information on how to proceed with population and functional projections). Where recent data are not

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<sup>4</sup> National level data are needed for a variety of uses, including advocacy and awareness raising, resource mobilization, overall programme design, target setting, monitoring and evaluation.

available and projections cannot be envisaged, it may be necessary to consider the organization of a national household-based sample survey. In some countries, child labour modules have been piggybacked on national labour force surveys. Where household-based surveys (labour force surveys, Living Standards Measurement Surveys, Multiple Indicator Cluster Surveys, household budget and expenditure surveys or Demographic and Health Surveys) are scheduled and the results can be released in time for the development of the TBP, the possibility of attaching a child labour module ought to be explored.<sup>5</sup> The same goes for censuses, where the possibility of attaching such a module, though limited, could be envisaged for a sample of the population.<sup>6</sup>

As a minimum, the information collected should enable the estimation of the following:

- the total number of children;
- overall activity rates;

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<sup>5</sup> Besides the relevant statistical agencies, contacts should also be made with the concerned donor agencies. For Demographic and Health Surveys, USAID is often a major donor, along with UNFPA. The World Bank, UNICEF and UNDP also fund major household-based surveys to which child labour modules could be annexed.

<sup>6</sup> For mainly financial and organizational reasons, census agencies may be reluctant to include a child labour module in a census questionnaire. However, the inclusion of a few questions on economic activity, status in employment, branch of economic activity and school attendance status may suffice, and this could be done for the whole labour force rather than for children alone. The approach of sampling the population covered by the census will not only allow more information to be collected than can normally be expected of a census, but is also likely to facilitate the rapid processing and analysis of the information collected. For example, a census questionnaire might include questions on economic activity for children aged 5-17 (Is the child attending school? If so, is she (he) also economically active and why? If the child is not attending school, what are the reasons? Is she (he) economically active? If so, for which reasons?). The main benefit of including child labour questions in a census is that it facilitates the estimation of the incidence of child labour for small geographical areas.

- the numbers of children in each of the different forms of child labour<sup>7</sup> by age and sex;
- hours of work;
- school enrolment rates; and
- proportions of children enrolled but not attending school together with proportions attending school and working.<sup>8</sup>

Socio-economic information about the households must also be collected (e.g., household size, children/siblings living outside the household, activity status of parents/guardians, branch of economic activity, income) to enable the analysis of contextual factors relating to child labour.

Note that the information would need to be provided by sex and age group. If possible, the data collected should also allow for the analysis of differentials by socio-economic category, in addition to geographical area. Note also that the estimation of proportions require information about the denominators — essentially population in functional age categories, by geographical factors and, when used, socio-economic disaggregation factors. The use of proportions will facilitate comparisons across both space and time.

Where neither census nor survey data allow for the estimation of the numbers and percentages of various categories of child labourers, and resources do not permit the conduct of a national survey, one could concentrate on surveys of the prospective programme localities. To the extent possible, provision should also be

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<sup>7</sup> This should not only be limited to the WFCL that would be covered by the project — doing so will make it difficult to observe/monitor shifts in child labour patterns that may occur as a result of programme interventions. Instead, the categorization of child labour should include all forms, where the numbers of children are thought to be non-negligible.

<sup>8</sup> In many countries, data on ethnicity or caste will also be useful in analysing child labour differentials and determinants.

made to cover nearby areas.<sup>9</sup> This approach might be particularly justifiable if plans can be made, for example through a forthcoming census or sample surveys, to subsequently collect baseline data for the country as a whole.

### **Complementing national data with micro sample surveys**

However, even if national level data on the incidence of child labour are available, these will not necessarily allow for estimation of the necessary indicators for the programme areas. For example, SIMPOC child labour surveys are often representative at only national and regional (or at best, provincial) levels, whilst the selection of programme areas might be made at district or lower levels. Thus, where national estimates are needed and, in addition, the programme is expected to have a significant focus at a level unlikely to be represented in the national survey, it will be better to plan for micro sample surveys, in addition to the national one. The overall approach will be somewhat similar to that of combining national child labour surveys with RAs, except that the latter is replaced by small-scale baseline studies incorporating properly designed household sample surveys, in addition to the qualitative enquiries.



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<sup>9</sup> Baseline data covering localities that will not be covered by direct action programmes will also be needed in order to verify that the child labour problem is not being transferred from programme areas to non-programme ones. Such data are also needed in the analysis of socio-economic and other factors that may determine geographical differences in the incidence and nature of child labour. Moreover, they could be used to constitute control populations, for instance with a view to assessing the impact of programme interventions. For these and other reasons, the ideal situation will be to have baseline data for all localities in the country.



### Box 2: Rapid assessments or micro approaches?

While recent RA studies have been highly useful for acquiring a deeper understanding of the complex dimensions of selected WFCL in specific locations, they have been of very limited use in providing the hard data needed for programme development. This might be rectified in the future by incorporating sampling designs that permit statistical inference. A more appropriate approach would be to combine small-scale household sample surveys designed to yield basic demographic and socio-economic measures with specialized studies such as workplace surveys and other in-depth enquiries involving more qualitative approaches to probe hidden forms of child labour or hard-to-capture target populations (e.g. children in prostitution, street children), determinants and consequences, attitudes and opinions. Sampling will normally depend on the overall size of the population being studied. Thus it will be necessary to take a complete census (i.e., a sampling rate of 100%) if the area covered is small, while smaller sampling rates can be used for larger areas: the smaller the overall target population (or the smaller the area covered), the higher the sampling rate should be, with a view to minimizing sampling errors in a cost-effective manner.

The use of a properly designed sample survey will facilitate the estimation and interpretation of various indicators (e.g., target populations, potential beneficiaries, incidence of child labour, household characteristics) for the localities covered. As in the RA studies, it will be impossible to aggregate these into national estimates – unless the localities were themselves selected on the basis of probability sampling – but, in this case, at least the area estimates will have a sounder scientific basis. The addition of more qualitative follow-up studies will then help to improve understanding of the context, determinants and consequences of particular forms of child labour, to adjust survey data on invisible/illegal forms of child labour, and even to interpret the quantitative data. Moreover, the smaller number of respondents involved in this type of household survey will also make it possible to have longer questionnaires and more intensive probing. Such *micro approaches* combining scientifically designed surveys over small localities with in-depth enquiries based on qualitative techniques are regularly used in social science research; see, for example, J. C. Caldwell, A. G. Hill and V. J. Hull (eds.): *Micro-Approaches to Demographic Research* (London and New York, Kegan Paul International, 1988).

Conducting micro household-based sample surveys in the prospective programme areas will allow for the collection of other useful information that may not otherwise be available at the local level. This includes data on hours of work and earnings from child labour (or amounts/proportions of household income derived from child labour). Also of interest is information on the continuity/discontinuity of children's work (e.g. seasonal variations), for example in relation to school attendance, and information facilitating the assessment of the impact of economic shocks (both permanent and transitory), on education, and child labour at the household level. Local-level data on migration could also be useful for understanding the factors and mechanisms through which children

become exposed to labour exploitation. In general, the possibility of including many of the *who, what, where, when* and *why* questions (see Section 1) in a household survey should be explored to facilitate the estimation of socio-economic indicators linked to child labour, as well as the analysis of relationships.

#### **A two-stage data collection strategy**

The kind of micro household sample survey outlined above could constitute the first of a two-stage data collection strategy for the analysis of child labour levels, causes and consequences, and other contextual factors. Information gathered at the first stage can also be used in making decisions about which households/individuals to include in more in-depth enquiries at the second stage.

This idea of a two-stage approach, involving a household survey followed by the use of qualitative data collection instruments, was implicit in the Nepal RA study on domestic child labour,<sup>10</sup> though the need for a proper sample design at the first stage may not have been adequately emphasized.

If a surveyed area is relatively large and includes lower-level administrative units, then the sampling design should allow for the estimation of indicators at the lower levels as well. In such cases this may necessitate a complex sampling design, although limiting the overall area of coverage may help to minimize the cost. Note that, besides geographical coverage and number of disaggregation levels, there are additional factors that could affect cost, such as the length of the questionnaire and detailed mapping – if a reliable sampling frame does not already exist.

Quantitative data from RA studies cannot be used for serious baseline analysis and target setting unless they are based on properly designed sampling. It is unrealistic to carry out RA based purely on purposive samples and then expect to be able to derive statistically sound indicators from the findings. Hence, in implementing the two-stage approach suggested above, it is essential to ensure that the first stage has a statistically sound sampling design, prepared, for instance, with the assistance of sampling experts from the national statistical agencies.<sup>11</sup> As indicated above, information collected at this stage will not

only enable the estimation of child labour levels and trends, but also provide a basis for the purposive selection of respondents for in-depth interviews, focus group discussions and other approaches that will be used at the second stage.

## **2.2 Incidence of hard-to-measure forms of child labour**

The assessment of the less visible WFCL or those forms that are otherwise difficult to measure is best carried out using in-depth enquiries, including the RA methodology.<sup>12</sup> If the idea of a two-stage data collection strategy is adopted, then a single household sample survey could be used as the basis for several RAs in an area, providing basic demographic and socio-economic data on households, including information on absent members. Data can then be used for identifying respondents for the RAs, especially when complemented by information from key informants. Several second-stage studies may then be undertaken to cover different sectors/types of activities in an in-depth way.

Quantitative data collected through one or more of the approaches outlined in Section 2.1 can be used in estimating the incidence of different forms of child labour. An objective of the more in-depth enquiries is to provide complementary information for determining which prevalent activities qualify as WFCL, and which ought to be considered as priority areas for TBP intervention. Information on working conditions, labour supply chains and similar issues will also help to determine whether a particular activity must be prohibited outright or whether the activity can be made non-hazardous and taken out of the purview of ILO Convention No. 182 on the WFCL by improving working

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<sup>10</sup> See the Terms of Reference reproduced in Annex 1.

<sup>11</sup> In any case, it is important to seek the expertise of a statistician in planning and implementing these surveys. For example, the team of researchers could include a statistician. There are labour statisticians on some of the ILO Multi-Disciplinary Teams (MDT) who can also provide technical support. Moreover, technical inputs can be sought from SIMPOC, including advice on the Terms of Reference of the studies and on questionnaire design. Note, however, that in order to keep costs down, at least information and materials for designing the sample, including maps, can be obtained from the national statistical agencies.

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<sup>12</sup> For examples of needed steps/instruments, see Annex 1. Guidelines on the RA methodology are available from the SIMPOC web page: [www.ilo.org/public/english/standards/ipecc/simdoc](http://www.ilo.org/public/english/standards/ipecc/simdoc)

conditions, such as the removal of work hazards.

### 2.3 Population and functional projections

In many cases, estimation of the underlying population numbers (such as numbers of children in different age-sex groups or different localities) must be based on population estimates or projections, as available census data will seldom relate to the current period. At national and possibly regional/provincial levels, it might be possible to make use of estimates based on recent national household sample surveys, if available, but, as noted earlier, such surveys usually do not permit estimation for smaller geographical units.

Consequently, it is often necessary to calculate population projections based on the most recent census and assumptions about various demographic phenomena. More importantly, in setting medium- and long-term targets and assessing the impact of programme interventions, it is often necessary to analyse the underlying population dynamics (fertility, mortality, migration, population growth and changes in age and sex distributions). For example, future population dynamics must be taken into account when determining resources and efforts needed to attain programme targets. In this connection, given that TBPs often have an area focus (e.g., selected districts), it is desirable to project target populations at the local level. Indeed, without analysis of demographic dynamics at the local level, one is likely to miss those demographic dimensions of child labour that average out at the national level but are crucial at sub-national levels, such as migration. Furthermore, in an increasing number of countries, estimation of target populations and implied future beneficiaries must factor in the demographic impact of HIV/AIDS along with its social and economic repercussions.<sup>13</sup> Moreover, in some

contexts, programme strategies might need to include interventions aimed at influencing population dynamics in a favourable way, for instance by providing working adolescents or poor households access to reproductive health information and services.

As with many of the data collection and analysis activities mentioned in the present paper, population projections for the TBP can be made by working with national statistical and population agencies. IPEC headquarters can also provide assistance. In collaboration with UNFPA, IPEC is working on a projection package aimed at facilitating the analysis of demographic dynamics and formaking population, child labour force, education and other functional projections. A trial version of this package (*PopDyne*) will be available in 2003. Programme developers and researchers working with national statistical and population agencies can also make use of existing packages such as *People and Workers* (both from UNESCAP, Bangkok) or *Demproj* (The Futures Group).



<sup>13</sup> For example, HIV/AIDS may cause an increase in the number of children (orphans) at risk of child labour.

## 3 Causes and consequences of child labour

Information on the determinants of child labour and related contextual factors is essential in the choice of programme components and strategies for dealing with each WFCL. The analysis of causes and consequences is also important for, for example, awareness raising and advocacy efforts, as well as for the identification of indicators of programme impact. As noted earlier, analysis of causes and consequences of child labour, and the context in which it takes place, can be carried out using the results of sample surveys and qualitative studies, complemented by information from secondary sources. Studies of interest include:

- assessment of the extent and nature of poverty and its linkages with the various forms of child labour;
- assessments of the education system and the linkages between educational factors and child labour;<sup>14</sup>
- the supply and demand dynamics of child labour; and
- a review of the national and local labour markets and adult labour supply and demand conditions; this may be essential for devising policies for improving the efficiency of the labour market.

Community surveys can provide some of the information needed for these analyses. For example, information could be gathered on:

- the main economic activities in the area;

- availability and quality of social infrastructure (such as schools and hospitals);
- transportation and communication networks; and
- food security issues, etc.<sup>15</sup>

Like household surveys, community surveys are essentially quantitative, but data are collected at the community level, rather than at the household level. A community questionnaire can be appended to a household survey. As an output of the various analyses, it will be useful to build a child labour problem tree<sup>16</sup> to facilitate the identification of interventions at the different levels of the cause and effect chain.

Qualitative approaches such as interviews with key informants, focus group discussions and other techniques covered by the RA method can provide useful insights on the causes and consequences of child labour. Box 3 provides an innovative example from the United Republic of Tanzania involving discussions with groups of child labourers.

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<sup>14</sup> For an example of how these studies may be approached, see Annex 2.

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<sup>15</sup> See a brief description of community-level enquiries in Section 2.1.1

<sup>16</sup> As an example, see Y. Ofosu: *The Dynamics of Child Labour in Tanzania*, available in the TBP MAP Kit or from the TBP MAP web site: [www.ilo.org/public/english/standards/ipecc/themes/timbound/tbpmmap/index.htm](http://www.ilo.org/public/english/standards/ipecc/themes/timbound/tbpmmap/index.htm). See also *Strategic Planning in TBPs*, op. cit.

**Box 3: Causes and consequences of child labour - Insights from a children's consultation in the United Republic of Tanzania**

Information collected from child labourers themselves can enrich our understanding of the causes and consequences of the problem. In the United Republic of Tanzania, besides interviewing children during the RA exercises, about 120 current and former child labourers who were engaged in prostitution, domestic service and commercial agriculture were brought together from around the country to discuss their problems and outline recommendations for the National Round Table on the TBP. The consultation was divided into three sessions covering one-and-a-half days. Discussions were held in small groups of 12 children, with each subsequently presenting their views to the rest. The outcome demonstrated the keen awareness that child victims of labour exploitation have of the causes of the problem and the kinds of collective efforts that need to be made to end it. A major output of this consultation was a collective statement, read out at the National Round Table by a former child prostitute nominated by the children as their spokesperson.

The first part of the consultation focused on the fundamental question of why children engage in the WFCL. The children cited the following as causes of exploitative child labour: poverty at the household level, lack of education, death of parents, irresponsible parenting, gender discrimination, large family size, lure of wealth, and peer pressure. The second session asked children to identify the problems they face as child labourers. They mentioned beatings by their employers, exposure to physical injuries at work, denial of wages, long hours of work and sexual abuse, noting that child labour affected their normal and healthy development. Finally, the children were asked how their situation could be changed for the better. Their collective recommendations for the elimination of the WFCL targeted key actors such as their parents, other children, ILO, Non Governmental Organizations (NGOs), the media, policy makers and the government. Suggestions included raising awareness about the effects of city life, the WFCL and dropping out of school; informing families and villages about children's rights and child labour; planning families and providing children with basic needs such as love, education, health and protection; avoiding family break-ups; giving all children access to education; providing counselling and rehabilitation for children withdrawn from child labour; and punishing those who exploit children's labour.

Adapted from Section 1.3.4 of the Tanzania Time-Bound Project Document, "Supporting the Time-bound Programme on the Worst Forms of child labour in Tanzania—Phase I" (ILO Project No. URT/01/P50/USA, US DOL Appropriation No. 01-K 100- RWBR-4143-FF601-000)

## 4 The policy/programme context

Besides the assessments mentioned above, it is essential to carry out reviews in the context of which child labour-related policies and interventions function, including policy and law-and-practice studies, in order to identify strengths and opportunities upon which the TBP can build as well as gaps to be filled. Policy reviews can cover areas such as labour law and practice, specific policies relating to women and children, education policy, occupational safety and health and other basic human rights. Reviews should, in particular, look at how existing policies and practices affect TBP target groups, particularly in key areas such as education, vocational training and access to factors of production. Reports of policy studies should, in general, include recommendations for addressing the gaps and weaknesses identified.

Also important under this category is the review of the country's strategic development framework. This refers to the overall development frameworks in which the TBP will fit, such as national development plans or poverty reduction strategies, and includes an assessment of national/sub-national goals, targets and strategies in relevant sectors, such as those mentioned above. For example, the overall framework could be analysed to see how to position the TBP and ensure desirable linkages with ongoing and planned interventions in areas such as education, vocational training, agriculture, and income-generation schemes. These linkages should be an integral part of the strategic framework of the TBP.<sup>17</sup>

Policy studies should also include an assessment of the capacity for policy

implementation, looking at institutional and technical capacity issues, including enforcement of legislation, sensitivity to children's issues (e.g., protection of victims and their rights), etc. Capacity assessments, coupled with the results of the policy and practice reviews, and the study of the overall framework, should be completed by an analysis of the risks and assumptions that must be taken into consideration in the design of the TBP. Annex 2 provides an example of the terms of reference used for policy studies in the earliest TBPs.



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<sup>17</sup> See *Strategic Planning in TBPs*, op. cit.

## 5 Past experience with child labour interventions

An important condition for the development of a TBP is the existence of adequate in-country experience for addressing child labour issues, which provides a basis for the implementation of what may be a complex child labour programme. This experience is essential for:

- determining what is feasible and what is not;
- identifying approaches or good practices that work and can be scaled up and those that do not; and
- drawing other lessons to inform future activities.

It is also essential to have an existing network of relationships involving organizations concerned with the child labour problem for the purpose of broad-

based coalition building and social mobilization.

For these reasons, it is indispensable to carry out a review of previous or ongoing child labour programmes in the country, including those of IPEC and other organizations engaged in interventions relevant to child labour. Relevant interventions include those that may not have a specific child labour focus but have impact on children at risk of becoming child labourers, their families and their communities. This review could be carried out as a TBP preparatory activity or as a separate country programme evaluation exercise. Besides the assessment of the strategic approaches noted above, it is also important to review the institutional capacities of current and potential partners.

## 6 Additional information needs for programme design

### 6.1 Stakeholder analysis

Before attempting to mobilize new partners for preparatory activities related to programme formulation and the subsequent implementation of the TBP, a stakeholder analysis should be undertaken. The objective of this exercise should be to determine who has an interest in work relating to child labour, the nature of their interests (e.g. are they current/potential supporters or detractors of child labour elimination interventions?), what they are doing, resources they might be willing to commit, etc.

The analysis should help identify the groups that must be involved at various stages in programme design and implementation, and the extent of their involvement. Thus, the outcome of the analysis should include a comprehensive picture of:

- who the stakeholders are, their interests, and an indication of who should be kept informed at the different stages of programme planning, appraisal, implementation, monitoring and evaluation;
- who should be consulted at the different stages; and
- who should be involved as an active participant at the different stages.<sup>18</sup>

The resulting information can be used to build a network of partners and to help all stakeholders to see their roles and to utilize their comparative

advantages in the fight against child labour. Once completed, the results should be used to draw up a programme of consultations. These would typically include individual meetings, workshops for awareness raising, seminars organized to discuss research reports, national round-table meetings, planning sessions for development and implementation of the TBP, and meetings for formulation of specific programme interventions, etc. Note that, depending on the nature and strength of their interests, some of the partners identified could join in lobbying activities, programme planning and the subsequent implementation of activities.

The stakeholder analysis could be carried out by a small team. For example, where an IPEC country programme already exists, the team could be composed of members of the National Steering Committee, IPEC staff and representatives of major IPEC partners. Ideally, it should be undertaken at an early stage in programme development, if possible prior to the determination of data collection needs, so that key stakeholders can be involved in the discussions related to knowledge building.

### 6.2 Inventory of ongoing/planned interventions

A useful exercise in preparation for programme formulation is to carry out an inventory of government, NGO and donor interventions of interest to the TBP, including a mapping of interventions at national and sub-national levels. Necessary information can be obtained through a combination of document reviews and interviews

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<sup>18</sup> For a discussion of stakeholder analysis for programme design, monitoring and evaluation, see *Strategic Planning in TBPs*, op. cit.



with key informants from the concerned organizations. Among other uses, such information will facilitate the identification of relevant government, NGO and donor actions to which TBP interventions can be linked. These include food security programmes, credit schemes, social security and health insurance schemes, and education and vocational training projects. Indeed, such information, when complemented by the review of past child labour projects, will be useful for determining the “niche” and the comparative advantages of various partners with respect to the different components of the TBP, and hence the nature of each partner’s participation in each area of intervention as part of the strategic framework of the TBP.<sup>19</sup> Box 4, drawn from the experience in Nepal, illustrates some possible outputs from such an exercise.<sup>20</sup>

Another set of useful background information relates to the programme implementation modalities used by donors at national and sub-national levels. The results of a review of experiences in this area are useful for devising TBP implementation arrangements, including the planning, monitoring and evaluation procedures important for the development and implementation of the strategic framework of the TBP. For this purpose, and as noted in Section 1, it is important to carry out a brief assessment of the institutional capacities of key partners in the child labour programme, particularly government departments and NGOs.<sup>21</sup> Similarly, in preparation for the programme formulation exercise, some data need to be gathered for costing interventions, including costing of inputs provided in kind by government and other TBP partners.

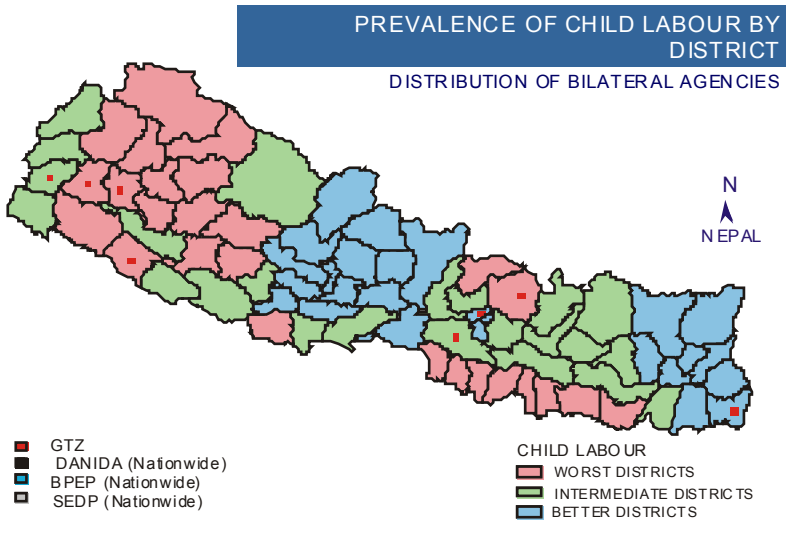
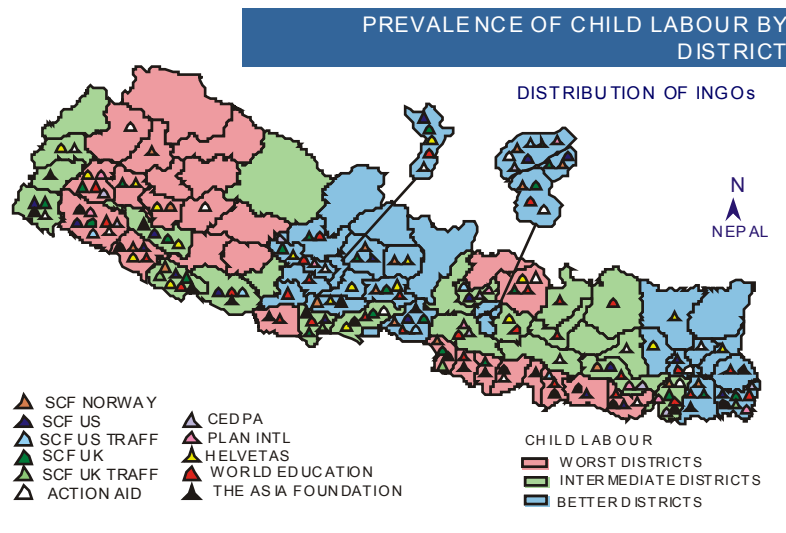
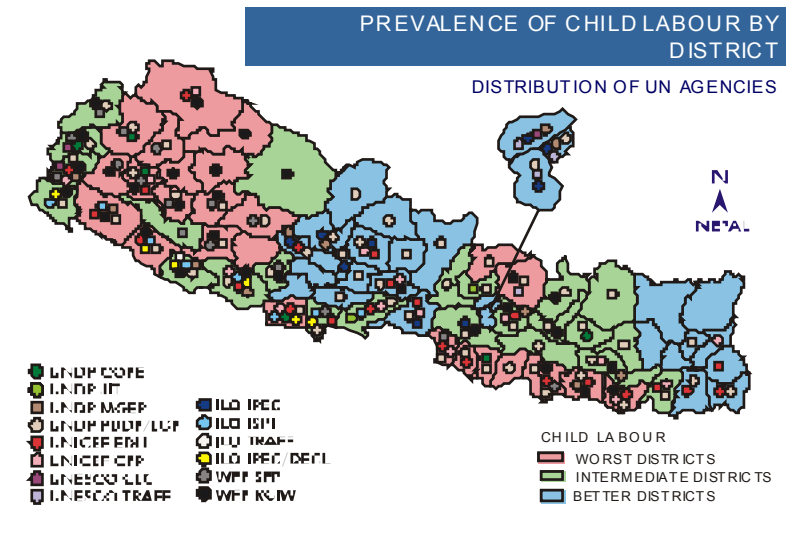


<sup>19</sup> See *Strategic Planning in TBPs*, op. cit.

<sup>20</sup> The results of the Nepalese mapping exercise has been published in *Working for Nepalese children: An Overview of Child Labour Related Programmes in Nepal* (Kathmandu, ILO, 2001). The output, of course, includes a lot more detail than is presented in Box 4 (kinds of activities, duration, budgets, implementation structure, etc.).

<sup>21</sup> This should include the capacity for planning, monitoring and evaluation, as outlined in *Strategic Planning in TBPs*, op. cit.

### Box 4: Mapping of agency interventions - examples from Nepal



## 7 Concluding remarks

Several important points need to be made in conclusion. The first is that, while the different data requirements have been presented above under separate headings, the studies themselves do not necessarily have to be organized in the same way or order. Indeed, items under different sub-sections could be covered in one study, just as items under some sections could require more than one study.

In terms of sequencing, the RA and other qualitative studies are best undertaken after the household (and community) surveys. The latter generally require longer periods of planning and organization. The policy analysis is normally undertaken after completion of any primary data collection and processing, but secondary data may be collected at any time. Nevertheless, as noted in Box 5, it is essential to carry out an inventory of available information before deciding on data collection requirements.

A second point is that, in planning data collection and analysis activities, information needs for designing the strategic framework of the TBP and for formulating any component projects should be kept in mind. In addition to the assessment of the incidence and nature of child labour, causes and consequences, contextual factors and the other types of information outlined above, the analyses should lead to the appreciation of the feasibility of eliminating the particular worst forms targeted and the assessment of assumptions and risk factors. Both of these are important for the determination of effective strategies.

Finally, information needs for determining the strategies to be used in scaling up child labour interventions should also be

taken into consideration in the beginning. A scaling-up strategy is particularly important when resource constraints make it unlikely that TBP interventions will be devised to cover the whole country from the beginning. In such cases, it will be essential to come up with strategies for spreading interventions from the initial set of provinces and districts to the rest of the country, and others for expanding coverage from the initially selected WFCL to others, including those that will be identified in the course of programme implementation, for instance in line with the consultative processes provided for under Convention No. 182.

In this connection, knowledge-building strategies may include a plan that enables data collected at the TBP preparation stage to serve as a basis on which systematic knowledge accumulation can take place to meet scaling up needs. As an example of what this implies, consider the approach of starting with a limited number of districts/provinces and slowly spreading to the rest of the country. After a "time-bound" coverage of a locality, interventions in these areas could be scaled down and efforts concentrated in new areas. This requires, *inter alia*, the establishment of a monitoring system to make sure that the problem does not reoccur once the major focus shifts elsewhere. Thus the design of household-based sample surveys for the initial selection of provinces should anticipate that, ultimately, the whole country will need to be covered and that data collected will need to be comparable over both space and time.

A strategy for building a knowledge base that adequately covers the entire country should be closely related to the TBP approach of integrating child labour interventions into a larger policy and

### **Box 5: Building momentum for the Time-Bound Programme: Experiences from Nepal**

The first national TPB preparatory exercises were completed in El Salvador, Nepal and the United Republic of Tanzania in 2001. Below is a selection of the lessons that were drawn from the exercise in Nepal. These observations were reported by Mr. Casper Edmonds, member of the IPEC team that developed the Nepal TBP:

#### **Linkages between child labour and the macro environment**

"When conducting policy analyses of the 'macro-environment' in such areas as education, poverty alleviation and legislation, it is essential to focus hard on the *linkages* with child labour. In Nepal, we received two papers that give a fine overview of the major issues in education and legislation. However, it was only through persuasion, training and more persuasion that the researchers conceptualized, analysed and wrote on the specific linkages between education and child labour as well as legislation and child labour."

#### **Taking stock of existing research**

"I cannot emphasize too strongly how all attempts to build a knowledge base should start with an inventory and analysis of existing research. There is so much duplication going on and too little sharing of information. In Nepal, by sheer luck, we avoided overlapping with other ongoing research projects, but it was a close call and we could easily have wasted both money and time."

"A stock taking of research should take place right at the beginning of building a knowledge base. The requirement for such a stock taking exercise could be easily stipulated in the Terms of Reference for TBP research activities."

#### **Making good use of research**

"Another lesson learned from Nepal is how essential it is to make use of the research and the researchers throughout the process of building momentum for the TBPs. Too often the research ends up on a dusty table or drawer somewhere. In Nepal, however, we invited the researchers to each and every workshop/ consultation on the TBP. They did not only help us to disseminate the data obtained, but through their participation, they also became aware of how their research would form part of a larger programme. More importantly, they were made to realize how important it is that their research is reliable and sound (after attending some of these conferences and workshops, some of the researchers actually asked us if they could rewrite parts of their reports)."

"Thus, there should also be a clause in the Terms of Reference requiring the researchers to be ready to participate in TBP-related workshops for the dissemination of their findings."

#### **Working with other research institutions as research partners**

"I strongly recommend that IPEC make linkages to existing research institutions in the country in question or to renowned research institutions abroad. This would not only boost the morale of the research institution. If a master's degree student or a senior researcher would take part in the project, it would also relieve the National Programme Managers of some of the burden of overseeing the entire research process."

#### **Co-sponsoring research**

"IPEC should work harder to co-sponsor research with other donors. It is relatively easy to mobilize funds for this purpose, due to the 'innocent' nature of research and the relatively small amounts of funding needed. Unfortunately, this is rarely done."

"A major part of the TBP approach is resource mobilization. Why not start right at the research phase? If IPEC could get other donors to co-sponsor the research and to participate in research workshops and dissemination seminars, the donor would come to own the research as well as the problem. This would perhaps make it easier for IPEC, in turn, to persuade the donor to form part of and to co-fund the solution - the TBP."

"Co-sponsoring would perhaps also make the research institution more accountable, and with two or more organizations sponsoring the research, IPEC could share the burdens of cost and quality control."

#### **Ethics and informed consent when doing research with children**

"Based on our experiences in Nepal, we have written a paper on ethics and informed consent when doing research with children.<sup>†</sup> It is an issue often overlooked, but one that should form part of and guide any research activity in building the knowledge base for the TBP."

<sup>†</sup> C. Edmonds: *Ethical Considerations when Conducting Research on Children in the Worst Forms of Child Labour*, available in the TBP MAP Kit or from the TBP MAP web site: [www.ilo.org/public/english/standards/ipec/themes/timebound/tbpmmap/index.htm](http://www.ilo.org/public/english/standards/ipec/themes/timebound/tbpmmap/index.htm)

programme framework, such as a comprehensive national development plan or Poverty Reduction Strategy Paper (PRSP).<sup>22</sup> Without an integrated approach that ensures strong linkages with development efforts in education, employment and income generation activities, resource constraints would make it difficult to obtain the kind of

large-scale impact expected under Convention No. 182.<sup>23</sup> In the same way, TBP knowledge-base building efforts need to be integrated into more comprehensive national data collection exercises, such as those developed for monitoring and evaluating PRSPs or similar frameworks, whenever possible.

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<sup>22</sup> For a discussion of the integration of child labour concerns into broader development strategies, see H. Tabatabai, *Mainstreaming action against child labour in development and poverty reduction strategies* (2003), available in the TBP MAP Kit or from the TBP MAP web site: [www.ilo.org/public/english/standards/ipec/themes/timebound/tbpmap/index.htm](http://www.ilo.org/public/english/standards/ipec/themes/timebound/tbpmap/index.htm)

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<sup>23</sup> See Guide Book II: *Time-Bound Programmes for Eliminating the Worst Forms of Child Labour — An Introduction*, available in the TBP MAP Kit or from the TBP MAP web site: [www.ilo.org/public/english/standards/ipec/themes/timebound/tbpmap/index.htm](http://www.ilo.org/public/english/standards/ipec/themes/timebound/tbpmap/index.htm)



# Annex 1

## Terms of Reference for Rapid Assessment of Domestic Child Labour in Nepal

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The text presented here is an abridged version of the terms of reference for this Rapid Assessment. The section overviewing the existing educational system in Nepal and the rationale for the study has been omitted.

## 1 Purpose of the Rapid Assessment

Domestic child labour is one of the WFCL in Nepal. The RA will serve as a background document when designing the Time-Bound Programme (TBP). It will also serve as a situation analysis against which to measure the progress of the implementation of the TBP designed to eliminate the WFCL in Nepal.

The RA on domestic child labour is being conducted along with four RAs on related

worst forms of child labour (bonded labour, trafficking for sexual and labour exploitation, rag-pickers and child porters) and with four policy analyses on legislation, education, poverty and IPEC's partners. A National Consultant whose responsibility it is to assist the researchers and to coordinate the overall research activities will supervise the research institute(s) conducting the RA on domestic child labour.

## 2 Objectives of the Rapid Assessment

The objectives of the RA are to produce quantitative and, in particular, qualitative data related to domestic child labour:

- to document the nature, extent and incidence of the domestic child labour situation in Nepal, including push and pull factors relating to domestic child labour;
- to characterize the general working conditions of the domestic child labourers, including debt bondage situations;
- to characterize domestic child labourers (by age, sex, schooling and caste);
- to document their socio-economic, cultural and family backgrounds;
- to examine the root causes of the occupation, including the cultural mechanisms and social dynamics relating to the problem of domestic child labour;
- to characterize perceptions and experiences from domestic child labourers;
- to identify employers' and community perceptions of domestic child labour;
- to identify consequences and impacts of domestic child labour; and
- to assist in improving methods of research, to be able to reach and consequently eliminate the problem of domestic child labour.



## 3 RA methodology

### 3.1 The ILO/UNICEF Manual

In order to assist countries in obtaining information on the more hidden or invisible forms of child labour - and also on child workers in the most dangerous or unhealthy types of activities or occupations - ILO and UNICEF have developed the RA methodology on child labour.

Why children work in domestic child labour is not always well understood, and there is frequently an absence of reliable information about the social, economic and cultural dynamics that have led the child into domestic labour. As a methodology, the RA is intended to provide such relevant information relatively quickly and cost efficiently. The results are to serve as inputs for public-awareness raising, programming and further in-depth research.

In seeking to strike a balance between statistical precision and impressionistic information gathering, the ILO/UNICEF RA methodology on child labour must be followed closely when conducting the RA on domestic child labour.

### 3.2 Research team

For the purpose of conducting the RA, it is essential to bring together people with good interpersonal skills, local knowledge and a strong research background.

The research institute(s) responsible for the RA should list each team member's age, gender, ethnic background and past experiences with a view to documenting how each team member's personal profile may help the collection of information on and from this vulnerable group.

### 3.3 Training

As team members will be familiar only with the basics of survey work, special training on observation, interviewing, and relevant child-related topics will be required. The research institute(s) will

provide comprehensive training to the team assigned to the RA, by conducting a training seminar as well as incorporating training as a continuous element in the fieldwork.

The training seminar should last no less than one week, and provide the RA team members with in-depth knowledge on domestic child labour in Nepal, including detailed knowledge of the key research locations as well as working knowledge of the tools and methods used in conducting the RA.

### 3.4 Target groups

The ILO's Worst Forms of Child Labour Convention, 1999 (No. 182) requires the eradication of the most exploitative and intolerable forms of work in which children under 18 are involved. Consequently, the RA on domestic child labour should identify the most vulnerable groups at risk, with a special focus on the situation of girls. Further, special attention shall be given to children working in hotels and restaurants.

The children in domestic labour targeted through the RA shall be divided into three age groups: 5-9, 11-14, and 15-17. At least 400 children shall be interviewed.

### 3.5 Geographical setting

The research will be conducted in Kathmandu, Pokhara, Birgunj, and Biratnagar. In each centre, the research institute(s) will identify and list three wards where children are engaged in domestic child labour and that are suitable for conducting RAs.

Selected sub-areas will be mapped in order to identify communal living areas and households suited for visits as well as for undertaking subsequent discussions and interviews. The maps of the areas under investigation should show major

physical features and lay out the relative locations of the various domestic labourers.

## 4 Research components

### 4.1 Household survey

Considering the gaps in our knowledge relating to domestic child labour, a household survey is to be conducted in the sampled wards, representing core urban, urban and semi-urban wards.

The household survey shall help to give an overview of the present situation in the four selected wards of Nepal. However, it will also help redirect the RA into areas where most domestic child labourers work, and where the most exploitative and intolerable forms of child labour take place.

The output of the household survey shall include:

- the sex, age and school level of domestic child labourers;
- work type and workload;
- leisure and isolation;
- wage patterns and wage levels;
- freedom to mix with family and friends;
- the child labourers' perceptions and aspirations with regard to treatment by their employers;
- characteristics of households employing domestic child labourers; and
- employers' perception of the child labourer and the child labour problem.

### 4.2 Compiling background information

In order to gain background knowledge and to help focus research, the research institute(s) will collect and examine published and unpublished literature, relevant past research studies, as well as

all available statistical data on domestic child labour in Nepal. The work will include a proper analysis of the origin of data and methods used, the conditions and methods of processing and recording, accuracy, level of analysis and assumptions made.

An inventory of relevant secondary sources shall be produced with a particular attention to:

- data that can support analysis of the local situation;
- providing information to establish a norm against which the more detailed RA, to be undertaken by the research institute(s), can be compared; and
- creating a broad overview of children's work in the area for subsequent research.

### 4.3 Consultations with knowledge institutions and donors

Discussion and consultations with knowledgeable organizations and donors familiar with the details of domestic child labour must take place prior to field research, in order to identify the principal features of domestic child labour in the area.

An observation sheet must be filled out after each such consultation, in order to facilitate subsequent tabulation, analysis and eventual validation of the information provided by the individual and/or the institution/donor.

Consultations shall also serve as a means of facilitating research, for identifying partnerships to be developed further, for assessing possibilities for local resource mobilization, and for ensuring

institutional as well as individual cooperation in future project work.

#### **4.4 Interviews with key informants**

To help focus the study, in terms of both locations to be researched and topics to be examined, the research institute(s) shall carefully select, list and interview employees of social services or other individuals with comprehensive knowledge on domestic child labour.

Key informants may be asked to give the research team a guided tour of selected localities in the western Terai Districts of Nepal and to facilitate visits to where domestic child labourers work.

#### **4.5 Observation**

The research institute(s) will carry out systematic observation of child workers in various parts of the areas being researched, to obtain visual information on their work activities and working conditions.

Observations will be visualized in mobility maps in order to understand the nature and extent of child labour, as well as to allow for the identification of the difference between what the children say they do and what they actually do.

#### **4.6 Individual interviews and conversations**

The research institute(s) will carry out formal and informal interviews with employers, parents, and teachers and discussions with working children where possible. All individuals who can help understand the child's occupation and what it entails, why the child is working, perceptions about domestic child labour, details about working conditions, wages, work schedules, and work experiences, the relation between work and school, and what other activities the child carries out within and outside the home, should be interviewed.

When interviewing working children, great care must be taken in order to avoid causing the child any harm.

Techniques may include personal histories, recall of activities of the previous day, story narration, recall of participation in past projects or research, etc. Questions must be geared towards the respective target group, the list of questions should be pre-tested, the interviews should be kept short and focus on specific issues, and time should be allowed for building up a relationship with the child being interviewed.<sup>1</sup>

#### **4.7 Focus Group Discussions**

Discussions within focus groups of 12-15 people, including groups of children, adults, employers, teachers, and community leaders, will be conducted by the research institute(s).

#### **4.8 The use of questionnaires**

Short questionnaires may be used in various settings, either to obtain information on children and households engaged in domestic child labour or to cross check information obtained through interviews.

Otherwise, enumerators shall be trained to ask questions following a standard list, but without using the list during the interviews.

#### **4.9 Data review and analysis**

From the earliest stages of research, coding should take place. Every observation, interview, or group interview shall be tabulated and coded for later data review and analysis. A standard observation sheet must accompany every data collection section. Crosschecking between different research methods will validate results.

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<sup>1</sup> For a discussion of the relevant issues, see C. Edmonds: *Ethical Considerations when Conducting Research on Children in the Worst Forms of Child Labour*, available in the TBP MAP Kit or from the TBPMAP website: [www.ilo.org/public/english/standards/ipecc/themes/ti\\_mebound/tbpmmap/index.htm](http://www.ilo.org/public/english/standards/ipecc/themes/ti_mebound/tbpmmap/index.htm)

When looking through the material, special attention must be given to recurrent themes in the information obtained from domestic child labourers, to patterns observed, to pathways of ending up in domestic child labour, and on the mechanisms of the supplyside of the domestic child labour problem.

During data review, field sites may have to be visited in order to validate information or to ask follow-up questions on themes that have been ignored during the initial fieldwork.

## 5 Presentation of results

The draft report shall include the following components:

- a detailed description of the research methodology (research methods used, number of children interviewed and number of focus group discussions, problems encountered, lessons learned, etc.);
- a general description of what is meant by domestic child labour;
- a description of the socio-economic situation of households engaged in domestic child labour, as well as of the larger economic context in Nepal;
- a brief picture of the educational services provided in the area;
- a description of the institutional framework in which domestic child labour takes place (legislation, history of child labour, past projects on domestic child labour, organizations addressing the needs of domestic child labourers, etc.);
- results of the household survey;
- description of the child labourers in the area and their residential, economic and educational level;
- incidence of domestic child labour;
- detailed description of the kinds of work child labourers perform, rates and pattern of remuneration, average educational level of the working children, relation between work and school and work and skills training,

the children's hopes and future prospects, etc.;

- solutions and possible alternatives for domestic child labourers (human development, income generating activities, etc); and
- conclusions and recommendations to be considered by policymakers.

The draft report will form the basis of a stakeholder workshop with IPEC and other relevant parties.

The language used in the final report must be clear and unambiguous. The report shall not be longer than 40 pages and must include the following sections:

- background;
- statement of objectives;
- research method;
- selection of the study sites;
- methods of data collection;
- results (including nature of occupations, general working conditions, physical, psychological and moral hazards, positive attractions and motivational features, factors regarding schooling, resources available);
- lifestyle profiles; and
- suggestions for additional work

The research findings will be disseminated widely and will be made easily accessible for policy making. The

research institute(s) will be asked to present their findings at a seminar or formal meeting to be organized by IPEC. The research process and methods

employed will be analysed and documented for improved future research approaches and instruments.

## 6 Time-frame

The research institute(s) will undertake the RA and present the above-mentioned outputs and results within a period of three months.

A detailed work plan covering all activities under the RA must be submitted to ILO/IPEC within one week of the signing of the External Collaboration Contract.

## Annex 2

### Terms of Reference

# Overview of the educational system in Nepal and its implications for the Time-Bound Programme for the elimination of the worst forms of child labour

The text presented here is an abridged version of the terms of reference for this study. The section overviewing the existing educational system in Nepal and the rationale for the study has been omitted.

## 1 Purpose of the policy analysis

The review of the educational system of Nepal will form part of the background information package when designing the TBP. It will also serve as a situation analysis against which to measure the progress of the implementation of the TBP designed to eliminate the WFCL in

Nepal.

The review of the educational system in Nepal is being conducted along with four RAs on the WFCL and three policy analyses on legislation, poverty and IPEC's social partners.

## 2 Method

### 2.1 Background information

In order to gain background knowledge and to help focus the review, the Researcher will collect and examine published and unpublished literature, relevant past research studies, as well as all available statistical data on formal, non-formal and vocational education with particular reference to children under 18

years. The work should include a proper analysis of the origin of data and methods used, the conditions, methods of processing and recording, accuracy, level of analysis and assumptions made.

An inventory of the relevant secondary sources will be drafted with a particular focus on:

- establishing a norm against which to compare the more detailed research to be undertaken by the researcher, and
- creating a broad overview of how the present educational system may have an impact on the development of the TBP on the elimination of the WFCL in Nepal.

## **2.2 Knowledgeable individuals and institutions**

Discussion and consultations with knowledgeable individuals and organizations familiar with the details of the educational system in Nepal must take place in order to identify the principal features and problems.

An observation sheet must be filled out after each such consultation in order to facilitate subsequent tabulation, analysis and eventual validation of the information provided by the individual and/or the institution.

Such consultations shall also serve as a means of facilitating research, for identifying partnerships to be developed further, for assessing possibilities for local resource mobilization, and for ensuring individual and institutional cooperation in future project work.

## **2.3 Key informants**

To help focus the study in terms of topics to be examined, the researcher shall carefully list, select, and interview government officials of relevant ministries, local politicians, community leaders, teachers, employees of social services and/or other individuals on their knowledge of the educational system in Nepal.

The key informants may be asked to facilitate a visit to districts of special interest, local schools or innovative educational projects in place in order to assess the overall state of the educational system, the practical problems relating to improving education, and their implications for the TBP.

Interview sessions should focus on the actual as well as perceived problems of the educational system in Nepal. The Researcher should carefully note and map the key informants' suggestions for improving projects on education.

## **2.4 Geographical focus**

It is of special importance that detailed information on the educational system is provided from geographical areas in which the TBP is to be implemented.

These geographical areas include urban centres as well as the low-development-index districts of western, mid-western and far-western regions of Nepal.

## **2.5 Children and the education system**

In relation to the WFCL, the educational system review shall focus in particular, on the linkages between education and child labour. The WFCL are not likely to disappear if the education system fails to attract and retain the children, since it is most likely that the groups of children vulnerable to recruitment into the WFCL drop out first.

In order to develop an education system geared toward catering for children liberated and children at risk, it is essential that the researcher assess the existing education system as seen from the perspective of the most vulnerable children.

By adopting the RA methodology - and by conducting interviews and focus group discussions with groups of working children, as well as teachers, community leaders and parents - the researcher shall attempt to describe the mechanisms and practices at school level that cause children to drop out and to enter the child labour market. The researcher shall thus strive to give the vulnerable children a voice, by interviewing them and by integrating case studies in the final report.

When interviewing working children, great care must be taken in order to

avoid causing the child any harm.<sup>2</sup> Techniques may include personal histories, recall of activities during school, story narration, recall of participation in different forms of education, etc. Questions must be geared towards the respective target group, the list of questions should be pre-tested, the interviews should be kept short and focus on specific issues, and time should be allowed for building a relationship with the child being interviewed.

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<sup>2</sup> For a discussion of the relevant issues, see C. Edmonds: *Ethical Considerations when Conducting Research on Children in the Worst Forms of Child Labour in Nepal*, op. cit.



## 3 Education and the TBP

### 3.1 Education profile

On the basis of the above-mentioned research components, the researcher will first provide an overview of the education system in Nepal.

Compiled at the national, district and Village Development Committee (VDC) level, the researcher shall construct an "education profile" consisting of indicators relating to both net enrolment and completion rates. At a minimum the indicators shall include number of schools, average size of schools, number of private schools compared to public schools, enrolment statistics, dropout rates, actual school attendance, average numbers of students in each grade, literacy rate, content of education, teachers' qualifications, teaching materials available, etc. Data must be broken down in categories of girls and boys, social/ethnic groups, high/low income, and poor/good health.

When analysing the data, the following categories of age must be employed: 5-9, 10-14 and 15-17.

A mapping of the level and state of the education system shall be prepared for each district and region. Indicators used for mapping shall, at a minimum, include enrolment in first year of primary education, enrolment in last year of primary education, dropout rate, and number of girls in school relative to boys.

### 3.2 Causes of low enrolment rate, high repetition and dropout rates

In addition to the analysis outlined above, the researcher shall identify the possible causes of low enrolment rates, high dropout rates and high repetition rates among different social groups as well as differences between boys and girls.

Factors described and assessed must include accessibility, affordability,

availability of school facilities, teachers, and textbooks, as well as quality in terms of teachers, amount of teaching provided, curriculum, etc.

Socio-economic factors at individual, family and community levels will also be included when describing the causes of low school attendance. Consequently, correlation and collaboration with the poverty study (*Review of the Poverty Reduction and the Decentralization Strategies of Nepal*) must be ensured.

### 3.3 Overview of past education programmes

The description of the education system must include a brief historical overview of major issues and developments relating to education in Nepal as well as a résumé of the political and economic context in which the attempts to improve the education system is taking place.

Special attention should be given to past achievements, weaknesses in programmes for improving the education system in Nepal, and documenting eventual changes in these programmes and the reasons for changes.

### 3.4 Desk review of policies and legislation relating to the education system

The review of policy and legislation relating to the education system of Nepal must take into account and list all national laws, national policies as well as the institutional framework in place.

The purpose of the desk review is to give an overview of the legal framework regulating the education system and to assess whether or not it is sufficient. By sufficient is meant whether the laws and policies are technically complete both in themselves and within the existing system of national legislation, and whether and how they are implemented, monitored and enforced in practice.

### **3.5 Identifying and listing stakeholders**

When reviewing the education system, attention must be given to identifying and listing the major stakeholders (national as well as international) and their critical role in improving the education system. An overview of major actors and institutions shall be mapped out with a view to identifying where power and authority lies, especially with respect to spending on education.

In particular, attention must be given to actors and institutions within and outside the education system who may help prevent and combat child labour when designing the TBP.

### **3.6 Linkages to the labour market and employment**

In order to assess whether and how education leads to decent work, the researcher must assess the role of vocational and skills training in existing programmes. When describing the vocational training and skills training facilities available, the needs for such skills in the labour market must be assessed as well.

Moreover, the role of the employers in relation to securing linkages between the education system and the labour market must also be described.

### **3.7 National and international support**

Government resources used to date and budget allocations for the education system must be described in full detail.

Further, the potential for social mobilization and community participation shall be assessed. Examples of past successful community participation shall be documented and described in order to mainstream best practices into the development of the TBP.

Education is a big part of the national budget, and many donors and agencies have education as a top priority for development cooperation. Existing donor support shall be mapped in order to get a full overview of trends relating to the size, content, objectives and areas of donor intervention. Specifically, donors supporting prevention of the WFCL through education must be identified and their policies and activities described.

Moreover, the actual output and impact of donor interventions shall be critically assessed, underpinned by mapping out local stakeholder views and comments on past donor support.

### **3.8 The TBP and the education system**

Focusing on the problems of the education system, based on the research findings, the researcher should identify and recommend solutions and interventions that may form part of the TBP on the elimination of the WFCL in Nepal.

## **4 Presentation of results**

The draft report shall include the following components:

- a detailed description of the research methodology (research methods used, number of interviews, problems encountered, lessons learned, etc.);
- a general description of the prevalent forms of child labour and why they qualify as worst forms of child labour;
- a thorough analysis of the themes mentioned above;

- conclusion and recommendations to be considered by policymakers;
- inventory of sources used and key informants consulted; and
- annexes containing questionnaires, interview reports, etc.
- results;
- the prospects faced by working children in Nepal;
- case studies; and
- suggestions and recommendations.

The draft report will form the basis of a national seminar with ILO/IPEC and other relevant stakeholders. The language used in the final report must be clear and unambiguous. The report must include the following sections:

- background;
- statement of objectives;
- research method;

The research findings will be disseminated widely and will be easily accessible for policy making.

The researcher will be asked to present the findings of the review at a seminar to be organized by IPEC. The research process and methods employed will be analysed and documented for improving future research approaches and instruments.

## 5 Time-frame

The researcher will undertake the review of the education system in Nepal and present the above-mentioned outputs and results within a period of two months.