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Eliminating the
worst forms of
child labour
under Time-Bound
Programmes: A guide
to targeted interventions

International
Programme on
the Elimination
of Child Labour

**Eliminating the Worst Forms of Child Labour under
Time-Bound Programmes**

A Guide to Targeted Interventions

By

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(Based on a report by Yaa Yeboah)

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1 Introduction

This is a Guide to interventions which have a direct and immediate impact on children, such as measures to remove children from work, to educate them, or to rehabilitate them. We use the term “targeted intervention” in referring to this type of ‘downstream’ intervention, in contradistinction to the ‘upstream’ or policy-related or capacity-building work which creates the necessary environment for permanent eradication of the problem. Targeted interventions tend to be concrete and visible, and for this reason often draw the most attention. Important as they are, “targeted interventions” are most effective if they are designed within the wider context of a comprehensive national initiative which provides the enabling environment for this micro-level action.

This is one of several guides prepared by ILO’s International Programme for the Elimination of Child Labour (IPEC) to assist member countries to eradicate the worst forms of child labour using the Time-Bound Programme (TBP) approach. It is guided by the Worst Forms of Child Labour Convention, 1999 (No.182) and draws on IPEC’s experience over the past decade to provide an easily accessible frame of reference for actions that directly intervene in the lives of children, their families, employers and communities.

This Guide is intended to help answer key questions about targeted interventions: **Why? When? What? How? and Who?** It highlights the ILO’s tripartite approach that emphasizes consultation and collaboration among local government, employers’ organizations and workers’ organizations, and civil society to address the worst forms of child labour. It identifies the practical legal tools necessary to support rapid response

interventions, including the detection of breaches and enforcement of the criminal law as well as employment rights, child protection and provision of social welfare. It also provides examples of the bottlenecks that can occur when these are inadequate. Above all, it underlines community participation, embracing entire households, parents and children themselves as essential to ensure ownership and sustainability of commitment to actions against the most intolerable forms of child labour.

Over the past ten years, IPEC programmes have changed and grown from small exploratory efforts to the large-scale, integrated national and regional programmes for which the TBP has become a major tool. New programme approaches have evolved, building upon accumulated experience. IPEC’s engagement in over 80 countries has provided opportunities for replication of successful approaches and the fine-tuning of strategies and methods. This experience has shown that successful measures against the worst forms of child labour have a multiplier effect that will benefit other working children and even adult workers within a country, and can be a catalyst for other countries as well.



2 The framework for targeted interventions

2.1 ILO Convention No. 182 and the worst forms of child labour

ILO's Worst Forms of Child Labour Convention, 1999 (No. 182) supplements the Minimum Age Convention, 1973 (No. 138). Both, along with their Recommendations (Nos. 190 and 146, respectively) provide information and guidance on types of targeted interventions to be undertaken by ratifying States, including time-bound measures to:

- prevent the engagement of children in the worst forms of child labour;
- provide direct assistance for the removal of children from the worst forms of child labour and for their rehabilitation and social integration;
- ensure access to free basic education and appropriate vocational training for all children removed from the worst forms of child labour;
- identify and reach out to children at special risk; and
- take account of the special situation of girls.

2.2 Targeted interventions within the TBP strategy

The TBP approach is comprehensive: it recognizes the need to respond immediately to situations of grave danger for child workers on the one hand, and on the other the need to take holistic, systemic action to address the underlying causes of child labour. Another way of expressing this is that a TBP consists of both "upstream" and "downstream" actions. The upstream work focuses on creating an enabling environment at the macro level for sustained and sustainable child labour action. It involves putting in place (or integrating with those already existing) national laws, policies, organizational structures, resources, advocacy, and capacity-building.

The "downstream" actions are primarily at the micro level and consist of direct action with at-risk children, child labourers, their families and communities. TBPs seek a balance between the upstream and downstream work, appropriate to the conditions in a particular country.



3 What are targeted interventions?

Targeted interventions refer to specific measures to directly assist working children and their families and communities. These include withdrawing children from WFCL and providing them with education and vocational training, including non-formal education where necessary; poverty reduction measures targeting the most vulnerable households; and grassroots awareness-raising, social and community mobilization efforts for fighting specific WFCL within the most affected communities.

The most direct and urgent interventions require actors at the local community-level to:

- (i) identify and respond to the needs of children who are at high risk, their families and communities in order to **prevent** them from becoming involved in the worst forms of child labour;
- (ii) identify and plan the **withdrawal** of children in the worst forms of child labour with appropriate **rehabilitation** and reintegration services;
- (iii) **monitor**, routinely and continuously, the workplaces where child workers have been found as well as the schools or other remedial action to which child workers are referred to ensure the problem does not resurge.

Targeted interventions must be rooted in the immediate environment. The local community and authorities must consider the worst forms of child labour as a problem, must be able to recognize its manifestations, and must be prepared to take action without waiting for outside direction. In short, targeted interventions must be locally “owned”.

3.1 The sector-based approach

Targeted interventions can be organized with a sector focus, an area focus or both. The *sector-based approach*, as its name implies, aims to eliminate child labour from a given economic sector or industry. It is the kind of approach implemented in, for example, the soccer ball and carpet industries in Pakistan or the cocoa industry in West Africa. In the core project for the Nepal TBP, a sector-based approach is being used to withdraw some 1000 children from ragpicking in Kathmandu.¹

In this approach, an attempt is being made to target the families prone to child labour and to provide social protection, to reduce their economic vulnerability, and to mainstream the child ragpickers into primary education through transitional education. In the case of children who have left their rural homes and who live and work on the streets, ILO/IPEC attempts to reintegrate them with their

¹ Supporting the Time-Bound Programme in Nepal, the IPEC Core TBP Project, A Technical Cooperation Programme Funded by the United States Department of Labor (Geneva, ILO, 2001) p. 61.

families. However, special care is being taken in such cases where children report family violence or break-up as a major reason for coming to the streets.

Children are provided with a range of opportunities to enable and encourage them to leave ragpicking. The Core TBP Project supports drop-in centres for child ragpickers, where they may shower, keep personal belongings safe and where there is access to basic health facilities as well as non-formal education. A related function of the drop-in centre is to keep track of child ragpickers in the municipalities and to offer counselling on a demand-driven basis. Former ragpickers are employed as staff and community monitors in the drop-in centre. In addition, the Project is establishing rehabilitation centres which provide vocational or entrepreneurship training to former child ragpickers. These are intended as model centres to aid the government in improving its own existing rehabilitation homes. To make these centres financially feasible, the private sector is being encouraged to co-fund them.

Dialogue with the junkyard owners is undertaken to find solutions to ragpicking, such as small-scale waste management schemes manned by adult labourers working in safe and healthy conditions. Dialogue, training, and sensitisation of police on children's rights helps to make the street a safer place for ragpickers on the whole. Due to the extreme mobility of the target group, and to the fact that ragpickers originate from all areas of Nepal, large-scale public awareness campaigns on the dangers and nature of ragpicking are conducted to try to prevent children's entry into this type of work.

The sector-based approach may be selected when a fairly limited number of work places is involved. It allows for a rapid demonstration of results (which helps in mobilization efforts) and a direct focus on the chain of supply and demand for a particular worst form of child labour. An additional advantage is that certain forms of work (e.g. ragpicking, trafficking, child domestic work) require very particular types of intervention which may not be suitable for addressing other forms of work. The problem with relying solely on a sector-based approach, however, is that because it does not cover other forms of child labour child labourers can shift from the monitored industry to other, possibly worse, forms of child labour.

3.2 The area-based approach

An *area-based approach* allows the targeting of all forms of child labour prevalent in a well-defined geographical area. It offers a coherent strategy that facilitates the involvement of all agencies in a particular area, and which minimizes the possibility of child workers "slipping through the cracks". Although both approaches may have multiple modes of intervention in that they include direct prevention, removal, rehabilitation and protection activities, with the area-based approach it may be easier to integrate these targeted interventions more closely with activities aimed at empowering vulnerable families and local communities. Interventions aimed at making education effective in preventing child labour and providing protective measures for children can be supported by activities to build community safety nets and to reduce the economic vulnerability of families prone to or affected by child labour. Perhaps most important, in addition to it being a multi-pronged strategy of interventions, it is also a multi-sectoral approach which makes it possible to catch the displacement effects when children shift from one sector to another in the same area.

The TBP in **El Salvador** provides an example of an area-based approach:

The Project concentrates on six departments of the country. The strategy is similar in each department, although adapted to local requirements, and includes the building of an information base and education, health, income generation, awareness-raising and capacity-building components. Although primarily aimed at the specific target groups (children working in dumpsites, fireworks production, sugar cane harvesting and processing, fishing and victims of commercial sexual exploitation), the interventions can benefit children involved in other forms of labour as well.

In the target areas, younger working children (below 14 years) are being mainstreamed into formal primary schools. They benefit from after-school programmes and tutoring and other educational support to help them succeed in formal schools. The transitional education programme of the Ministry of Education's (MINED) Accelerated School Program² allows over-age children entering 1st through 6th grade to catch up. Those aged 14-15 years then receive pre-vocational training, while those aged 16-17 receive vocational skills training and assistance in finding gainful employment.

In addition to the measures focused on children, the project is assisting families and communities as well in the following ways:

- *since some of the targeted communities were severely affected by the earthquakes of 2001, coordinating closely*

with other agencies to ensure good utilization of resources, and to develop employment-intensive infrastructure;

- *providing assistance to the beneficiary families in improving the productivity of their small subsistence farms;*
- *encouraging micro-savings schemes that allow families to subsist during the low season; and*
- *encouraging better enforcement of existing health and safety regulations and improving working conditions in collaboration with health and safety institutions.*

As noted above, the area-based approach provides a means for halting the transfer of child labourers from one industry to another, or their displacement from one geographical area to another. Besides being effective for combating selected forms of child labour (i.e. like a sector-based approach), it allows other forms of exploitation in the focal areas that were not originally targeted by the TBP to be detected and addressed at the same time. In an area-based approach interventions can be started in one area, say an urban centre, and then expanded to cover adjoining areas.

One variation of the area-based approach is to focus on the broad target group as a way of dealing with child labour in an illicit activity (e.g. commercial sexual exploitation of children (CSEC)) or a hidden one (e.g., child domestic work (CDW)). In such cases, it is more effective to implement programmes targeting all young girls at risk in a given area (e.g. children who are not attending school regularly, orphans, pregnant girls, teenage mothers and children from very poor or large families).

The TBP in the **United Republic of Tanzania** is implementing such an approach to deal with the large numbers

² Project of support to the TBP in El Salvador (Geneva, ILO, 2001) p. 24

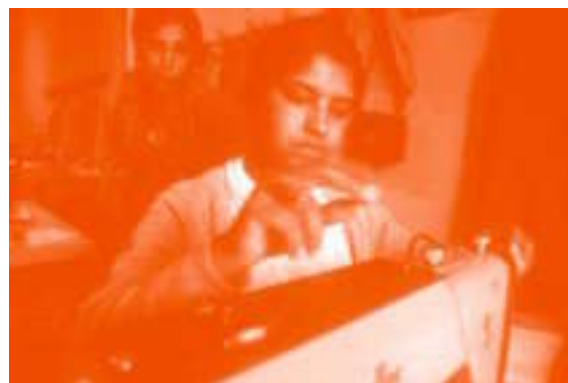
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of children who are victims of CSEC and CDW:

abuse of children is legally and morally wrong.

In Tanzania, a large number of children, particularly girls, are employed in domestic service all over the country. The priority is to implement programmes targeting young girls at risk in the catchment areas through community mobilization, the provision of formal and non-formal education and economic empowerment of their families. Withdrawal and rehabilitation is required for those young children working under exploitative conditions. Awareness raising is being conducted targeting employers and the public at large in order to encourage those who employ children in domestic service to improve the working conditions, to mobilize public opinion against exploitation of child labour in general and child domestic labour in particular and to generate commitment for girls to access quality education.

Children in prostitution and related forms of commercial sexual exploitation (i.e. child pornography) are also on the rise in all urban areas. The victims are not confined to any particular region. Various studies indicate a link between child domestic service and children in prostitution. Many young girls who try to escape domestic work end up in prostitution. Like children in domestic service, the priority is to implement preventive action at the community level. Victims are being withdrawn and rehabilitated in selected urban centres. Law enforcement against perpetrators is being intensified. Awareness raising is being conducted, aiming at changing public attitudes towards children in prostitution so that children are perceived as victims; and to build public consciousness that sexual



In summary, the choice of approach should be determined by the pervasiveness, concentration, nature and extent of child labour in a particular country or region. A sector-based approach may be indicated if WFCL is prevalent in only a few sectors. It also might be the most appropriate choice for a demonstration project that is determining which approaches will be most effective for a particular form. It is also preferred in the case of regional initiatives directed toward a specific form of exploitation, such as trafficking, where child workers migrate across national or provincial boundaries to seek a particular type of work, or where a sector is so large that a number of countries are involved (as in the cocoa industry in West Africa). It might also be most appropriate in the case of an industry, such as the garment or sporting goods industry, which seeks to address the problem of child labour wherever it occurs. Although the TBP may elect to take a sector-based approach at the outset, it is inherently an area-based approach in that ultimately all WFCL are expected to be eliminated in line with Convention No. 182.

4 Types of targeted interventions in TBPs

This section outlines six types of targeted interventions that are found in almost all TBPs. Although many approaches (education, for example) are obvious and well known, there are aspects which deserve particular attention when incorporated in a TBP.

4.1 Rapid response: a rescue strategy

The injunction of Convention No. 182 to remove children trapped in the worst forms of child labour calls for immediate action. There is a consensus that children who work in conditions that are life threatening, physically or psychologically disabling, morally degrading or which are detrimental to their physical or moral integrity must be removed and rehabilitated very quickly. Depending upon the severity of the case, rescue operations may be required.

The creation of a "rapid response" mechanism within the TBP framework permits planners to respond to such emergency situations. What is more, it allows a certain flexibility to deal with situations outside the geographic area or sector of focus of the project that demand immediate attention. This was foreseen in the core project for the TBP of the United Republic of Tanzania, for example, where it was recognized that: "there is need for a "rapid response facility" that allows the project to intervene rapidly on a small scale in other districts (than the 11 selected) where there are highly visible and flagrant cases of abuse related to the selected WFCL." Practical steps for organizing such an initiative are as follows:

4.1.1 Receiving information

Reports of children at risk may come from many sources, especially NGOs

which work with children or on human rights issues, community organizations, trade union members and other workers, members of the public, police, or from labour inspectors during their regular inspections.

As the initial information may not have been professionally and systematically collected, it is essential that the report is properly investigated and validated and that the case is recorded. If the initial information strongly suggests serious violation of labour law, child protection law or criminal law, it is important to visit the establishment with an inspection authority, such as a labour inspector, the police, social welfare officer or child protection officer, depending on the violation.

Some NGOs and community groups offer telephone "hotlines", where concerned citizens and child victims can call for help. Others set up drop-in or outreach centres that allow working children to meet and get assistance.³ In some cases, government agencies and NGOs come together to negotiate the release of children into government and/or NGO custody or directly rescue them. Where removal is immediate, support services are essential to assist children to pursue legal claims against former employers and to find alternative means of supporting themselves.

³ The NGO Visayan Forum, for example, runs a regular Sunday drop-in in a Manila park for domestic workers, which has grown through word of mouth among domestic workers themselves, and through which calls for help are often transmitted. Sunday was chosen because that is the one day when most, but not all, domestic workers have free time.

4.1.2 Organizing a team

Search and rescue teams generally operate in regions and provinces that have significant levels of trafficking or abusive child labour. These teams are not only essential for rescuing children or averting their recruitment into the worst forms of child labour but also to buttress local advocacy, information dissemination and social mobilization. They can, for example, mobilize bus operators and train companies and all those likely to come into contact with the illegal recruitment and transport of children from rural to urban areas to become more vigilant.

A multi-agency rapid response team makes it possible to draw on the expertise of a variety of specialists. Team members take the lead in their mandated areas of expertise. This may mean that the department of labour responds to situations where there are health and safety issues or unfair labour practices, whereas the police or the bureau of investigation have powers and the experience to lead criminal investigations and search and rescue operations, and the social welfare departments' mandate allows them to assist in referrals and rehabilitation.

Institutionalising such a team is straightforward because it builds upon existing capacities and resources and can be assembled fairly quickly at the start of the TBP and can begin to undertake emergency interventions immediately. However, there is a risk that team members may continue to work as individual departments and not fully cooperate with others. It is therefore important that training enhances the team's capability to collaborate with their counterparts and specialists in other areas and is not just limited to individual skill-building.

To activate the rapid response strategy, all members of the local rapid response team should be contacted and whatever coordination structure which has been

previously put in place should be mobilized.

4.1.3 The rescue operation

All components of the plan need to be ready before removing the child. Except in the most compelling of circumstances, it is best not to remove a child if there is not some sort of alternative in place. Although the most important objective of a rescue is the safe removal of the child from intolerable conditions, there are other matters at stake. The manner of the conduct of a rescue, and the evidence gathered at that time determine whether legal action against the employer succeeds. It is important that the labour inspector, police, social welfare and other personnel who undertake a rescue have the skills to secure the necessary evidence. It is important to conduct a thorough inspection of the work premises or other location of arrest to obtain as much evidence as possible, including taking statements from key persons and witnesses. If there has been effective prior surveillance, arrests may even take place.

4.1.4 Post-rescue rehabilitation

The first post-rescue task is to secure a placement that is in the best interest of the rescued child. This usually means finding him or her a refuge or temporary accommodation, protection from reprisals and reunion with parents where appropriate. Where the department of social welfare cannot accommodate children, they regularly resort to NGO partners, especially those that are specialized in child protection.

Victims of the worst forms of child labour need to fully understand and participate in the healing process. Child-centred programmes take into account the child's level of readiness and her or his particular needs. Experience shows that the simple act of returning children to school can be counterproductive unless sufficient attention is paid to their emotional and social needs. Transition support services have been found to be an important means of building self-

esteem to prepare them for re-entry into the mainstream.

4.1.5 Post-rescue legal issues

A final phase in this rapid response strategy is to obtain compensation for the child victim and prosecute the offender where appropriate. This is specialist legal work and the children and their families may require professional assistance. Although there may be alternative dispute resolution or mediation mechanisms in some communities for settlement of money claims, most of such claims are effected by filing a claim in the ordinary courts or employment tribunals. Enforcing the criminal law is always a matter for the courts and the prosecuting agencies. The child victim is the crucial witness and may require assistance through all stages of the legal process. The following are key steps:

- Record the results of the investigation and inspection;
- Prepare sworn statements/affidavits of the child as well as other witnesses;
- Ensure the right defendant is identified;
- File wage and compensation claims;
- Prosecute the offender;
- Pursue the matter until it is concluded.

It should be noted that the following have been identified as areas of particular concern in post-rescue operations:

- Delays in the prosecution of child labour cases (or refusal to prosecute);
- The slow settlement of cases and the negative consequences for the child victim;
- Lack of knowledge of child labour laws even among lawyers and child protection experts;
- Lack of effective coordination among concerned agencies in executing their

response in their specific mandate areas;

- Inadequate healing facilities and meaningful alternatives for children;
- Inadequate funds to mount full-scale rescue operations.



4.1.6 Averting future crises

Long-term strategies such as poverty alleviation and the provision of education to reduce the incidence of the worst forms of child labour can be reinforced by more immediate efforts to thwart the recruitment of children by unscrupulous exploiters, thus preventing them from falling into such situations in the first place. In many countries where child traffickers ply their trade, their victims often end up in prostitution, domestic service and slave-like working conditions far away from their homes. The search and rescue strategy is equally amenable to surveillance of their recruitment practices as well as their trafficking routes, thus intercepting the children before they are absorbed into harmful employment situations. For example,

In the port of Manila a coalition among the Port Authority, ship owners, sailors and an NGO is making dramatic inroads into the activities of these tightly controlled underground networks of child traffickers, thwarting their aims and reclaiming children before they are beyond reach. A

reception centre was established on Port Authority property at Manila harbour on a cost sharing basis, where children who are rescued from traffickers at the harbour are given interim accommodation and assisted to return to their parents or found alternative means of rehabilitation. The NGO (Visayan Forum) and the Port Police work closely with shipping companies and their crews to identify trafficked children. A Quick Action Team is alerted, and the Forum provides the rehabilitation services at the port.⁴

Being able to anticipate impending crises can also help prevent children becoming engaged in harmful child labour. For example,

- In rural farming communities without credit facilities, the lean season between planting and harvesting may place heavy economic pressures on a family, particularly after a poor harvest or during a drought. At such times parents who have no alternatives may reluctantly send their children away to work as domestic servants or unwittingly into forced prostitution.
- In the small scale mining communities of Camarines Norte in the Philippines, ILO-IPEC partners identified the gold rush syndrome as such a crisis period when appropriate direct intervention may prevent children from abandoning school and following news of a new discovery of gold deposits.
- In the Philippines, government demolition of riverbank homes in preparation for a flood control project made 98 fishing families homeless and reduced their livelihoods to such an extent that the children were being sent out to supplement family

incomes. Timely identification of the problem by an NGO helped to bring port authority, ship-owners and the community together to promote a child-friendly fish port that allowed many children to return to school while being able to earn modest incomes doing acceptable work.⁵

Rapid response mechanisms have also been used successfully to deal with children trafficked for high risk employment such as prostitution or the so-called "guest relations" domestic work and work in factories under the most abusive conditions. The strategy is amenable for use in other extremely hazardous child labour situations as well, especially where children are kept virtual prisoners in establishments. Each different work situation calls for a customized approach and yields its own experience to inform the further development of the strategy. The most intolerable forms of child labour call for immediate intervention to remove children from these environments.

4.2 Practical and affordable education

Most countries make provision for free and compulsory primary education and sometimes free secondary education. However, significant numbers of working children do not attend school. It is essential to reduce the direct school costs, as well as expenditures for books, uniforms, supplies, and transportation, but ending tuition fees alone does not guarantee poor families access to educational opportunities because of a range of qualifying criteria and the need to find ways to compensate for the loss of the children's income.

Furthermore, most formal and non-formal education and vocational programs are not designed to meet the needs of children at work or at risk of working in

⁴ See Annex C for an example of how the Philippines Quick Action Team operates.

⁵ The strategy of the Community Organization of the Philippines (COPE)

the worst forms of child labour. Poor quality education that lacks relevance to the lives of children at risk does not provide the incentive to stay at school. It is crucial, therefore, to improve the content and relevance of education, and to make teaching methods more responsive and enjoyable.

4.2.1 Inter-agency collaboration on education

One example of inter-agency collaboration is the Child Labour Education Task Force in the Philippines which consists of NGOs, teachers' associations, the Department of Labour and Employment and the Department of Education. The Task Force has developed an Education Agenda on Child Labour, which calls for free, quality and relevant basic education for working children and provides a model in inter-agency mobilization for education. The Task Force has proposed policy reforms to strengthen the capacity of local education authorities to address child labour, especially its worst forms. It has also worked to replicate the Task Force at key regional centres of the country where they help to orientate education officials on the Education Agenda and in designing special planning, monitoring and accreditation tools for children at risk of the worst forms of child labour.

4.2.2 Developing community capacity for promoting education

Lessons learned from IPEC education projects suggest that developing community level capacity is an important means of ensuring proper monitoring of school attendance and preventing dropout of ex-child workers. Through partnerships with parents, teachers, and local government units successful educational interventions can be more easily scaled up and the responsibilities for supporting children in the worst forms of child labour can be shared.

Through joint action between the Department of Education and teachers' organizations, a common agenda against

the worst forms of child labour can be initiated that will make education more relevant to local children and include a child labour component. It is helpful to promote training activities and information dissemination by teachers' organizations for their own members, including developing and testing of pilot strategies in local schools.

It has also been found to be important to sensitize teachers to the difficulties and the needs of working children, particularly working girl children, and to encourage the Department of Education to mainstream the best practices and recommendations into policy and programs.

4.2.3 Promoting educational assistance programmes

TBPs have broadened access to education by providing financial support to schools in the form of: educational scholarships, recreational activities, and teaching assistants to keep children in school. In a number of communities, external support is increasingly matched and even surpassed by local government counterpart funding.

An ILO-IPEC project in a Manila dumpsite has provided earning opportunities for ex-child scavengers under supervised schemes, including hand-painting T-shirts and paper recycling that also provide them with art, drama, and design training to develop their skills and talents further. The products are sold to provide children with some funds to offset loss of their previous work.

4.2.4 Access to vocational and technical education for adolescents

The experience of IPEC partners shows that working children aged 15 years and above are often not in a position to re-enter formal education once withdrawn from the worst forms of child labour. What they need is vocational training and the acquisition of marketable skills.

However, employability and sex-segregation are often problems in training schemes and the dropout rate of former child labourers can be quite high. Radical improvement of existing vocational training schemes is therefore necessary to address these weaknesses.

4.3 Economic measures

There is considerable empirical evidence world wide that poverty and the high cost of schooling are major factors that promote child labour. These studies indicate that improving economic conditions of poor households and the establishment of protection mechanisms and credit schemes can provide alternative sources of funds to help meet food shortages during lean seasons and ensure effective educational funds for the children. Such measures can increase the readiness of families to participate in action programmes against WFCL. The evidence is not clear that an increase in family resources automatically leads to a decrease in WFCL, nor vice versa, but many families perceive that a linkage exists. When preparing for income generation projects, consideration should be given to:

- ensuring that local development planning, policies and administration of programs and projects build safety nets for those poor families and communities at greatest risk of WFCL;
- using baseline information on the worst forms of child labour to target poverty alleviation programmes and job creation;
- identifying all new and existing programs and services to assess their effects on the economic empowerment of families and communities.
- Comparing the baseline data on the socio-economic situation of households affected by the worst forms of child labour and identifying the shortfalls or gaps.

Local economic interventions include the following measures:

- Improving access of targeted families to financial services, income-generating schemes, livelihood and employment services, e.g. small and medium enterprises, micro-finance.
- Providing skills training such as vocational technical skills, micro-finance or business management training.
- Promoting employment-intensive programs locally, which relate to the overall economic development of the community.
- Harmonizing skills training and job creation: strategic partnerships between skills trainers for the poor and SME development agencies.
- Facilitating the establishment of micro-finance structures at the community level and targeted families.
- Ensuring community-based safety nets for children vulnerable to intolerable forms of child labour and their families, such as, community-based health insurance and social security schemes.



4.4 Health measures

Basic health services and emergency care are part of the community support system which may sway the balance between whether a family must put their children out to work or keep them in school. All too often a chronic illness or sudden injury puts the family breadwinners out of work, forcing children in to the job market to take their place. Such health care may be part of a TBP, but there are other measures, often not considered, that can have a direct impact on the targeted child workers as well. For example,

- For young people below 18 but above the working age, a primary way of ensuring they are not subject to hazardous work (one of the worst forms of child labour according to Convention No. 182) is by promoting occupational safety and health in the workplace. This can be achieved by awareness-raising among employers and business-owners, by improving the provision of Occupational Safety and Health services, but particularly by improving the inspection and monitoring of workplaces by trained and qualified inspectors.
- Since many parents and employers do not fully realize the hazards to which young workers are particularly prone, it is very important to undertake intensive information campaigns on OSH within the target communities: workplaces, children, adolescents and adults. Materials are available that spell out the hidden dangers, whether from chemical exposure, the strain of long hours, or isolation within a home as a domestic worker, that can damage the body or mind of the growing child.
- Since health and safety is seldom of top priority for financially-strapped local authorities, a targeted intervention under a TBP is to lobby local government officials to make occupational safety and health services in workplaces mandatory.

- A very specific measure, but one which can have far-reaching effects, is to undertake an awareness-raising campaign with local medical and health professionals to urge them to be vigilant for signs of occupational injuries and diseases among children who come in for emergency care. All too often such OSH conditions go unrecorded because the medical community assumes that children are not working.

4.5 Child Labour Monitoring as a targeted intervention

People at the local level, including parents, are often best placed to identify hidden forms of child labour and, through social pressure, to act as a force for change. However, it is preferable that they not try to act on their own, but be designated and recognized as part of a larger system known as the Child Labour Monitoring System (CLMS). This framework identifies the role of each party, and the parameters for their action. For example, in cases where there is a repeat offender, enforcement and sanctioning may be necessary. With the Labour Inspectorate or even police involved, it is possible for a prosecution to take place. The Child Labour Monitoring System ensures that (a) surveillance, whether by community members or mixed teams, is regular and consistent, (b) the results of the surveillance are carefully documented, on specific forms and entered into a database for example, and (c) the information is shared with all relevant parties, such as the provincial authorities.

4.5.1 Who participates in CLM?

The composition of the monitoring teams, and the network through which information will be shared varies with the local structures. They can, for example, include:

- Child labour action committees or child protection groups which have been set up especially for the purpose

of ensuring the best interests of children;

- School teachers, as they can see when children are not attending
- Children themselves, since they are often knowledgeable about siblings or friends who are being exploited;
- Community leaders, religious leaders, women's groups, Peoples Organizations, and
- Local/provincial government officials.

4.5.2 What is to be monitored?

CLM is an active tool for stopping child labour. It involves direct observations, repeated regularly, to *identify* child labourers and the risks to which they are exposed, to *verify* that they have been removed (or that the risk has been removed) and to *track* them to ensure that they have satisfactory alternatives. The information generated through CLM can be used to document child labour trends in specific sectors or areas. Monitoring requires periodic surveillance of worksites where child workers have been found or are likely to be found, as well as the "service sites", such as schools, Non-Formal Education centres, vocational training units, or counselling facilities to which child workers are referred when they have been found to be working. Monitoring occurs frequently enough so that the problem does not resurge, usually every three months. The worksites to be monitored are not limited to factories or formal establishments, but include farming and fishing sites, home-based workshops, and the streets.

4.5.3 What are the tools for monitoring?

Several tools have been developed for community-level use:

- Guidelines and forms exist to assist communities and others in identifying the children and the risks to which they might be exposed in each sector, and to track child workers' school entry, attendance and completion. These are general,

however, and it is expected that they be adapted to the requirements of each situation. It is recommended to use these Guidelines to the extent possible so that the results can be compared between areas, sectors, and even countries.

- Database formats are available on CD into which the information from the forms can be entered;

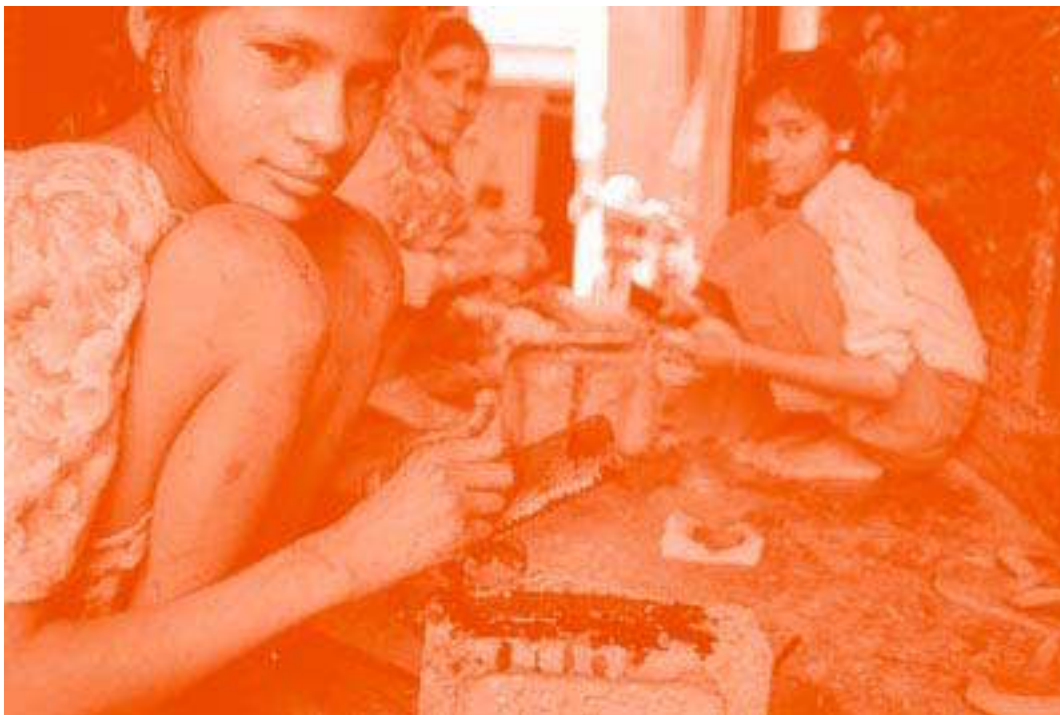
The information thus gathered can be used by stakeholders and project managers to document WFCL in the country and to improve project design to combat the problem. At the local level, however, the community can use the information obtained through a CLM and take the steps they deem necessary to address the problems they observe. The constant surveillance and analysis, thus becomes a major tool for preventing and eliminating child labour in the long-term.

The TBP core project for **El Salvador** designed a CLMS that emphasized coordination between the different public agencies and empowerment of the grassroots organizations in the municipalities, as well as strengthening the relevant institutions at the national level. The system is being developed in two phases: in the first phase, the NGOs and other agencies which are implementing targeted interventions under the TBP take responsibility for collecting information at the local level and entering it into a database for transmittal to the Salvadoran Institute for the Protection of Minors (ISPM). In a second phase, IPEC and its partners will withdraw, and local and national institutions will maintain the system. The ISPM thus becomes the repository of all critical information on child labour. It also becomes the core of an inter-institutional response mechanism that refers working children or children at risk to government or non-government institutions that can provide social protection services (education, health) as well as assistance in finding economic alternatives for the families. A complaint handling system is to be developed to

encourage all actors to report cases of child exploitation, abusive employment or children at risk to the ISPM.

The TBP in the **United Republic of Tanzania** takes a more bottom-up approach from the start. To ensure that the situation of the children has improved, the project keeps track of the children as they are withdrawn from work and enter formal and/or transitional education or benefit from other components of the project. The monitoring is done with the agreement and involvement of the community and is based on criteria developed by and with the community. The experience of IPEC in Tanzania suggests that the establishment of Child Labour Committees at village (and/or ward) level

is an effective way to involve communities in this process; and to provide support to building monitoring capacity in the communities. This component is linked with community mobilization and awareness generation efforts so that they can build on and reinforce each other. Surveys and routine data-gathering of the different government agencies, such as the ministry of agriculture, as well as through other public and civil society grassroots initiatives in the geographical areas where the project is being implemented, contribute the information which they gather that is relevant to the situation of children at risk. This makes it possible to avoid duplication and to chart changes in child labour levels over time.



5 Steps in undertaking targeted interventions

5.1 Assessing the local situation

The first step is to determine how ready the local district or community is to recognize that they have child labour and to take action against it, as well as to assess what support it can provide to targeted interventions. What other agencies are doing work that is, or *could be*, directed to children at risk of the WFCL? Theoretically, targeted interventions can be carried out without an underpinning structure of social mobilization, policy, and advocacy. However, it would be more difficult without such a structure, and is unlikely to last. Is there an updated local government policy or publicly-affirmed commitment on child labour? If so, it helps to mobilize support, focus attention and crystallize plans for targeted interventions. Though based on national policy, local policies are often more detailed and focused on specific local needs and priorities; they may differ in detail from one province to the next. Before the commencement of targeted interventions, it is important to assess whether the following need to be addressed:

- The integration of child labour programmes into local development plans and budgets.
- The allocation of technical and financial resources to support coordination and cooperation within as well as across local government departments, public agencies and stakeholders, which is necessary for successful action against child labour.⁶

⁶ The Barangay Council for the Protection of Children in the Philippines is an example of an effective grassroots community based organization

ILO-IPEC experience indicates that effective targeted interventions to combat the WFCL need to be community owned. Community agreement or participation is a pre-requisite and is therefore intrinsically linked to the process of social mobilization and empowerment of marginalized communities. Communities are unlikely to make the commitment unless key figures are persuaded, to a significant degree, of the deleterious effect of WFCL.

5.2 Identifying children at risk

Usually when a TBP commences, priorities are set at national level in terms of economic sectors and provinces that will undertake targeted interventions. At the local level, additional work needs to be done to identify the children to be helped. This can be done either through specialized research studies or through child labour monitoring (CLM).

- Conduct situation studies to gather sex-disaggregated data on the problems as well as number of boys and girls engaged in the targeted worst forms of child labour. Involve provincial authorities and communities in reviewing and validating the data generated by baseline studies.
- Use research data to identify specific target groups of children and their families; and for designing social protection measures and support services; improve gender equity in the process of setting targets at the local level.
- In the context of a child labour monitoring system, establish and maintain a database on children

that involves community, families and local organizations.

- involved in the Worst Forms of Child Labour or at risk with data derived from schools (e.g. children dropping out of school), social welfare services (e.g. families in extreme poverty), and labour inspections (e.g. children found during workplace inspections).

5.3 Gaining support through advocacy

Targeted interventions at community level need to be supported by a comprehensive set of awareness raising and social mobilization activities that build on local capacity and are rooted within the local context. Making special efforts to ensure participation and ownership of programmes by the target groups, community organizations and children's groups is a necessary condition for success. The following measures are emphasized:

- The important role of the local media in generating awareness of the terrible toll of the worst forms of child labour on the lives of children, their families and communities should be fully utilized. Radio, television networks and print media in local languages should be promoted.
- Encourage children to bear witness of their suffering and be their own advocates in presenting the stories of their involvement in the worst forms of child labour; and present them the opportunities to do so.
- Strengthen the capacity of local stakeholders, educators, workers' and employers' groups, business and professional associations, community and religious groups to integrate child labour concerns into their programmes and to campaign against child labour.
- In order to ensure ownership and participation of the target groups, encourage community organizations and children's groups to launch community-based awareness raising programs for themselves.
- Use drama, innovative arts and sports events and local and/or national celebrities as ambassadors to highlight the situation of boys and girls at work in the WFCL.
- To ensure a high quality of awareness raising activities, conduct partnership profiling, capacity assessment and resource mapping in order to avoid overlapping and duplication of activities and to ensure convergence and mobilization of resources for sustainable action against child labour.
- Build cross-sectoral linkages and partnerships among key local and regional government agencies, and ensure the participation of key government officials, political leaders and decision-makers to strengthen the above activities.
- Because of their particular importance in sensitizing local communities on the need for education, mobilize teachers to support local advocacy.
- Continue to expand the scope of activities and the network of partners to create a critical mass for a sustained anti-child labour movement at the local level.
- The media and the creative arts such as theatre, comedy, poetry and music are effective means of communicating the issue of child labour abuses. Popularisation also becomes a means for changing attitudes, as affected communities, families and children talk about child labour issues and develop solutions together.

6 Strategic alliances to support targeted interventions

The TBP framework is designed to encourage strategic alliances at all levels among workers' and employers' organizations, community and civil society, and NGOs. As a TBP is designed as a framework for action among many partners, the first step in planning a targeted intervention is to examine closely what is already underway, what the gaps are and what is needed in order to fill these gaps. Within the context of the TBP, the potential targeted interventions can then be planned as complementary or joint endeavours, building synergies, and increasing efficiency. In the **United Republic of Tanzania**, for example, in the selected districts, the TBP is linked with the Local Government Reform Process and donor-funded programmes such as the School Feeding Programmes of the WFP and the Small Entrepreneur Loan Facility of the African Development Bank.

Some of the community-level activities of the social partners and the building of local alliances could be considered, in fact, as upstream activities. However, they have been included in this volume on downstream targeted interventions because they are crucial for the success of targeted interventions.

6.1 Employers and targeted interventions

Although evidence shows that most of the worst forms of child labour occur in the informal sector and agriculture, the organized business sector has an important role to play in targeted interventions. ILO-IPEC is working in partnership with confederations of employers' organizations in many countries to mainstream action against child labour abuses by raising awareness

among their members and implementing measures to combat it. Such measures, which are basically "upstream", will nonetheless contribute to targeted interventions and may include:

- training local affiliates to recognize the issue of child labour;
- instituting industry guidelines to combat the worst forms of child labour and ensuring that they are implemented by their local affiliates and subcontractors;
- promoting awareness of the laws relating to the employment of children, and against employing them in hazardous labour among their member companies at both the level of management and workers, branches, suppliers and subcontractors;
- not hiring workers who are under 15 years, or under 18 years in the case of hazardous work;
- giving recognition, by way of industry awards, to companies which demonstrate a good record of compliance with industry guidelines;
- examining the work practices of their sub-contractors and ensuring that they comply with industry guidelines;
- encouraging members to honour individual accords with relevant government agencies to monitor abusive child labour through their procedures and to prevent or report

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- incidents of worst forms of child labour ;⁷
- establishing mechanisms for companies to pool resources to provide educational and health facilities to needy children, especially those of their employees;
- providing fair wages and working conditions for their adult employees so as to obviate the need for young family members to work.
- Such partnerships are an essential component of targeted interventions because they are a primary source of monitoring, reacting, education and mobilization; and they do not require large resources. They are an effective way of working down the supply chain, strengthening the message to those companies that aim to become better corporate citizens and engage their stakeholders.



⁷ For example, an accord between Philippines Department of Labour and the Shipping line WG&A in Mindanao that all children boarding their ships must show proof that they are not being trafficked; or Hotel Industry accord with the Department of Tourism, the Police and the Department of Social Welfare to give industry awards to their members that prevent guests from using child prostitutes and

6.2 Workers' organizations and targeted interventions

Workers' organizations are key partners in targeted interventions to address abusive child labour. In the Philippines, the Trade Union Congress was one of the first organizations to sign the Memorandum of Agreement with the Department of Labour and Employment to assist with Rapid Response measures and have actively participated in collaborative inter-agency action on child labour. The Philippines campaign against child labour has involved a broad alliance including the Trade Union Congress of the Philippines, the Federation of Free Workers, the International Garments and Leather Federation, the National Union of Hotel and Restaurant Workers, the Association of Concerned Teachers, the Philippines Public School Teachers' Association and the National Teachers Organization. One of the most effective tools available to workers' organizations for combating child labour is the use of collective agreements with employers both to exclude children from their employment and exclude sub-contractors and suppliers who employ children unlawfully⁸

Workers' organizations are well placed to: a) monitor and report child labour abuses to law enforcement agencies; b) fight for better wages and working conditions, thereby reducing the risk to their members' children; and c) educate its members on the negative consequences of the worst forms of child labour.

The education efforts of the workers' organizations covering formal sector industries, may not encounter child labour abuses in their places of work, but nonetheless may live in communities

hand over soliciting children to Police or the Department of Social Welfare.

⁸ For example, under collective agreements between the Trade Union Congress of Philippines and sugar manufactures the latter exclude sugar from plantations that employ children.

where informal sector backyard industries abound. They know where to find children working in life-threatening and harsh conditions i.e. where child labourers may be exposed to solvents and pesticides, long hours in the sun without protection, use dangerous implements or work unacceptably long hours or in captive situations.

The following are targeted interventions that have been initiated by workers' organizations:

- developing a union policy agenda on child labour and its worst forms and publicizing it among the membership at the local level;
- conducting workers' education and mobilization to establish a commitment to observe the use of the worst forms of child labour;
- undertaking advocacy and campaigning to raise awareness, particularly targeting the non-organized labour sectors and lobbying local authorities;
- including in collective bargaining agreements clauses requiring companies to exclude hiring of children;
- gathering information on the existence of the worst forms of child labour in various economic sectors;
- providing direct support to children and their families, including help to withdraw children from hazardous work, legal assistance to claim wages and take other legal action; and referral to educational, training and other reintegration services;
- working in partnership with community watch groups to advocate the removal of children from hazardous work and their return to school;
- promoting the formation of community child labour action networks at the local level.

In another of the many examples from around the world, in the **United Republic of Tanzania**, IPEC has supported a pioneer action in combating child labour in domestic service by the Conservation, Hotels, Domestic and Allied Workers Union (CHODAWU). Since 1996, CHODAWU has been working at community level in Iringa and Singida, known as catchment areas of child domestic labour. CHODAWU trains trade union leaders and members to become actively involved in action against child labour. They are educated about the problem of child labour, national and international legal frameworks, the causes of child domestic service, identification of children at risk and those employed in domestic work, the nature of exploitation and hazardous work situations and possible means of intervention.

About 1000 children have been prevented or withdrawn from child labour and provided with alternatives. Three hundred families have been able to sustain their livelihood without depending on child labour. CHODAWU applies preventive strategies through (a) provision of education support to children at risk of becoming child labour (b) community sensitization and mobilization in order to create awareness and change the attitudes of parents and families about child labour (c) economic empowerment of the poor households with school age working children to undertake small income generating activities instead of depending on child labour (d) signing agreements between the union and village governments and employers to restrict the employment of children (e) formulation of village based child labour committees who identify children at risk as well as those who have left the village to do domestic work. The Child Labour Committee develops a village action plan on the prevention of child labour, mobilizes local resources, monitors the problem and reviews progress made. The programme has been implemented in close collaboration with other ongoing initiatives in those villages, mainly on HIV/AIDS and family

planning. In addition, CHODAWU coordinates its action very closely with other trade unions, namely Tanzania Plantations, Agricultural and Allied Workers Union (TPAWU) and Tanzania Mining, Construction and allied workers Union (TAMICO) in the framework of inter-sectoral trade union policy and strategic approach on the worst forms of child labour.

6.3 Non-governmental organizations in targeted interventions

In many ILO member countries where IPEC has a presence, non-governmental organizations (NGOs) are playing a crucial role in targeted interventions. Often driven by a fierce commitment to human rights and to the rights of children, NGOs have been responsible for uncovering some of the most shocking abuses against child labourers and have produced pioneering approaches to identifying children at risk. In addition to the upstream work of lobbying for child labour legislation or better enforcement of existing laws, mobilizing national public opinion against child labour and its worst forms, the NGOs can be important in downstream work of gathering information about child labour abuses and alerting the appropriate authorities, removing children from abusive circumstances, as well as providing aftercare and reintegration service. Many have a good track record of helping child labourers develop advocacy skills, bear witness for themselves and participate in the identification of their own needs.

At their best, NGOs assist communities, organizations, affected children and their families in the process of empowerment, giving them the tools to identify and analyse their problems and to generate plans to begin the process of personal and social change. Placing at the root of that process the recognition that sustainable change needs to be self-generated, these NGOs have become the catalysts of democratic participation and empowerment of the poor, challenging them and supporting them to take control

of their social condition. They lead the way in community and sectoral activities and play a lead role in generating the kind of fundamental social change which is required to eliminate child labour and its worst forms. That process is fundamentally concerned with addressing the roots of poverty and social deprivation, through systematic effort and meaningful participation by all sectors, economic, social, educational and cultural in order to deal comprehensively with the complexities of the phenomenon of child labour.

6.4 Children's participation in targeted interventions

C182 requires that children be consulted and that their participation is not just a token gesture but meaningful, conducted with care, and the results used in the design of the TBP. Recommendation No.190 states that:

"the programmes of action...should be designed and implemented as a matter of urgency, in consultation with relevant government institutions and employers' and workers' organizations, **taking into consideration the views of the children directly affected by the worst forms of child labour**, their families and, as appropriate, other concerned groups...."

Child participation is essential to effective action but it must be solicited at those points in the design and implementation of the TBP at which their opinion is most useful. ILO-IPEC partners have accumulated considerable experience, including:

- Production of information and data on child labour - children themselves describing the situations that give rise to WFCL and their specific constraints (data be disaggregated according to sex, age and family background to enhance effective use);

- Design, implementation and management of specific interventions: ILO-IPEC is in the process of developing a set of ethical guidelines for child participation, including conducting an in-house training programme on child participation, as well as a component on child participation in all capacity building interventions under TBPs ;
- Children's views on how project initiatives can be improved and adapted to address changes in their circumstances and build upon experience;
- Child participation initiatives have proved particularly successful in child-to-child advocacy strategies and broader campaigns where former child workers have influenced action against WFCL through presentations of their own experiences.

Throughout the design and implementation process of the Nepal TBP, children are being consulted as a stakeholder group in their own right. The participation of children in specific activities of the IPEC Core TBP Project ranges from active participation in the design, implementation and management of these activities to consultations with the direct beneficiaries. Listening to the voices and views of the children is thus an integral component, and particularly so in the monitoring and evaluation process.

Furthermore, before specific activities and programmes are designated to the implementing agencies of the IPEC Core TBP Project, ILO/IPEC and the agency in question signs a memorandum of understanding, which outlines a common understanding on children and on specific action to be taken to promote the participation of children. To avoid harmful effects of the active participation of children in the IPEC Core TBP Project, a set of ethical guidelines have been developed and shared with all stakeholders of the Time-Bound Programme.

Some of the tools to promote children's participation include getting their comments on case studies, drama, and various informal exercises on prioritisation and decision-making. They are also given the opportunity of participating in special child advisory boards that is to be pilot tested when implementing the area-based targeted interventions components of the IPEC Core TBP Project.

6.5 Developing a network of key actors

In preparing for targeted interventions, there needs to be a structure wherein the above groups have an opportunity to meet, share information, develop plans of action including assigning responsibilities, and perhaps most important, for problem-solving once action is underway. To re-cap the crucial steps, based on IPEC experience, it is important to:

- Map those agencies and institutions that could assist in targeted interventions. There should be a critical mass of local actors with capacity and resources for sustained action against the worst forms of child labour, organized into a network or alliance of regional/provincial government institutions and civil society.
- Promote participation of all family members (children, mothers and fathers at the household level) to foster broad ownership of targeted interventions.
- Identify any inter-agency networks, routine information-sharing meetings or coalitions that already exist and explore the possibility of incorporating child labour as one of their areas of concern. Only if nothing exists, should new networks be developed to ensure that local authority agencies and community groups have a forum in which to meet. Possible existing forums on which to ground targeted interventions might be:
 - Local development councils

- Child protection fora
- Task force on children's rights.
- Approach NGOs and community groups (especially women's groups), peoples' organizations, cooperatives, churches and mosques to explore their experiences, their access to the target groups and what resources they have to offer. Although a group may have no experience with child labour, per se, it may be able to facilitate targeted interventions because of its credibility or access to the community.
- Invest time and resources in training the members of the network on the child labour problem so that they thoroughly understand the issue and the long-term risk to society, and so that they can act as advocates.
- Explore the role coalition members, particularly workers' and employers' organizations might play in child labour monitoring. Ensure that they are properly prepared for the role of detecting and reporting WFCL in local industries and in the informal sector through training and capacity building.

7 What works: Experiences in targeted interventions

ILO-IPEC's experiences in combating child labour and its worst forms shows a number of targeted intervention strategies to be effective when used with the appropriate target groups and supported by the necessary macro-level interventions.

7.1 Trafficked children and children in prostitution

- Establish a social services network of individuals and institutions to improve prevention, protection, rescue, referral and rehabilitation services;
- Build strategic alliances with all major actors, including port officials, management at airports, harbours and bus terminals, transport operators and hotel owners, etc. to prevent trafficking. (Example VISAYAN FORUM SEAPORT PROJECT);
- Establish community-based health referral systems to improve health service delivery, to include STD,

HIV/AIDS, psychosocial counselling, and mental health services;

- Provide educational assistance, alternative income and employment opportunities to draw them away



from prostitution to decent work.

7.2 Children in mining and quarrying

- Develop cooperation among relevant local government units (labour, health, environment and natural resources, social welfare) for industry specific policy development and research. Research should include work environment assessments and safety audits and should examine environmental health and the social ills associated with the sector.
- Strengthen corporate tripartite structures in the industry and enhance cooperation with regional and local authorities.
- families - emphasizing low cost alternative technologies, sector-specific businesses and vocational training and craftsmanship for adults and adolescents.
- Build local institutional capacity to raise awareness of environmental health and occupational safety and health issues specific to the industry and generally.
- Establish local-level labour inspection and health referral systems and link to other community monitoring strategies in order to respond to the specific manifestations of (crisis/tendencies) in the sector, such as the migratory "gold rush" phenomenon known to presage intensified WFCL in the small scale mining and quarrying areas.
- Community organization, education assistance and provision of alternative livelihood strategies for
- Provide emergency educational support to prevent poor children from dropping out of school because they are unable to pay for their tuition.
- Work with school administrations and train teachers to make the curriculum more relevant to female children to engage them at school and prevent them from becoming child domestic workers prematurely.

7.3 Child domestic workers

- Engage employers to constructively support the schooling of their individual child domestic workers above 15 years.⁹
- Institutionalize the provision of educational alternatives for child domestic workers above 15.
- Promote best practices among employers of child domestic workers above 15.
- Organize adult domestic workers for the prevention of child domestic work below 15.
- Prevent migration and trafficking of girls into child domestic work and related worst forms of child labour.
- Empower communities in sending areas and promote alternative income-supplementing opportunities to prevent child domestic labour.
- Set up crisis centres, telephone hotlines and build capacity to provide counselling services for victims of abuse.
- Integrate job creation with skills training to provide alternatives to child domestic workers withdrawn from work.

⁹ Although there may be resistance from employers at first, an IPEC-VISAYAN FORUM project for child domestic workers in Manila has employed various methods to involve employers in the education of the minors they employ, including making financial contributions to the cost of schooling.

8 Conclusion

A large part of the success of child labour efforts in a Time Bound Programme depends on strong laws, careful conceptualisation and good assessment of the situation on the ground. But the prime focus must always be on the affected children. This volume underscores the need to prepare an armoury of targeted interventions to remove child workers from danger when the occasion presents. It emphasizes the fact that these targeted interventions cannot be employed in a cookie-cutter fashion — the same for all, simply

dropped in at the last moment. In fact with child workers, an ill-considered action may be worse than none at all. In the case of the WFCL, a range of appropriate targeted interventions must be ready and waiting before any other activity, such as awareness raising, begins. Finally, targeted intervention is also gratifying on a simply human level. Helping children whose need for support is abundantly evident must be one of the most heart-warming things one can do in life.

ANNEX 1

In the Philippines, the discovery by the Kamalayan Development Centre in 1993 of 28 children, some as young as 11, living in squalid slave-like conditions in a sardine factory where they worked up to 16 hours a day for 6 days a week led to a surveillance and rescue operation which was the beginning of what has now become institutionalised into the "Rescue the Children" strategy of the inter-agency Quick Action Team (QAT) led by the Department of Labour and Employment (DOLE). The Philippines sardine factory rescue operation was a collaborative effort between government agencies and non-governmental organizations, and led to the creation of a multi-agency network (called the *Sagip Batang Manggagawa* ("SBM"))¹⁰ and adoption of a Memorandum of Agreement among the members in 1994. The agreement spelled out the specific roles and responsibilities of the participating government agencies and non-governmental organizations. These included: a) the government (Department of Labour and Employment, Department of Education, Department of Social Welfare and Development, Department of Justice, Department of Interior and Local Government, National Bureau of Investigation, National Police, Department of Health, Commission on Human Rights, Department of Information), b) Workers' and Employers' groups, and c) Non-governmental organizations.

SBM's objectives are to:

- establish community-based mechanisms for detecting, monitoring and reporting most hazardous forms of child labour to proper authorities who can either refer cases to the relevant institutions or provide direct assistance;

- establish 24-hour Quick Action Team network centres to respond immediately to serious child labour cases;
- conduct search and rescue operations and other interventions with the aim of providing immediate relief for child labourers in hazardous or intolerable situations.
- provide medical, psycho-social and other services required for the child labour victims;
- provide technical assistance in civil and administrative cases and to prosecute criminal cases filed against employers and other violators of child labour laws.
- facilitate the return of child labourers to parents/guardians or appropriate alternative carers;
- improve child protection procedures and the capacity of child protection specialists.

The DOLE has designated child labour coordinators, within the Workers Amelioration and Welfare Division of the DOLE regional offices, to coordinate the SBM project. Upon receipt of child labour complaints or reports, these labour inspectors or child labour coordinators assess and validate the complaints received. If the situation is determined to be hazardous or life-threatening, they recommend launching a rescue operation by the SBM team, usually with law enforcement agencies and with the social workers of the DSWD or of the local Social Welfare and Development Officer. Labour inspectors do not need to secure a search warrant in order to enter work establishments for purposes of inspection or rescue as long as they are armed with an inspection authorization from the DOLE regional director.

¹⁰ Rescue Child Labourers Project

With respect to child domestic workers, however, the DOLE usually refers the cases to the appropriate local government social welfare and development offices for purposes of investigation and rescue. In practice, it is the DSWD, which acts as the lead or focal agency with respect to cases of child domestic workers, with the DOLE concentrating on the labour standards aspects of these cases.

Social workers of the DSWD and local government units are mandated by law to investigate reports on child abuse, which in its general sense, encompasses child exploitation and child labour. Under the law, not later than 48 hours from receipt of a report, the DSWD proceeds to the home or establishment where the alleged child victim is found and interviews the child to determine whether an abuse was committed. They should also determine the identity of the perpetrator and whether or not there is a need to remove the child from the home or the establishment where s/he may be found. Whenever practicable, the DSWD conducts the interview jointly with the police and/or local authority officials.¹¹

The Quick Action Team (QAT) works at the community level and is being replicated throughout all districts of the Philippines. The strength of this particular multi-sectoral methodology is that it is fairly simple to institutionalize and because it uses capacities that are already available, if at times stretched. The team's operations have now been systematized into clearly defined strategy and form the basis of the steps described below.

¹¹ NGO experience shows that government social workers who conduct visits and rescue child domestic workers usually seek the accompaniment of police and local authority officials to serve as a mediating force to cushion the tensions that may arise out of the confrontation with the employers.