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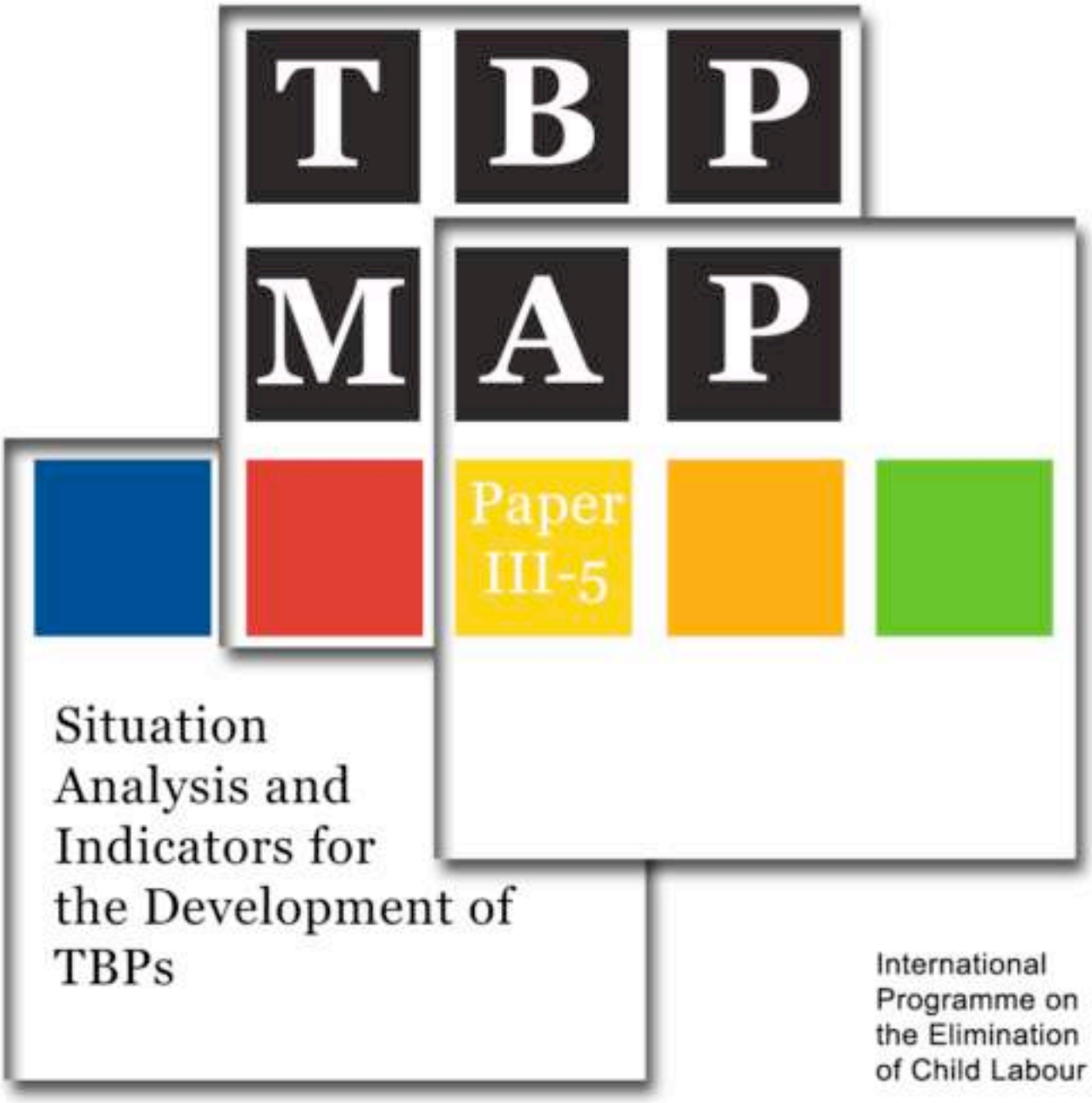
Manual for Action Planning



Situation Analysis and Indicators for the Development of TBPs

International Programme on the Elimination of Child Labour

Situation Analysis and Indicators for the Development of TBPs

Prepared by Angela Martins-Oliveira, IPEC/SIMPOC, with Astrid Marschatz and Carolina Vizcaino. Based on a report by Robert Jensen.

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Contents

1 Introduction 1

1.1 Why we need situation analysis 2

2 Specific knowledge requirements 7

2.1 Common Variables 7

2.2 Indicators 9

3 Sources and methodologies for data collection 21

3.1 National Sample Surveys 21

4 Process of conducting situation analysis 25

1 Introduction

Situation analysis refers to the process of identifying, collecting and analysing relevant information to determine the nature of the child labour problem, its causes, the socio-economic context in which it occurs, the relevant policy environment, the existing responses including institutions and processes, and the concerned stakeholders the context of the Time Bound Programme (TBP). It requires information and indicators at various levels and from various sources, as well as appropriate instruments for collecting and analysing them, both of qualitative and quantitative nature and looking at institutions, policies and communities. Situation analysis is part of the process of building the knowledge for child labour. It is fundamental to the initial development of a TBP and to its ongoing monitoring and evaluation.

This paper focuses primarily on the situation analysis related to the nature of the child labour problem and its causes. Papers III-1 (*Building the knowledge base for TBP development*) and V-1 (*Strategic Planning in TBPs*) of the TBP MAP kit provide further details on the other elements of situation analysis and the planning process in which it is

AIDS	Acquired Immune Deficiency Syndrome
CLS	Child Labour Systems
GDP	Gross Domestic Product
HDR	Human Development Report
ILO	International Labour Organization
IPEC	International Programme on the Elimination of Child Labour
LSMS	Living Standards Measurement Survey
MICS	Multi-Indicator Cluster Surveys
NGO	Non Governmental Organization
RA	Rapid Assessment
SIMPOC	Statistical Information and Monitoring Programme on Child Labour (ILO/IPEC)
TBP	Time-Bound Programme
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNESCO	United Nations Educational, Scientific an Cultural Organization
UNICEF	The United Nations Children's Fund
WDR	World Development Report
WFCL	worst forms of child labour
WHO	World Health Organization

used.[1]

There are four main sections in this paper. **Section 1.1** explains why it is important to undertake situation analysis as a prerequisite to an effective TBP. **Section 1.2** outlines the specific information required. **Section 1.3** provides an overview of the sources and methods of data collection. **Section 1.4** explains the process of conducting a situation analysis.

1.1 Why we need situation analysis

An essential component of the TBP is to build a knowledge base regarding the worst forms of child labour, in order to understand the dynamics and scope of the problem. This knowledge base includes knowing which children are working **(who),** what they are doing **(what),** where they are doing it **(where)**, when they are working and how it influences schooling **(when),** and what are the root causes of worst forms of child labour **(why**). Box 1 summarises the value of such information for developing a TBP. This set of information relates more to the

Box 1 Types of Information and their value for developing a TBP

Knowledge Need	Definition	Value of this knowledge for developing TBP
Who?	Which children, of what age, and how many are working? Boys, girls, caste, ethnicity, etc.	Needed to target policy, to monitor trends and evaluate impact
What?	What kinds of work are they doing? Not just activities, but also working conditions.	Help establish priorities, describe the nature of the situation.
Where?	In what parts of the country are these forms of child labour taking place? Includes both place of occurrence, as well as source of the labour.	Important for targeting.
When?	Time of day, school year (season) number of hours per day, days per week and months per year.	Consequences.
Why?	What are the root causes of children being in the worst forms of child labour?	Necessary for design interventions.

[1] These and other papers are available in the TBP MAP kit or from the TBP MAP web site: www.ilo.org/public/english/standards/ipec/themes/timebound/index.htm.

working children themselves, and this is the focus of this document. However, a thorough analysis also requires knowledge of issues external to the affected child, such as other intervention programmes and efforts in place, and information relevant for programme implementation, including partners and local institutions and their implementation capacity.[2]

Situation analysis therefore becomes indispensable for developing a coherent and integrated TBP, as can be illustrated by the four major stages; namely:

(a) understanding the magnitude and causes of the worst forms of child labour (including the context in which interventions on child labour take place);

(b) determining the strategic objectives of the TBP;

(c) selecting types of interventions – designing and targeting programmes; and

(d) implementing, monitoring and evaluating the TBP and its components.

These points are briefly elaborated below.

Understanding the magnitude and causes of the worst forms of child labour. This begins by relating a set of basic causes of child labour to the most appropriate interventions against them. There are many different paths that lead children to the worst forms of child labour. Most causes are of an economic or social nature. In some cases, the children will secure a livelihood for their families, or are perceived to acquire income-generating skills; in others, they will be lured away with false promises, or perhaps abducted. Such children may also be used to pay off debt, either through bonded labour or by working to raise money for the debt payments. Each reason, factor or cause of child labour leads to different policy priorities. It is only by uncovering the various causes through careful data collection and situation analysis that the most appropriate and effective policies and programmes can be implemented. Moreover, the understanding of the causes of the worst forms of child labour is also crucial for identifying children at risk and for designing prevention programmes.

Determining the strategic objectives of the TBP. Based on an understanding of the problem, the next step is to state the overall strategic objectives to be achieved and then determine the best mix of policies and programmes, from among all possible options, that will help attain these goals. In some cases one policy or programme could have a positive effect on more than one of the factors leading to child labour. For example, facilitating access to credit will benefit low income families, contribute to financing school costs, provide resources to pay off debts and make the household less vulnerable to economic shocks. Box 2 provides an example of the link between some factors relevant to child labour and the possible interventions.

[2] See Papers III-1 (Building the knowledge base for TBP development) and V-1 (Strategic Planning in TBPs) of the TBP MAP kit.

Box 2 Examples of factors relevant to child labour and possible interventions		
Factor	**Indicator/Information**	**Policy/Intervention Programme**
	School	
Access	Reason why child works: educational institution too far. (I) Distance to nearest school on a community questionnaire. (C)	Construction of schools, school transportation schemes. Access could also relate to coordination of school day--if children work during the day, it may be that children could also attend school if classes were held in the late afternoons or evenings[3].
Cost	Cost of education (tuitions, PTAs, etc)	School fees: Review of policy of financing education within the context of national macro economic framework.
Relevance	Reason why child works: education-not suitable. (I)	Curriculum design: Make content more locally relevant. Teaching of more applied work skills. Educate parents on potential value of education for children.
Quality	Spending per pupil and pupil-teacher ratio. (N) Comparative analysis of quality of education across communities within a country. Correlation between school quality and probability of working.	Encourage greater spending on educational institutions, in particular at the primary level, and curriculum design.
Debt	Reason child works: repay debt under contractual arrangement. (I) Add more questions about debt, sources of credit and insurance.	Public or NGO-sponsored credit or insurance programmes, especially to deal with short term economic needs or income shocks.

[3] Children may attend school and work if this is in line with the ILO Convention No. 182 (1999) and ILO Convention No. 138 (1973)

Poverty	Assets, income, relative to the poverty line (I) Poverty rate (N). Household expenditure might be used as a proxy for income, as households are more likely to report truthfully on their expenditure than their income.	Promote adult employment, sustainable livelihoods. Income grants for households with structural problems of poverty, such as poor health or disability. Also, explore provision of economic incentives: PROGRESA programme in Mexico provides an allocation for children to go to school.
Volatile Income	Shocks to income or sudden expenditure needs (health expenses, etc.) at family or household level (I)	Public or NGO-sponsored credit or insurance programmes, especially to deal with short term economic needs or income shocks. Strengthen households' ability to cope with shocks: credit, savings, insurance, etc.
High fertility	Child labour, by family size. (I) Average number of children per family (I) Total fertility Rate. (N) Contraceptive Prevalence Ratio (N) Whether households have a need for family planning services, as well as availability.	Family planning programmes. Programmes to educate parents about the benefits of smaller families. Efforts at reducing risks of infant mortality, which will correspondingly then lower fertility rates.
Parental attitudes and perceptions	Reason child works: education not suitable and the difference between boys and girls. (I) Attitudes about child labour, perceptions of education and goals for children. (I)	Information and education programmes to promote the value of education for children especially as relates to gender differences.

Demand for labour:		
Home	Reason child works: assist household enterprise. If adults are ill, injured or disabled, then children must perform their work around the household or family enterprise. (I) If family cannot afford to pay outside workers it might use own children as unpaid family workers. (I)	Use of labour saving devices. Labour market wage subsidies to encourage farmers to hire workers rather than use own children. For households with disabled/deceased adults, income support grants so children do not have to work on family enterprise.
Outside Work	Mechanization indicator, capital/labour ratio (N). Need more information on firms. (F)	Labour market wage subsidies to encourage farmers to hire workers rather than use own children. Promote technology and human capital accumulation that enhances relative productivity of adults.

Level at which indicator operates: I: Individual (or household); F: Firm; C: Community; N: National

An elaborate situation analysis should be able to bring out the relevant factors, including the policy and institutional context in which interventions on child labour will take place, and therefore improve the effectiveness of the responding policies.

Selecting types of interventions: Designing and targeting policies and programme interventions. Resources for combating child labour are limited and thus programmes should be tailored and targeted towards the most desperate situations while working towards the eliminations of all worst forms of child labour. Where available information on child labour has been sufficiently disaggregated (for example, by region/locality, sex, industry, occupation, educational background, etc.), it is possible then to isolate the most critical for action.

For example, knowing where children work is important for targeting withdrawal and rehabilitation efforts, as well as for identifying the demand for child labour. Knowing the origin of the child will allow us to identify children at risk, including information such as region, age, sex, caste/ethnicity, and socio-economic status. Analysis of data on children currently involved in the worst forms of child labour will help to create a reliable profile. Interventions should be targeted not just at those children currently involved in the worst forms of child labour (rescue and rehabilitation), but must also address the root causes, identify children at risk and aim at prevention. As with any kind of problem, one must address the fundamental causes, not just the symptoms, in order to avoid a revolving syndrome.

Implementing, monitoring and evaluating TBP and its components. The successful implementation, monitoring and evaluation of a TBP requires a strategic planning and implementation process that, based on an analysis of existing capacity of relevant partners and co-operative implementing agencies, outlines an operative strategic plan for the TBP to ensure that interventions are

implemented in line with the overall strategy of the TBP. It is particularly important that the monitoring and evaluation process provides, on an ongoing basis and at all levels, the information required to continuously assess the results of selected interventions, their contribution and link to the strategic objectives of the TBP and the overall impact of the TBP in reaching target groups and achieving demonstrated sustainable impact.

2 Specific knowledge requirements

2.1 Common Variables

The framework set forth by Conventions 138 and 182 and accompanying Recommendations leads to two distinct key measures. The first is whether a child is '***economically active***,' (or is a '***child worker***'). This is a very general definition, encompassing any work for pay (in cash or in kind), or unpaid family work. The second measure is specifically ***child labour***, meaning that the child's work is inconsistent with the principles under the Conventions and Recommendations, namely that the child is below the minimum age for a given industry or type of activity, or the child works excessive hours or under bad conditions or performs work that is potentially harmful.

While child labour (and definitely its worst forms) is clearly of greater concern, any policy that also has an effect on reducing child work also would be valuable. Thus it is important to consider it as well. Therefore, in order to reach an understanding of the child labour situation within a particular area, choices must be made about the important variables on which information should be gathered. With regard to the child labour situation, these include the following:

- An estimate of the ***incidence of the worst forms*** of child labour in an area, and a preliminary understanding of the kinds of work children do there.
- ***Characteristics of the working children*** including sex, age, caste and ethnicity. It is also important to understand the family background, and characteristics of the communities, their migration and work histories, and the influences that resulted in their working.
- ***Living conditions*** including the living context (location, alone or with parents, quality of relationships), and economic condition (ability to support household and inability to meet basic needs, quality of housing, assets available, access to basic services).
- ***Working conditions*** of children in the area or in a particular occupation within it, including work processes, environment and their physical effects, hours, time of day, place of work, rates of pay, relation to the employer.
- ***The relation between school and work***, the attitudes toward education of children and parents, the forces, pressures and attitudes that push children in one direction or the other, and the availability, accessibility (economic and physical) and condition of schools in an area. The information may also include school enrolment in the area, access to schools, financing education, etc.
- ***The extent of hazardous***, unhealthy or morally unsound or illicit conditions in child activities in

the area, the numbers of children involved in them, the pathways that led to those situations, the chances for improvement or removal of the children from those conditions, the desire for rehabilitation, etc.

In addition, variables relevant to other factors to consider in analysis of the situation of child labour with a view to identifying action and intervention are:

- ***The policy environment and socio-economic context*** in which child labour is prevalent and in which context interventions on child labour will take place. Such variables might include existing legislation and its enforcement; policies on child labour related issues such as poverty, education and other social aspects; and community attitudes and awareness. This applies both at national and community levels.
- ***Existing responses and basis for initiating programmes*** and interventions by governments, NGOs, etc. - including an appraisal of existing resources, mapping and analysis of existing and planned responses, and assessment of capacities of agencies and partners that can help address problems.

The information collected on these variables can be obtained and presented at three levels, namely: (a) the national analytical level; (b) the specific target area or specific form of child labour (specific WFCL); and (c) programme/policy (intervention) level. In each case, the data can be presented in five categories as follows:

The Child

- Characteristics (age, sex, caste, ethnicity, mental and physical health, etc.).
- Basic Learning Competencies (literacy, numeric and life skills).
- Activities (previous and present economic and non-economic activities, school, leisure).
- Attitudes (for example will they accept help, or will they resist efforts to remove them from worst forms of child labour?).
- Migration (place of origin, number of years living/working in current place, urban/rural)

The Household

- Family characteristics (demographic composition).
- Socio-economic status (income, state of indebtedness, assets).
- Living conditions (access to health/sanitation, electricity, place, type of house)
- Parental education (literacy, level of schooling of mother and father), work status of mother and father (employed or unemployed, formal/informal labour market, self-employed, relative wage analysis)
- Parental perceptions (valuation and attitudes towards education, present and future goals for girls and boys, awareness of worst forms of child labour, attitudes against worst forms of child labour).
- Migration (place of origin of household members, number of years lived in the current place, urban/rural)

Working Conditions

- Workplace characteristics (formal/informal, sector, size, type of employment).
- Characteristic of work (activities, number of hours worked per week, and number of days/weeks and months, time of day).
- Payment (type of payment, amount and frequency, relative wage analysis, use of earnings)
- Interactions with employer (type of recruitment, rewards, sanctions) and other workers

- Hazards faced by girls and boys (unhealthy or morally unsound or illicit conditions, occupational accidents and diseases, ergonomic hazards, harmful substances and sources of exposure, exposure to physical, chemical agents and ergonomic and psychological hazards, use of tools or machinery, use of protective equipment).

The Community Infrastructure (wells, roads, sources of fuel).

- Health and Sanitation (primary health care facilities, family planning services, general health/sanitation situation, and availability of sufficient food and water).
- Schools (presence, highest grade offered in community schools, availability of alternative education, distance, access, cost, quality, teacher characteristics, monitoring).
- Local economy (income distribution, land ownership, capacity of local government, adult labour markets, types of industry/employment, technology, availability of vocational training).

Contextual indicators/factors external to the household.

- Political (participation, democracy, commitment to programmes, principles of good governance).
- Legal (legal framework (criminal, education, labour), enforcement capacity).
- Demographic (fertility rate, mortality rate, population growth rate, contraceptive availability/use/attitudes).
- Socio-economic (poverty, wealth, inequality).
- Economy (employment rates, quality of adult employment as measured by visible and invisible under-employment, industry, trade).
- Education (male/female literacy rates, total expenditures).
- Attitudes (regarding schooling, gender, awareness of worst forms of child labour, attitudes against worst forms of child labour, degree of mobilization against worst forms of child labour, community participation on social issues).

2.2 Indicators

From the information generated on the above variables (at national, local target area or WFCL, and programme/intervention levels), it is possible to develop indicators on child labour. These are indicators that capture the situation related to child labour at any given moment. Some of these indicators will be combined with more specific indicators at the programme/interventions level to support the monitoring and evaluation of the achievement of specific interventions.

The purpose of the development of indicators on child labour is to help achieve the following goals:

(a) make an accurate assessment of the magnitude of the problem of child labour as it exists now;

(b) establish and examine patterns that may point out potential factors and causes of child labour;

(c) aid in the design of programmes intended to address child labour and identify priorities within countries. The results will be useful to policy-makers, advocates and researchers within and outside the participating countries. It will also serve as a focal point for advocates, by establishing a database and accompanying documents to focus international efforts and attention on the issue of child labour;

(d) facilitate the monitoring of the child labour situation (in particular as part of a Child Labour Monitoring system)

(e) enable assessment of the impact of the TBP.

The goal is to create indicators which are easy to calculate with existing and accessible information, easy to understand and interpret, and which have comparability over time. Through the use of control groups, indicators also allow to identify specific causal factors of child labour as well as the impact of work on children's physical and mental health and education. The ideal measures should draw attention to the forms of child labour most hazardous to children. The measures should also be gender-sensitive. Often, activities, especially around the household, are labelled as work for boys and chores for girls. But at their core, the activities of girls around the home can be as hazardous and time-consuming (and thus potentially in conflict with schooling, rest and recreation) as all other forms of child labour, so special care must be taken in assessing this often unrecognized form of child labour.

Box 3 gives examples of indicators from the four main clusters, namely: Work, incidence and magnitude; Correlates and Causes of child labour; Consequences; and Contextual indicators. The latter refers to indicators for some of the contextual or external factors that explain the socio-economic context. The list of contextual indicators in Box 3 should be completed by indicators reflecting the possible impact of related policies and interventions; the possible capacity and institutional resources and the socio-economic and cultural aspects such as attitudes to child labour and social relationships in communities.

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
Indicator Set 1. Work: Incidence and Magnitude			
Child Labour	Number of children involved By: Age Group; Sex; Caste; Ethnicity; Region; Rural/Urban; Type of workplace (workshop, family, domestic work)	The number of children who reported to have worked either for pay (cash or in-kind), or unpaid family workers during the reference period, and nature of work or amount of time spent working meets any of the following conditions: child is below the minimum age for the industry or type of work; works excessive hours; is engaged in one of the 'worst forms', hazardous conditions, as specified in reference to C. 182.	For some forms of child labour, SIMPOC household based survey. For others, will need baseline surveys. For others Rapid Assessment (RA) methodology. In some cases, complete enumeration.
Intensity of work	Average Hours worked per week and timing of the work (night, day, during school time etc) By: Age Group; Sex; Region; Rural/Urban; sector.	Average of hours worked per week among child labourers and time of day work is performed.	" "
Intensity of work	Days worked per week and timing of the work By: Age Group; Sex; Region; Rural/Urban; sector.	Average number of days worked per week among child labourers, weekdays or weekends, and time of day work is performed.	" "
Intensity and seasonality of work	Months worked per year By: Age Group; Sex; Region; Rural/Urban; sector.	Average months worked per year among child labourers, during school year or vacation.	" "

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
Work Conditions	Physical hazards to which child labourers are exposed By Age Group, Sex, Rural/Urban, Sector	Level of physical hazards to which children are exposed, measured by extreme levels of temperature at workplace, humidity, and excessive exposure to sun, rain, traffic, noise, inadequate light. Other important physical variables include exposure to animal/insects and risk of becoming ill with infectious diseases. Use of tools or machinery without proper training and protective equipment.	Baseline Surveys, RA
Work Conditions	Chemical hazards to which child labourers are exposed By Age Group, Sex, Rural/Urban, Sector	Level of chemical hazards to which children are exposed, measured by use of pesticides, or other chemical substances, exposure to plumb, dust, smoke or toxic gas, and lack of use of protective equipment.	Baseline Surveys, RA
	Ergonomic hazards to which child labourers are exposed By Age Group, Sex, Rural/Urban, Sector	Level of ergonomic hazards measured by muscular efforts, traumatic injuries.	Baseline Surveys, RA
	Percentage of children workers who work for own-family vs. external employer By: Age Group, Sex	Important to determine nature of relationship between children labourers and parents that are also employers, and external employers. Information regarding employer's/parent's sanctions and rewards to children at work is also useful.	SIMPOC Household Survey, Baseline Surveys, RA

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
Use of earnings	Work by payment status Paid in cash, in kind, amount and frequency. By: Age Group, Sex, Rural/Urban/ Sector	Important for understanding the employment circumstances of children. Also relevant for understanding the role of child labour for household livelihood and subsistence.	SIMPOC Household Survey, Baseline Surveys, RA
	Extent of saving for different reasons among children labourers who earn an income (supplement household, school fees, etc.) By: Age Group, Sex, Sector	Information regarding use of earnings is important to identify the role of child labour for household livelihood and subsistence.	SIMPOC Household Survey, Baseline Surveys, RA
Schooling Indicators			
School enrolment	Net School Enrolment Ratio By: Age Group, Sex, Region, Urban/Rural; whether currently child labourer; whether currently child worker	For children of the official primary school age group, enrolment in primary education, expressed as a percentage of the population in that age group.	SIMPOC Household Survey, Baseline Surveys, RA
School participation	Never Attended School By: Age Group; Sex; Region; Rural/Urban; whether currently child labourer; whether currently child worker.	Percentage of all children who have achieved the age for of mandatory attendance of primary school who have never enrolled in school.	SIMPOC Household Survey, Baseline Surveys, RA
School leaving	School Dropout Rate By: Age Group; Sex; Region; Rural/Urban; whether currently child labourer; whether currently child worker.	Percentage of all children who are above the age for mandatory attendance of primary school and below the legal school-leaving age, who are not attending school, but have attended school at some point in their lives.	SIMPOC Household Survey, Baseline Surveys, RA

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
Quality of learning	School quality: Basic Learning Competencies By: Age Group; Sex; Region; Rural/Urban; whether currently child labourer; whether currently child worker.	Percentage of all children above a certain age (14) who can read and write	SIMPOC Household Survey, Baseline Surveys, RA
Progress in school	School-age distortions By: Age Group; Sex; Region; Rural/Urban; whether currently child labourer; whether currently child worker.	Percentage of children of a certain age enrolled in school who are behind the grade that corresponds to their age	SIMPOC Household Survey, Baseline Surveys, RA
Work and School	Student Labourers By: Age Group; Sex; Rural/Urban	Percentage of all child labourers who are currently enrolled in school.	SIMPOC Household Survey, Baseline Surveys, RA
Category	**Indicators**	**Definition**	**Means of Verification**
Indicator Set 2. Correlates and Causes of Child Labour			
Causes	Child Labour Rate, by family size By: Sex; urban/rural.	For different family sizes, create a simple tabulation of the percentage of children who are child labourers.	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by number of dependants and number of adults of working age in household By: Sex, urban/rural, whether currently child labourer, whether currently child worker	Average number of dependants (those aged 0-14 and 65+) and adults of working age (15-64) in household	SIMPOC Household Survey, Baseline Surveys, RA

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
Causes	Child Labour Rate, by sex of household head By: Sex; urban/rural.	% of children from female headed households who are child labourers vs. from male headed.	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by family status By: Age Group, Sex; Rural/Urban;	% of child labourers that live with both parents/only father/only mother/only, alone, relatives, other adults, peers	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by parental educational status By: Sex, Mother/Father	% of child labourers with parents with different education levels (none, primary, secondary, above secondary)	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by parental literacy By: Sex, Mother/Father	% of child labourers with literate/illiterate parents	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by parental employment status By: Sex, Mother/Father,	% of children labourers with parents with different employment status (employed, self – employed, unemployed, wage employed) and labour market sector (formal /informal) and type of activity (farmer, white collar business, etc), and level of wage (below/ above minimum wage)	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by socio-economic status By: Sex; Rural/Urban.	For deciles of income/expenditure (or above/below poverty line), % of children who are child labourers.	SIMPOC Household Survey, Baseline Surveys, RA

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
Causes	Child Labour Rate, by state of indebtedness of the household By: Rural/Urban	% of children from households which are indebted that are labourers	Baseline Surveys, RA
Causes	Child Labour Rate, by migration status By: Sex	% of children who are migrants (urban/rural; other regions/countries) that are child labourers	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by migration status of household By: Sex	% of children whose parents/guardians have migrated (urban/rural; other regions/countries) that are child labourers	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Child Labour Rate, by reason child works By: Age; Sex; urban/rural.	% reporting various reasons why child works; (need income; pay debt under contractual arrangement; assist household enterprise; education not suitable; school too far).	SIMPOC Household Survey, Baseline Surveys, RA
Causes	Previous working activities of children By: Workplace, Region, Period worked, Starting age.	Previous activities of children, % of children whose previous activities included working in other worst forms of child labour Whenever possible this information should be gathered. Previous working experiences of children are useful to assess the impact of previous targeted interventions as well as to identify patterns and pathways that lead to specific worst forms of child labour.	Baseline Surveys, RA

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Means of verification**
Indicator Set 3. Consequences of Child Labour			
Consequences	Injuries among child labourers By: Age; Sex; sector of employment	Among all children who have ever worked, % hurt at work.	SIMPOC Household Survey, Baseline Surveys, RA
Consequences	Serious Injuries among child labourers By: Age; Sex; sector of employment	Among children who have been hurt, % where injury resulted in hospitalisation or permanently prevented work.	SIMPOC Household Survey, Baseline Surveys, RA
Consequences	Work Interference with Schooling By: Age; Sex; urban/rural.	Among child labourers, % reporting their work interferes with attending school or studies.	SIMPOC Household Survey, Baseline Surveys, RA
Consequences	Consequences of eliminating child labour By: Age; Sex; urban/rural.	What would happen if child stopped working (household living standards decline, household cannot afford to live, household business can't run)?	SIMPOC Household Survey, Baseline Surveys, RA
Indicator Set 4. Contextual Indicators			
Population and Human Capital	Total fertility rate	The average number of children a woman can be expected to have over the course of her life	Demographic and Health Surveys; World Development Report, Human Development Report

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
Population and Human Capital	Population growth rate	Change in the size of the population relative to its size in the base year	Demographic and Health Surveys; World Development Report, Human Development Report
Population and Human Capital	Poverty Rate By: region, urban/rural residency, sex of head of household	% households with income less than $1 per person per day, % of households with unmet basic needs	" "
Population and Human Capital	Inequality	Income distribution by deciles or quintiles, Gini coefficient	National Household Surveys
Population and Human Capital	Access to basic social services	% Population (urban/rural) access to potable water, sanitation,	Human Development Report, National Household Survey
Population and Human Capital	Life Expectancy By: Sex	Average years expected to live at birth	Demographic and Health Surveys; World Development Report, Human Development Report
Population and human capital	Infant mortality rate	Number of deaths of children under one year of age for every 1000 live births	Demographic and Health Surveys;
Population and human capital	Contraceptive prevalence rate		Human Development Report
Population	Adult Literacy Rate (male	% Population 15+ who can	" "

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
and Human Capital	vs. female)	read and write.	
Education System	Public School Expenditure at the primary level (% GDP and % of total public social spending; per student)	Public expenditures (current vs. capital) on primary education, as % of GDP, of total public social spending, and per pupil (3 separate measures)	UNESCO, Human Development Report
Education System	Pupil/teacher ratio (School quality)	Ratio of students per teacher. A good indicator of school quality.	UNESCO
Education System	Presence of schools (public, private), highest grade offered, availability of vocational centres. Per: Sector (urban/rural), level (primary, secondary), type (public, private)	Characteristics and availability of schools.	Baseline Surveys, RA, National Ministries of Education
Education System	Costs of Attending School	Average cost attending primary school; fees, tuition, uniforms, books, supplies, transport.	Available for selected countries from LSMS
Health	Incidence of AIDS/infectious diseases By: Sex, Rural/Urban area	% of the population that are infected with AIDS/infectious diseases	UNAIDS, WHO, National Ministries of Health, RA
Economy	GDP per capita	Total GDP divided by total population.	Central Bank national accounts; WDR; HDR; Economist Intelligence Unit
Economy	Output Composition	% Of GDP for: agriculture;	Central Bank

Box 3 Proposed Detailed Indicators of Child Labour			
Category	**Indicators**	**Definition**	**Source of Information**
		mining; manufacturing; services, etc.	accounts; Economist Intelligence Unit; WDR database.
Economy	Capital intensity, manufacturing and agriculture	Standard Index of capital intensity, or capital/labour ratio.	" "
Economy	Sectoral distribution of labour force By: Sex	% of labour force in agriculture, manufacturing, mining, etc.	National Household Surveys, national labour force surveys
Economy	Unemployment rate By: Sex, and urban/rural residency	% of labour force that is unemployed	National Household Surveys, national labour force surveys
Economy	Under-employment rate By: Sex, and urban/rural residency	% of the labour force that is visibly and invisibly under-employed	National Household Surveys, national labour force surveys
Economy	Trade Engagement	Share of imports and exports in GDP.	" "
Labour Standards and Legal Environment	Minimum working age;	Minimum working age, by industry. Likely to comprise more than 1 simple indicator.	NATLEX; ILO database; recent ILO report measuring standards.
Labour Standards and Legal Environment	Compulsory schooling age;	Age to which children must remain in school.	UNESCO

3 Sources and methodologies for data collection

While national statistics about the population and the labour force are collected in a number of countries by means of censuses and labour force surveys, data on working children either do not exist or are incomplete in a large number of countries. Over the last five years, the IPEC/Statistical Information and Monitoring Programme on Child Labour (SIMPOC) has launched 50 national household-based child labour surveys. While these surveys are very useful for the production of comprehensive statistical data on the various aspects of working children at national and regional levels, they do not fully capture the "invisible" or "hidden" types of children's activities, many of which are carried outside the household and/or illegal circumstances and about which parents/guardians of children may feel reluctant to discuss in a structured type of interview. To map those forms of child labour, the methodology of Rapid Assessments (RA) has been developed jointly by ILO and UNICEF. It is applied in a number of countries by other organisations. Other international organisations - notably the World Bank, UNICEF and UNESCO - also have developed instruments for studying some aspects of child labour, in addition to conducting research in this area.

The major sources of information and methodologies to study child labour can be summarized under three sub-headings: (a) national sample surveys; (b) participatory approaches, including Rapid Assessments; (c) Baseline Surveys and (d) secondary sources including research results, documents and reports on socio-economic development programmes, policy studies, institutional studies and possible related information and monitoring systems on education and socio-economic aspects relevant to child labour.

3.1 National Sample Surveys

These are country-wide sample child labour inquiries intended to generate information on children's activities (aged 5-17), such as schooling and working in and outside the household. They are usually household-based. The use of the household as medium for studying child labour is supported by the fact that the decision as to whether a child will go to school or work, or do both, has a lot to do with the circumstances of the household and its composition. Understanding the dynamics of the household is, therefore, crucial to understanding the reasons for and consequences of child labour. It also provides an opportunity to establish the regional distribution in a particular country among sectors, as well as to better analyse gender issues. The major sources of information in this category are:

IPEC/SIMPOC Child Labour Surveys (CLS)

IPEC/SIMPOC is expected, by the end of 2003, to provide technical assistance to over 50 countries for conducting nation-wide child labour surveys. The key respondents in these surveys are the working and potential working children and their parents/guardians. In general, the surveys seek to obtain information on the magnitude, character, and reasons for child work, and to determine the conditions of work and their effects on the health, education and normal development of the working child. Many aspects can be incorporated into the survey questionnaires in order to learn about working children and their families; including demographic and socio-economic characteristics, housing conditions, workplace characteristics,

factors that lead children to work, and perceptions of the parents/guardians on children's work and schooling.

Box 4 illustrates some of the information obtained from Nepal Child Labour Survey. More examples and information can be obtained from ILO web site at: *http//:www.ilo.org/public/standards/ipec/simpoc*

Box 4: Example of Information Generated from Nepal Child Labour Survey, 1996

Over a quarter, 26.7% (2.6 million) of the total children of Nepal was found to be working in the country. The corresponding figures for male and female children are 27.9% and 25.5% respectively. The incidence of child labour among children aged 10-14 years (40.8% or 1,150 T) is more than 3 times higher as compared to the younger children aged 5-9 years (12.5% or 426 T).

Children in mountain zone constituted 38% who participated in economic activities followed by 30.5% (862 T) in the hill, and 21.2% (622 T) in the Tarai. As compared to male children (35.6%), child labour in mountain is higher among female children (40.6%). Incidence of child labour is the highest in Midwestern and Farwestern development regions. Child labour in these regions is estimated to be about 33% as compared to 24.2% in Central and 29.8% in Eastern region. The lowest incidence of child labour is found in Western region (20.7%).

Work participation of the rural children is nearly 2 times higher than that of urban children. Work participation rate for rural children is estimated to be 43.4 cent. The corresponding figure for the urban children is 23.0%. Mountain zone has the highest work participation rate of 52.2% and it is lowest in the Tarai (36.6%). Among the development regions, the lowest work participation rate of children is found in the Western region (33.2%), and the highest in the Mid western (50.4%) and Far-western regions (48.7%). All the zones and regions demonstrate a higher work participation rate for female children.

To supplement information obtained from households, IPEC/SIMPOC also has developed an approach to collect information from establishments and employers. Specifically, establishment/employer surveys seek to obtain information on the particulars of the establishment and the characteristics of the workforce. A special focus will be placed on children under 18 years of age, their wages, hours of work, and all other conditions of work and benefits. Information is also collected on employer perceptions of recruiting a child workforce - its advantages and drawbacks.

WORLD BANK – Living Standards Measurement Surveys (LSMS)

The World Bank over the last decade has been implementing household-based living standards measurement surveys in a number of developing countries. In most of the countries, the surveys are intended to monitor the social impact of structural adjustment programmes. It, therefore, collects information on issues such as poverty, access to education and health facilities, infrastructure, etc.

UNICEF Multi-Indicator Cluster Surveys (MICS)

The World Summit for Children in 1990 adopted 27 goals for the decade, on child survival, development and protection. As a means of assisting countries to fill data gaps on the situation of children so that progress towards the Summit goals can be assessed, UNICEF developed the Multi-indicator cluster survey (MICS). MICS were initially used at mid-decade to assess progress on a subset of the goals, but were used more extensively in the year 2000 to assess progress at end-decade, when more than 70 countries had carried out MICS to fill data gaps on children. Data have been

obtained on nutrition, health, education and protection. Many of these surveys have included a small set of questions on children's work outside the household, for a family business as well as housekeeping chores. A primary aim of these questions is to assess how the amount of work might relate to a child's development, particularly in terms of education and health status.

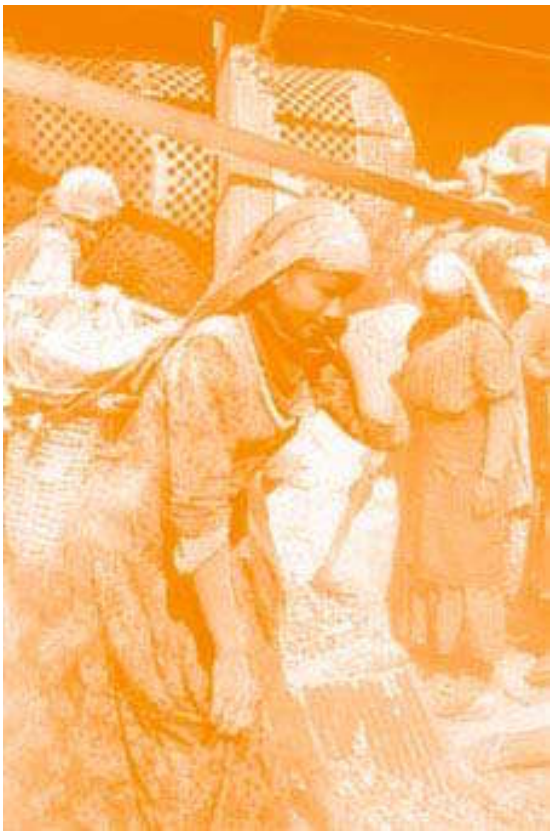
UNESCO Consultative Forum Reports

UNESCO has established an International Consultative Forum on Education for All: The Year 2000 Assessment. This is a major global endeavour that will enable participating countries to construct a comprehensive picture of their progress towards Education for All, to identify priorities and strategies, and to revise their national plans accordingly. Data sources are: annual school reports filed with the Ministry of Education, school surveys, school inspection reports, statistical reports by the national statistical office, household surveys, population censuses and studies and project reports prepared for the Ministry of Education or the donor community.

Rapid Assessment Method (RA): The participatory approach

The proposed TBP approach focuses more on the worst forms of child labour and therefore the methodology for investigation should be adapted for gathering information on more "hidden" or "invisible" forms of child labour in a quick and simplified way within small, clearly defined geographical areas - for example small individual communities, towns, villages, urban core, etc. For this purpose, the Rapid Assessment (RA) method, jointly developed by ILO and UNICEF, is recommended. Information about this can also be accessed through the web at: *http//:www.ilo.org/public/standards/ipec/simpoc*

RAs focus on areas known to have substantial concentrations of children involved in activities difficult to identify and quantify. Its output is primarily qualitative and descriptive. Some numerical data may be obtained as background information or through interviews, but these usually cannot be generalised to larger populations. It uses semi-structured questionnaires or none at all; household surveys; in-depth interviews and conversations; focus group discussions; careful and attentive observation; and background information derived from a variety of sources, such as key informants or knowledgeable persons.



RAs, thus, seek to strike a reasonable balance between statistical precision and impressionistic data gathering. They can generate information quickly which is realistic and very useful for raising public awareness, programming, planning, in-depth research and also for complementing the findings of national

household-based surveys, which fail to fully capture illegal or very hidden activities of adults or children. It is ideally suited for obtaining detailed knowledge of the working and life circumstances of children. It uses various sources of information and then arranges such information (factual, policy, legal environment, etc.) in an order that captures the dynamic of child labour in the specific locality. This dynamic is then related to wider national policy issues such as education, poverty eradication, structural adjustment and macro-economic stability.

In the context of one of its projects, IPEC/SIMPOC implemented 38 Rapid Assessment studies and 2 national reports on child domestic workers in 19 countries and one border area for selected types of the worst forms of child labour (i.e. 18 target groups). For the first lot of TBP countries, RAs were conducted in the following areas:

- **El Salvador** (child domestic workers, informal urban sector, hazardous child labour in fishing, garbage dumps, sugar cane plantations and commercial sexual exploitation.);
- **Nepal** (child trafficking, child domestic workers, bonded child labour, and hazardous child labour in ragpicking and portering); and
- **Tanzania** (hazardous child labour in commercial agriculture - tea, tobacco and coffee, hazardous child labour in mining; urban informal sector; and commercial sexual exploitation).

Other countries in which the findings of the RAs have provided crucial information for the preparation of the TBPs include Brazil, Costa Rica, Ecuador, Philippines and Turkey.

Baseline Surveys or Studies

The baseline survey (or study) is an instrument combining several data collection methods to identify, measure and characterize child labour in a well-defined area/sector. Specifically, the studies aim to capture the initial child labour situation, identify target groups for intervention, and provide the basis to design, monitor and evaluate interventions. As such it can be seen both as a situation analysis for a specific area as well as a baseline at the beginning of an intervention. This often means it may at times be necessary to carry out one round of baseline studies to identify key variables and indicators for designing interventions - which will also serve as the baseline for overall, longer impact in that target area - and then carry out further more limited baselines once the interventions have been designed to obtain more specific information for the monitoring and evaluation of specific interventions.

The combination of methods used depends on their relevance to efficiently obtaining the required information for a given project or programme, as these may cover more qualitative aspects such as institution building and policy development, as well as more quantitative aspects like education levels of children. Different methods are therefore needed for different type of information. Baseline surveys allow comparison over time, between forms of child labour and across countries if repeat surveys or studies are carried out, if not in full, then at least for the key indicators of impact. They greatly facilitate programme evaluation and impact assessment. Data collection methods can be both quantitative and qualitative including, as discussed above, household surveys, establishment surveys, school surveys, street children inquiries, rapid assessments, and also community-level inquiries. As such, baseline surveys are recommended, including planning and resource allocation for repeat surveys or studies. Paper III-4 in the TBPMAP, *Baseline Surveys for Time Bound Programmes: An Introduction*, provides further details.

Secondary sources

Secondary sources come from a wide range of institutions. They might, for example, come from surveys and research carried out by socio-economic development programmes, or from expert meetings and roundtable discussions involving the government, social partners, research institutions, universities and civil society. Examples are programme evaluations, policy studies, institutional studies, academic research, government plans and policy papers, annual reports of development partners etc. Paper III-1 in the TBP MAP, *Building the Knowledge Base for the Development of Time-Bound Programmes*, provides more details.

It must be pointed out that these sources and methods of data collection are not mutually exclusive. The intention is to try and produce both quantitative and qualitative information, which complement each other and, therefore, function together to give a more complete picture of the child labour situation. This blending of information enhances understanding and provides a much richer knowledge base with which to design and implement TBPs.

4 Process of conducting situation analysis

Situation analysis requires many sources of data and information, ranging from existing statistical information to specifically collected information on child labour, as well as studies and reviews of existing programmes, policies, legislation, etc. Many different stakeholders must actively participate in a situation analysis, including children, families, communities, social partners, NGOs, government officials and a variety of international partners. Each has a role in the elimination of the worst forms of child labour.

Key to the planning of situation analysis is the early identification of these stakeholders for supporting and managing the process of situation analysis. This will require a combination of different institutions. They will need to have experience in areas such as data collection, analysis, research, and facilitation of a consultative, participatory process, as well as policy and programme design. This group of stakeholders will act as the depositories of the information from the situation analysis and will have to ensure that such data is properly managed and disseminated.

Appropriate planning of the situation analysis will also make it affordable and feasible. Maximum use should be made of existing data and flexibility in the information to be generated. It will not always be necessary or feasible to use the full range of indicators. This is determined in each case. A multiple-track approach should move forward from an overall analysis at the national level to more specific data collection exercises on key variables that will refine interventions on a smaller scale, when appropriate.

As explained above, situation analysis for a TBP is an ongoing process as part of the process of developing, implementing and evaluating the TBP. The following is a summary of the process sequence for situation analysis through the TBP development process:

- ***Identification of stakeholders*** and their potential contribution to the analysis.

- Identification of ***consultative and participatory process*** for situation analysis and as the basis for subsequent programme formulation. The process of situation analysis is an integral part of the TBP strategic planning process
- ***Inventory of existing initiatives*** so that TBP can identify strategic leverage
- Policies, programmes, legislation (achievements, constraints etc.)
- Statistical and other information (sources of information on the indicators)
- Consultative processes that can be build on
- Resource level.
- ***Assessment of the capacity*** of government departments, NGOs, etc. for design, management, monitoring and evaluation of large-scale programme frameworks.
- ***Data collection*** of new information through instruments discussed in section 3.3 and based on involvement of key informants, national and local data collection institutions, researchers, etc. In order to reach an understanding of the child labour situation within a particular area, choices must be made about the most relevant variables to be gathered. The indicators at the level of analysis and impact should be able to define magnitude, causes and consequences. Each indicator provides information on only part of the situation. Some indicators might not be relevant or appear conflicting. Situation analysis combines a particular blend of indicators to help clarify the complexities in any given context, so that a comprehensive understanding of the specific nature of the problem can be reached.
- ***A process of analysis that*** will put indicators together and, using a consensus building and participatory process at all levels, including the sharing of results with groups of stakeholders. As a result, it will reach conclusions about the nature of child labour and the possible response to it.
- Formulation of the strategic objectives by developing a strategic programme framework for the TBP that elaborates impact, outcomes and targets at different levels (as discussed in Paper V-1 of the TBP MAP kit (*Strategic Planning in TBPs*).
- Design and formulation of policy and programme mix.[4]
- ***Strategic review of implementation*** of the TBP and individual interventions through interlinked stakeholder consultations at different levels and with different combinations of stakeholders, for the purpose of assessing progress towards the achievement of the strategic objectives, and for identifying adjustments in interventions or new interventions required as a result of changing circumstances, in order to reach the programme's objectives.
- Maintenance, management and use of the TBP knowledge base ***as the infrastructure for continuing situation analysis.***
- ***Evaluations and consultations*** using impact assessment, lessons learned and other elements of the knowledge on interventions to analyse the situation at different points to assess whether the TBP is meeting its strategic objectives and which interventions are useful for the further targeting and scaling up of the TBP.

[4] See Guide Books II and IV of the TBP MAP kit for discussions of policy options and programme component. Programme design can be undertaken by using elements of the process described in paper V-1 of the TBP MAP kit. These papers are available from the TBP MAP web site www.ilo.org/public/english/standards/ipec/themes/timebound/index.htm