



ELEVENTH ITEM ON THE AGENDA

**Evaluation of the InFocus Programme on
the Elimination of Child Labour (IPEC)***Contents*

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Summary of conclusions and recommendations

Introduction

1. The evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC) is in keeping with the ILO evaluation strategy examined by the Governing Body in November 2002 (GB.285/PFA/10) to evaluate the ILO's eight InFocus programmes over two biennia.
2. This document presents findings and recommendations contained in a longer evaluation report. Some findings relate to general ILO programme and management issues requiring Office-wide action. Thus, recommendations are addressed as appropriate to the Governing Body, the Director-General and IPEC.
3. Child labour is a complex, pervasive, and long-term problem. Child labour is not a static phenomenon as children move in and out of the labour market for a variety of reasons, but poverty is a primary cause. The ILO's comparative advantage in eradicating child labour is anchored in its knowledge-based standard setting and advocacy, and its tripartite structure.
4. IPEC's strategic model is based on the interlinked approaches of downstream interventions providing and testing direct services for children at risk and their families, and upstream interventions to change the enabling environment through knowledge development, advocacy, and capacity building of partners in actions against child labour. Practical knowledge generated from the downstream interventions is a significant element in influencing partners to effect change in the enabling environment.
5. IPEC has been evaluated extensively at the project, thematic and country levels. This programme-level evaluation examines the relevance and effectiveness of IPEC's strategies and design in the context of a results-based framework, and the efficiency of organizational arrangements for achieving programme outcomes.
6. The methodology involved an extensive review of documentation including evaluations, consultations with constituents, interviews of ILO staff and external key informants, and five subregional case studies covering ten countries, with selection based on country characteristics and IPEC programme approaches.
7. The evaluation time frame (January 1998 to December 2003) generally coincides with accelerated expansion of the IPEC programme, the inclusion of the elimination of child labour in the Declaration on Fundamental Principles and Rights at Work (1998), adoption of the Worst Forms of Child Labour Convention, 1999 (No. 182), and the restructuring of IPEC as an InFocus programme (1999). It also coincides with the introduction of strategic budgeting and results-based management in the ILO.

Programme strategies and approach

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

9. IPEC continues to evolve and respond effectively to new challenges of the complex child labour environment. The Programme is internationally recognized for generating new knowledge and practical tools for the elimination of child labour. The interrelated strategies of advocacy, building partnerships and mainstreaming child labour into the international and national social and economic development agenda are effective, but can be more efficiently managed. IPEC has been highly successful in attracting new partners but transaction costs are high and a more selective approach is required.
10. The synergies of tripartite action have been a major factor in realizing international and national strategies, with a multiplier effect to influence civil society. There is potential for greater involvement of social partners at national level through strategic and targeted actions.
11. The shift in emphasis towards upstream interventions and the worst forms of child labour (WFCL) require refinement and some adaptation of the existing strategies. An important channel for mainstreaming child labour into the international and national development agendas is the processes associated with the Millennium Declaration and Millennium Development Goals (MDGs).
12. IPEC's staged approach to programming at national levels – small action programmes, multi-component integrated projects and support for Time-Bound Programmes (TBP) has been effective. IPEC has responded flexibly to country situations, and applied lessons learned as the programme evolved at national level. The technical cooperation modalities of area/sector-based projects and TBPs require different approaches to designing and implementing programmes and measuring results for direct and indirect impact.
13. Knowledge management, a central feature of the IPEC programme, is designed to capture and structure knowledge for targeted dissemination to different groups – IPEC/ILO staff, constituents, and external partners. IPEC effectively links knowledge generated through research and downstream interventions to its national and global knowledge base. ILO's aim to become an international knowledge centre on child labour requires interface with internal and external information bases and these linkages require further development. IPEC knowledge management has progressed faster than ILO systems through support from extra-budgetary resources. The integration of IPEC and Office-wide systems should ensure that IPEC's advanced knowledge base remains intact and accessible.

Recommendations on programme strategies and approaches

14. It is recommended that:
 - (a) the Governing Body reconfirm its commitment to the elimination of child labour as one of the Organization's highest priorities and endorse ILO/IPEC strategies and programme approaches to support a worldwide movement against child labour and strengthen national capacities;
 - (b) IPEC, in consultation with relevant ILO units:
 - (i) reassess its advocacy strategy to take into account new programme directions, and evaluate its dissemination and use of materials;
 - (ii) review its strategic approach and selection of partnerships; and

- (iii) provide evidence of linkages and appropriate indicators to ILO units and external partners for mainstreaming child labour into the MDG processes;
- (c) IPEC, in collaboration with constituents and donors, develop improved means to deliver technical cooperation modalities in a programme mode by:
 - (i) assessing the implications of increased emphasis on upstream interventions and the WFCL, and area/sector-based programming; and
 - (ii) formulating indicators for institutional change and tracer methodologies to better assess direct and indirect impacts;
- (d) the Governing Body invite member States to ensure effective participation of social partners in national steering committees and IPEC activities; and the Director-General instruct IPEC, ACT/EMP and ACTRAV to explore ways of enhancing collaboration on the basis of defined strategies and a task-oriented approach;
- (e) the Director-General monitor the integration of IPEC's knowledge base on child labour with evolving Office-wide developments and ensure the ILO is positioned as an international knowledge centre on child labour.

Governance: Policies, structure and processes

15. The Declaration on Fundamental Principles and Rights at Work (Declaration), the Minimum Age Convention, 1973 (No. 138), and the Worst Forms of Child Labour Convention, 1999 (No. 182), provide a comprehensive framework for the ILO's programme on the elimination of child labour. The multi-sector nature of eliminating child labour means related policy issues are discussed in different committees of the Governing Body. Stronger procedures are required to ensure child labour is integrated into all relevant committee discussions. There is potential for better linking of standard setting with technical cooperation and promotion through information on country situations provided in the follow-up to the Declaration and the supervisory machinery for ratified Conventions.
16. IPEC's presentation of its programme in the programme and budget has been evolving in tandem with ILO developments in strategic budgeting. Further progress is required in defining the programme logic in a results-based framework that restates IPEC's existing strategies as outcomes and provides better balance of targets and indicators to assess direct and indirect impact. A clear definition of IPEC's accountability is also required.
17. The IPEC International Steering Committee has evolved with IPEC's expansion of programme countries and donors. The IPSC is not constituted as a committee of the Governing Body. Its role is ambiguous and IPEC's accountability is unclear under current arrangements. Consultations with member States and social partners indicate general agreement on the value of the IPSC as a partnership forum for information exchange and discussion of issues. The progress reports provided by IPEC are consistently praised for content and quality. More efficient use of meetings are also required.

Recommendations on governance: Policies, structure and processes

18. It is recommended that:

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

Management issues

19. Many IPEC management issues are related to ongoing evolution of ILO structures and systems and can only be addressed within an Office-wide framework.
20. IPEC's management model is a mixture of centralized and decentralized functions and structures that have evolved in an ad hoc manner in response to Office changes, financing arrangements, and programme approaches. A consistent theme for this evaluation is the need to better integrate IPEC into the regular programming and structures of the ILO. The operational model of the Office is changing with the recent introduction of the Integrated Resource Information System (IRIS). A review is now timely to update the ILO's management model for its child labour programme, taking into account IPEC shifts in emphasis in programme strategies, new modalities of technical cooperation and institutional changes within the Office.
21. There has been a continuing increase from 2000 in ILO extra-budgetary funds with a progressively higher share for child labour. Delivery rates have improved for all programmes. There has been an increase in decentralized projects. The combination of these factors has caused some capacity misalignments in the field to backstop technical projects.
22. There has been progress in collaboration between IPEC and other units but further development of frameworks and mechanisms to define and monitor collaboration are required.
23. There are delays and inefficiencies in programme delivery due to a number of factors such as ambitious and unrealistic planning horizons for projects, delays in signing Memorandums of Understanding (MOU) and receipt of donor funds, and bottlenecks in central administrative and financial systems.

Recommendations on management issues

24. It is recommended that:

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

25. *The Programme, Finance and Administrative Committee may wish to recommend to the Governing Body that it:*

- (i) reconfirm its commitment to the elimination of child labour and endorse current IPEC strategies (recommendation 14(a), above);*
- (ii) invite member States to ensure effective participation of social partners in national steering committees and IPEC activities (recommendation 14(c));*
- (iii) continue to examine ways to better link standard setting with technical cooperation (recommendation 18(a), above);*
- (iv) endorse in principle a role for the IPSC as a partnership forum (recommendation 18(c), above); and*
- (v) request the Director-General to take into consideration the recommendations of the evaluation together with the deliberations of the Committee, and report back to the Governing Body in the 2006-07 biennium on actions taken.*

1. Introduction and background

26. The evaluation of the InFocus Programme on the Elimination of Child Labour (IPEC) is in keeping with the ILO evaluation strategy examined by the Governing Body in November 2002 (GB.285/PFA/10) to evaluate the ILO's eight InFocus programmes over two biennia. It is an independent evaluation carried out by the Bureau of Programming and Management with two external consultants. The purpose of the evaluation is to provide the basis for decision-making by the Governing Body on future strategic directions of IPEC as part of a results-based programming approach, and by ILO management on improved programme delivery.
27. This document presents findings and recommendations contained in a longer report (*Evaluation report*).¹ Some findings relate to general ILO programme and management issues requiring Office-wide action. Thus, recommendations are addressed as appropriate to the Governing Body, the Director-General and IPEC.

1.1. The child labour problem

28. Child labour is a complex, pervasive, and long-term problem with some 246 million children involved in labour activities in a wide range of sectors mainly in the informal economy. Some 171 million are in hazardous situations and 8.4 million in the unconditional WFCL as defined in Convention No. 182.² Child labour is not a static phenomenon as children move in and out of the labour market for a variety of reasons. Poverty is a primary cause.
29. ILO comparative advantage (figure 1) is anchored in its knowledge-based standard setting and advocacy, its global information base on labour standards, and its tripartite structure.

Figure 1. ILO/IPEC comparative advantage

- | |
|---|
| <ul style="list-style-type: none">■ Adoption and implementation of international labour standards:<ul style="list-style-type: none">– Conventions Nos. 138 and 182.■ Technical expertise on child labour issues based on research, data, knowledge.■ International credibility on child labour issues.■ Global data on labour standards.■ ILO tripartite structure. |
|---|

¹ Available in English on request from the Bureau of Programming and Management.

² Source: "Every child counts: New global estimates on child labour" (April 2002).

1.2. InFocus Programme on the Elimination of Child Labour (IPEC)

30. The current InFocus Programme on the Elimination of Child Labour (IPEC) was established in the 1999 Office reorganization. It brings together all work on child labour into an integrated administrative structure within the “Standards and Fundamental Principles and Rights at Work” Sector. IPEC, however, is generally perceived as dating from the large technical cooperation programme initially funded by the German Government in 1991. Table 1 indicates the ILO strategic resources for child labour.³

Table 1. Resources for child labour in 2002-03 (US\$)

ILO-wide regular budget expenditure	24 181 458
Extra-budgetary expenditure	78 795 243
2000-01 surplus expenditure	0
Total ILO expenditure	102 976 701

31. IPEC has experienced accelerated growth, programme expansion and institutional change. It is the ILO’s largest InFocus Programme, active in 84 countries with support from 30 donors from member States and social partners. It has annual resources of approximately US\$48 million annually (augmented at national level by both financial and in-kind contributions).⁴

32. IPEC’s growth is coincident with successful ILO advocacy in the mid-nineties in creating international awareness that child labour, in particular its worst forms, is a factor of social and economic development. ILO/IPEC became known for its knowledge of child labour issues, and for developing innovative and practical tools for its elimination. A number of international meetings and summits⁵ contributed to influencing public awareness for combating child labour.

33. IPEC’s programme framework is based on the 1998 ILO Declaration and associated Conventions Nos. 138 and 182. IPEC’s approach is rights-based, multidimensional, and long term. It has developed an extensive inventory of tested design and working models, and has foreseeable support from donors for the medium term.

1.3. IPEC programme logic

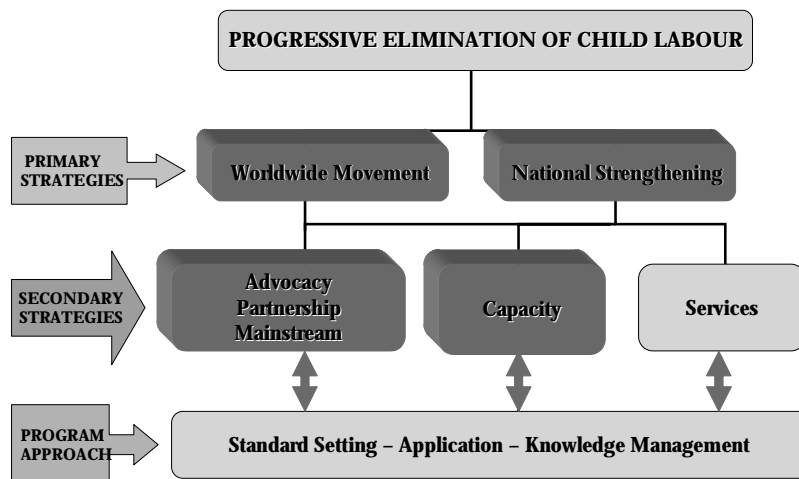
34. Figure 2 sets out the analytical framework used in the evaluation to represent IPEC’s programme logic.

³ Report of the Director-General: *ILO programme implementation (2002-03)*.

⁴ Source: “IPEC action against child labour 2002-03”, Jan. 2004 (report to the IPSC).

⁵ For example: the Convention on the Rights of the Child, the Millennium Development Declaration, World Summits for Social Development (Copenhagen, 1996, and Geneva, 2000), the World Congress against the Commercial Sexual Exploitation of Children (Stockholm, 1996) and its follow-up in Yokohama (December 2001), the Amsterdam Child Labour Conference (1997), the International Conference against Child Labour (Oslo, 1997).

Figure 2. IPEC Programme logic



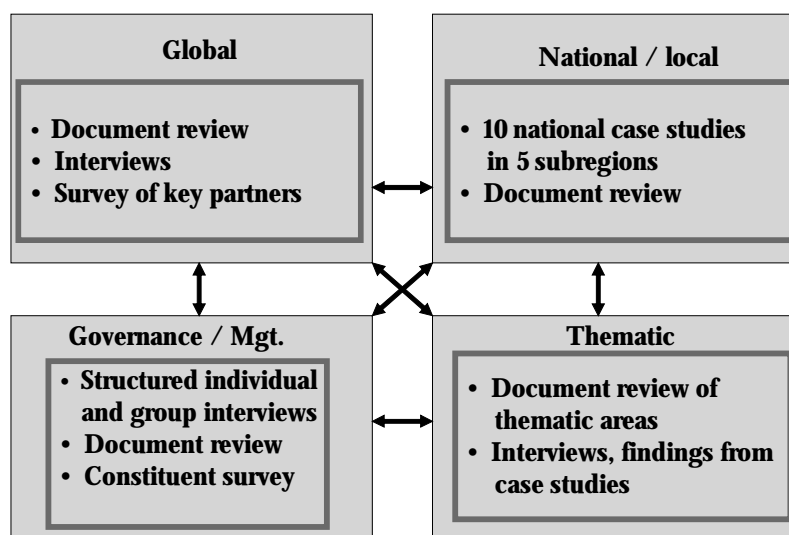
35. IPEC's two primary strategies are to create a worldwide movement against child labour and to strengthen national capacity to design and implement programmes to eliminate child labour. Secondary strategies of advocacy and social mobilization, building partnerships and strategic alliances, and mainstreaming child labour into development agendas are linked internationally and nationally, and adapted for country situations. The international consensus on the Millennium Declaration and MDGs and the processes to translate these into nationally led poverty reduction development plans such as Poverty Reduction Strategy Papers (PRSPs) provide the development context for the programme.
36. IPEC has a staged approach to programming at national level – small, varied action programmes to develop tools and models, integrated multi-component area/sector-based projects, and support for TBPs. TBPs are a combination of integrated policies and coordinated programmes to address the WFCL in relation to Convention No. 182.
37. The strategic infrastructure is founded on knowledge management – generation of knowledge, organizing it into information systems, and sharing it with IPEC and other ILO staff, constituents and international/national partners.
38. IPEC's strategic model is based on the theory of change. Downstream interventions provide direct services in education, security and income generation for children at risk and their families for developing models or tools. Upstream interventions aim to change the enabling environment through using knowledge, advocacy and capacity building to facilitate the efforts of partners in actions against child labour. The two approaches are interlinked. Practical knowledge generated from the downstream interventions is a significant element in influencing partners to effect change in the enabling environment.

1.4. Evaluation assessment framework and methodology

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

40. The evaluation time frame proposed for the study is January 1998 to December 2003. This period generally coincides with accelerated expansion of the programme, the inclusion of the elimination of child labour into the Declaration (1998), adoption of Convention No. 182 (1999), and the restructuring of IPEC as an InFocus Programme (1999). It also coincides with the introduction of strategic budgeting. The evaluation takes the history of IPEC into account, and notes important events to June 2004.
41. In light of the magnitude, high profile and complexity of IPEC, extra resources were allocated for this evaluation to extend its scope and methodology. The findings are based on:
- an extensive review of a large inventory of IPEC documentation, including project and programme evaluations, and web site information;
 - ILO constituent, Office and external partner documents and web sites;
 - some 80 interviews with ILO staff at headquarters;
 - consultations with constituents and ILO staff on terms of reference, governance issues, and preliminary findings;
 - a representative sample by telephone interview of IPEC constituents and external partners;⁶
 - five subregional case studies covering ten countries, with selection based on country characteristics and IPEC programme approaches – Bangladesh, Brazil, Costa Rica, India, Mali, Nicaragua, Peru, Senegal, United Republic of Tanzania and Uganda.

Figure 3. Evaluation methodology



⁶ Interviews at international level with nine donors, four employers' and workers' organizations, four United Nations partners, and three international NGOs conducted in May/June 2004 to solicit information on approaches to eliminating child labour, views on IPEC advocacy materials and collaboration with IPEC.

42. The evaluation has assessed outcomes, to the extent possible, i.e. evidence of the relevance, effectiveness and sustainability of the strategies and programme approaches. A fully substantiated impact evaluation was not feasible mainly because the presentation of the IPEC programme strategies in the programme and budgets (2000-03, 2004-05) is not in the form of an explicit results-based framework conducive for impact assessment. This issue is further addressed in section 3.3 on programme monitoring. Thus, the evaluation has used figure 2 as a results-based framework for analysis and developed questions and performance indicators (included in the *Evaluation report*).

2. Programme strategies and approach

2.1. Relevance and effectiveness

43. IPEC programme strategies have demonstrated relevance with regard to ILO constituent expectations and country needs, international development priorities and external partner interests. Evidence of relevance includes:

- elimination of child labour in ILO's Declaration;
- unanimous adoption and unprecedented ratification rate of Convention No. 182;
- accelerated ratification of Convention No. 138;
- references to the elimination of child labour and ILO Conventions in international policy statements and summit declarations: World Summit(s) for Social Development, the Convention on the Rights of the Child, and the Millennium Declaration;
- extra-budgetary funds contributed by and request for services from constituents;
- influence on external partners – increased priority to child labour issues, increased funding, use of IPEC data in publications.

44. There is also substantive evidence of the effectiveness in ILO/IPEC secondary strategies of advocacy, mainstreaming and building partnerships both internationally and nationally. References to eliminating child labour and core labour Conventions are found in declarations and plans of action of recent world summits and high-level political statements. At national level, IPEC technical support and advocacy has resulted in the inclusion of child labour in PRSPs and national development plans. In some countries, child labour has become a key MDG indicator for progress made in universal education and poverty alleviation.

45. Tripartism is institutionalized in provisions of Convention No. 182 and IPEC MOUs to establish national steering committees that include employers' and workers' organizations. The synergy of the tripartite partnership is a major success factor in international and national advocacy and social mobilization.

46. IPEC has extended both the number and type of external partners and strategic allies through awakening interest in child labour in established international organizations and supporting creation of new ones. An innovative partnering approach for IPEC is the formation of a number of multi-partner organizations in industrial sectors related to agriculture, garment-making, sports equipment and surgical instruments.

47. Case studies and document reviews confirm IPEC's flexible response to the differences in subregional and country situations in IPEC's 84 programme countries. IPEC's phased approach builds programmes on knowledge and practical tools in line with country situations.
48. The case studies and documentation also indicate the potential effectiveness of IPEC's approach to use relevant knowledge from research and downstream interventions. The knowledge supports future project development as well as upstream interventions. IPEC documents data on the type and incidence of child labour to support specific project designs and local advocacy. Information contributes to the global knowledge base on child labour, consistent with ILO/IPEC's aim to become an international knowledge centre on child labour.⁷
49. IPEC has internalized a "knowledge culture" and considers it a central feature of its work. It has designed a potentially effective infrastructure to generate, filter, organize and disseminate information to different internal and external user groups. Knowledge generated through research, data collection and attention to methodological issues has contributed to ongoing work to establish recognized international standards in such areas as definitions of child labour and hazardous work, methodologies for data collection and analysis, and good practices.
50. The *Evaluation report* provides extensive documentation of the relevance of IPEC's programme strategies and approaches. The issue for IPEC in the medium term is to consolidate, clarify and adapt the strategies. More details on performance and areas for improvement are outlined in sections 2.2-2.4.

2.2. Consolidation, clarification and adaptation of programme strategies and approaches

2.2.1. Advocacy, external partnerships and mainstreaming

51. IPEC's secondary strategies of knowledge-based advocacy, building partnerships and strategic alliances, and mainstreaming are interrelated – effective advocacy supports partnering and mainstreaming.⁸ Thus, many of the examples cited in the next sections provide evidence of results for each as well as their synergies.

Advocacy

52. The *Evaluation report* documents evidence of direct and indirect effects of IPEC's knowledge-based advocacy for social mobilization of tripartite constituents and subsequent multiplier effect through their networks to civil society. The adoption, promotion and unprecedented number of ratifications of Convention No. 182 is the outstanding example of results. In addition to setting a new standard, the process resulted in constituent and international attitude changes on the need for immediate action on child labour.

⁷ The formulation of this objective varies in different documents: "a global clearinghouse for best practices in the compilation and publication of statistics on child labour" (Programme and Budget for 2002-03) and "ILO's role as a global centre for child labour information and legal expertise" (IPEC implementation report 2000-01) and should be clarified.

⁸ IPEC defines mainstreaming as "concerted efforts to influence processes, policies and programmes that have a significant bearing on the problem" (IPEC programme operations manual).

53. References to the elimination of child labour are included in world summitry and high-level political statements, including the Group of 8 Industrialized Countries (G-8), the Organisation for Economic Co-operation and Development (OECD), European Union (EU), the Organization of American States (OAS), and ILO regional meetings. IPEC has succeeded in explicitly linking education and child labour in international forums such as the Education for All (EFA) initiative.
54. The Red Card to Child Labour Campaign, SCREAM (Supporting Children's Rights through Education, the Arts and the Media), and the ILO's World Day Against Child Labour are examples of media and public awareness initiatives that have mobilized public opinion. Nationally, innovative media strategies have pressured for action. There are examples of good use of IPEC materials and information, as well as coverage of IPEC-supported events by local media. Features with participation of child labourers are particularly effective.
55. A brief review of Department of Communication (DCOMM) press clippings and news reports on the ILO indicate a significant number relating to child labour covering a range of topics – IPEC publications, national events, interviews, trafficking and child prostitution, child domestic labour and HIV/AIDS.
56. Headquarters and field interviews support the view that media coverage has instigated consumer pressure on commercial enterprises to provide “child-labour free” products and has resulted in the withdrawal and rehabilitation of child labourers from export industries such as carpets, footballs, textiles, cocoa and tobacco.
57. Promotion of child labour in the context of the Declaration and decent work has reinforced IPEC efforts and vice versa. Child labour has facilitated discussion on core labour standards with the World Bank. National TBPs are a basis for promoting decent work in the PRSP process, but better harmonization of ILO efforts is required to avoid duplication in establishing consultative mechanisms.
58. Telephone survey responses on advocacy questions indicate general satisfaction that information and campaign materials provided by IPEC are attractive. There were different degrees of familiarity with the full range of available materials in use on a selective basis. For greater efficiency, there is a need for targeted dissemination of materials according to needs of users. Publications that received specific mention(s) of appreciation and use included the Global Report “A future without child labour”, “Investing in every child”, the “Handbook for parliamentarians on eliminating the worst forms of child labour: A practical guide to ILO Convention No. 182”, “Stolen childhood” (photo essay), as well as evaluation reports and fact sheets.
59. The shift in emphasis to WFCL implies the need for a review of advocacy materials, messages and target audiences to respond to the specific environment of this particular group of child labourers. A more strategic approach to advocacy to customize and tailor materials for different target audiences and partners would provide more effective and efficient use of scarce resources. The advocacy function within IPEC has been recently restructured in line with Office consolidation of the public relations and media services centralized in DCOMM. IPEC retains responsibility for the content and selection of materials and themes. The changes require monitoring for continued effectiveness of ILO/IPEC advocacy.

External partners and strategic alliances

- 60.** Strong evidence of results of ILO/IPEC advocacy is the increased numbers and scope of IPEC external partners and strategic allies. As more knowledge on the multidimensional nature of child labour became available and public awareness campaigns took effect, IPEC extended its collaboration with external partners at the international level, and at national level with civil society through small action programmes.
- 61.** IPEC's extended range of external partners include child labourers and families, United Nations agencies, international financial institutions (IFIs), multilateral co-sponsored programmes (e.g. UNAIDS), non-governmental organizations and civil society, and multi-stakeholder initiatives. The objectives, nature and history of ILO/IPEC collaboration varies, as do the roles and responsibilities within the partnerships. The *Evaluation report* details IPEC's international partnering arrangements with some 20 specific organizations on the basis of these factors. IPEC also "shares partners" with other units in the ILO, including those units working with UNESCO on education, with WHO on occupational health and safety, with the Office of the High Commission on Human Rights (OHCHR), and with the United Nations and IFIs on MDGs and PRSPs.
- 62.** An innovative partnering approach is the formation of a number of multi-partner sector-based industrial organizations (e.g. International Cocoa Initiative (ICI), Eliminating Child Labour in Tobacco Growing Foundation (ECLT), as well as regional and national bipartite industrial initiatives in the agriculture, garment, soccer ball, surgical instruments and leather industries. These new models have demonstrated potential to strengthen the tripartite partnership, and to extend it to include civil society to address child labour through informal and formal sector chains from production to export.
- 63.** The *Evaluation report* provides evidence that IPEC has effectively used its partnering to support its main strategies of a worldwide movement against child labour and national strengthening to design and implement programmes for the elimination of child labour:
- Partnerships with child labourers and their families have resulted in better project designs, and their testimony has resulted in "advocacy with a human face" in mobilizing a strong constituency for actual and future action against child labour at international and national levels.
 - UNICEF shares ILO's rights-based approach to child labour and has been a strong ally for explicit references in world summitry documents and as partners in joint projects in the field.
 - UNESCO and ILO have worked for international recognition of an explicit link between child labour and education and improvements in education infrastructure, including the rights of teachers.
 - ILO/IPEC has worked with their United Nations partners to effect changes in the way that the World Bank (WB) views core labour standards, including the elimination of child labour. The WB has also placed more emphasis on child labour since 1998, including its own research and publication on child labour, increased allocations to child labour in its social lending portfolio, participation in the Understanding Children's Work Project, and regional programming guidelines that draw on IPEC's approach.⁹

⁹ "Addressing Child Labour in South Asia", Environment and Social Development Department, World Bank, South Asia Region.

- Multi-partner industrial associations have the potential to deal comprehensively in sectors associated with hazardous forms of child labour.
- 64.** ILO/IPEC faces a number of constraints in developing effective partnerships for the elimination of child labour. High-level policy statements do not necessarily translate into coherent operational policies and programmes across international and national bureaucracies. There are several reasons. The multidimensional nature of child labour entails building relationships with several different units or departments within an organization. The structures, including the degree of centralized and decentralized authority between headquarters and the field, often require a new set of relationships at field level.
- 65.** Transaction costs of partnering and collaboration vary with the nature and type of collaborative arrangements. High costs can limit IPEC's capacity to maintain potentially worthwhile partnering opportunities. They also put IPEC into a competitive environment to attract partners, equally compelled to become selective in their collaboration. Interviews with external partners in the field noted that they could not participate in all thematic consultative groups and did not necessarily assign priority to child labour. Some partners address child labour within other thematic development issues which they consider of greater importance – e.g. education, poverty, HIV/AIDS, gender. Telephone responses indicate general satisfaction with IPEC collaboration, but a recurring theme for improvement referred to delays and/or gaps in providing requested or routine information.
- 66.** For greater efficiency and sustainability, IPEC should review its strategic approach and selection of partnerships for manageability of current and future commitments. This should be done in collaboration with other ILO units partnering with the same organizations for coherence and mutual benefits. Collaboration between IPEC and the education group in the Sectoral Activities Department (SECTOR) on the Education for All (EFA) initiative, and the InFocus Programme on Safety, Health at Work and the Environment (SAFework) on hazardous work and labour inspection are examples of good practices. Another area for potential partner development is around joint research that sheds light on other links between child labour and key development issues (e.g. health, HIV/AIDS). Collaboration on the Understanding Children's Work Project (UCW) helped build policy coherence, enhance corporate efficiencies, extend the knowledge frontiers for the partners and avoid costly duplication.
- 67.** A partnering strategy could take into account such criteria as the objectives of the collaboration, history and demonstrated performance of partners, conceptual approach to child labour of partners, linking child labour with key development themes, potential for leverage of resources and policy influence and distributional scope of influence.

Mainstreaming

- 68.** The *Evaluation report* documents the effectiveness of IPEC advocacy and partnering for mainstreaming the elimination of child labour into international high-level policy declarations. There are qualified results in incorporating child labour explicitly in operational policies of partner organizations for field-level action. Reasons include:
- the complexities of a multidimensional issue;
 - different perceptions on whether child labour is a social, economic or rights issue in the development paradigm;

- whether the elimination of child labour is addressed directly as a standalone issue, or as part of broader poverty alleviation programmes in education, health, employment etc; and
 - inclusion of child labourers in wider “disadvantaged” or “vulnerable” groups.¹⁰
- 69.** An important channel for ILO/IPEC in furthering the mainstreaming of child labour into operational development programmes is through ILO participation in the international and national processes associated with implementing the MDGs. The United Nations Millennium Project¹¹ provides operational guidance and can influence indicators at the international level. Nationally led development programmes are medium-term plans to achieve the MDGs with support from partners through coordination processes such as the United Nations Development Group (UNDG), United Nations Development Assistance Framework (UNDAF), Common Country Assessments (CCA), local consultative or theme groups, and specific consultative mechanisms for PRSPs. As the elimination of child labour is not specifically mentioned in the MDGs, ILO/IPEC will need to continually advocate to ensure that child labour is an explicit factor linked to the themes. Education, health, HIV/AIDS, youth employment, and vulnerable groups provide opportunities. Guidelines and indicators developed in association with the MDGs will be an important factor for the inclusion of child labour in national development plans, and subsequent monitoring of performance.
- 70.** At the international level, other ILO units take the lead in participating in the MDG. The ILO is a member of the United Nations experts’ group associated with the Millennium Project, participates in developing indicators and has the lead on refining the indicators associated with youth employment.
- 71.** A rapid look at the ILO web site on MDGs does not indicate an explicit link with child labour in the Millennium Project although the ILO has participated in two of the task forces. A missed opportunity was the lack of a specific reference to child labour in a report of an inter-agency UNDG Working Group chaired by the ILO on PRSPs, and the resulting guidance paper sent to UNDP and World Bank representatives in the field.¹² The Governing Body is kept informed of ILO experience with PRSPs with regard to decent work and some references to child labour are included.¹³ The recent draft of the ILO manual on incorporating decent work into PRSPs provides guidance on integrating child labour into PRSPs through EFA and notes the link with poverty, but does not specifically reference child labour for other key themes such as youth employment and HIV/AIDS.¹⁴

¹⁰ Similar operational and organizational issues are evident in the ILO where the elimination of child labour is a cross-cutting issue, one of “the four core labour standards of the Declaration”, and “part of one of” the four pillars of decent work.

¹¹ The Millennium Project is composed of ten thematic task forces linked to the MDGs to translate these into operational realities.

¹² UNDG: *An assessment of the role and experiences of UN agencies in PRSPs, and UN country team engagement in PRSPs* (Oct. 2003).

¹³ GB285/ESP/2 (Nov. 2002).

¹⁴ Draft manual under preparation.

2.2.2. Tripartism, workers' and employers' organizations

72. Tripartism, a key factor of ILO/IPEC comparative advantage, is institutionalized in IPEC governance and management documents. The effectiveness of the tripartite synergy is well documented including the following:

- financial contributions of social partners at headquarters and the field;
- direct donor support for social partner activities and/or stated preferences for funding social partners in action programmes;
- mainstreaming the elimination of child labour into their policies, advocacy and social mobilization;
- joint programmes involving national authorities, employers' and workers' organizations and civil society; and
- collaboration with IPEC in implementing action programmes including with ACTRAV and ACT/EMP.

73. IPEC receives contributions from all tripartite partners. Contributions to IPEC from employers' and workers' organizations have been in the order of US\$4 million from 13 donors (30 per cent of contributors),¹⁵ with considerable funds coming from organizations in developing countries. Contribution figures are understated as they do not include the substantial funds that are provided to IPEC at national level, direct and in kind, from member States and social partner organizations, or private enterprise.

74. The social partners have a clear view of the role they can play in combating child labour:

- fact-finding on child labour situations;
- institutional development;
- practical policies and action plans;
- integrating child labour into regular training programmes;
- monitoring provision of labour Conventions and codes of conduct;
- social mobilization;
- direct action.

75. Social partners need materials, information, kits and training for their advocacy work from IPEC; support from member States for effective participation in national steering committees; and additional resources mobilized, either internally within their associations or externally by donors and external partners.

76. New developments towards the establishment of multi-partner industry-based organizations with tripartite and external partner participation provide support in sectors vulnerable to hazardous forms of child labour. Some of these organizations are regionally based and IPEC could benefit from an inventory, with the assistance of SECTOR,

¹⁵ Source: Information provided in "IPEC action against child labour 2002-03", Jan. 2004.

ACTRAV and ACT/EMP. This information would assist in matching relevant employers' and workers' organizations at national level in areas identified in TBPs for addressing the WFCL.

77. At national level, social partners are more actively involved in small action programmes, in particular with regard to social mobilization. As IPEC moves to larger, more complex and multi-component projects, targeted collaboration with social partners is required, taking into account their capacities and interests.
78. There is potential for further development of tripartite action. The *Evaluation report* shows strong evidence of commitment and activities of the tripartite partners, and a general understanding of how synergies can reinforce the common objective of the elimination of child labour. The evaluation was unable to obtain a comprehensive overview of social partner strategies and activities, in particular in regions.¹⁶ Documents and web sites indicate a wide range of activities. More awareness of social partner activities could identify specific opportunities for enhanced collaboration and/or donor support.

2.2.3. National strengthening

79. For IPEC, national strengthening depends on capacity building in a broad range of national and community institutions through institutional change in the enabling environment – attitudes, policies, resource allocations, legal frameworks, knowledge, social situations, organizational structures, human capital, available services – and efficiencies in programme planning and delivery. These are long-term processes dependent on a number of critical factors at country level.
80. Critical factors for capacity building at national level are:
- capacities, priorities and commitment of national authorities;
 - availability and mobilization of resources;
 - ability to move from planning to implementation of operational programmes;
 - coordination within national, state, district and community authorities, and with external partners;
 - understanding by all players of the long-term nature of the elimination of child labour, its multi-sectoral nature, and its linkages to key elements of poverty alleviation.
81. Country situations along these parameters vary considerably as do results, as has been demonstrated in the five case studies and document review for this evaluation. IPEC operates in this complex environment to institute change through its strategies for direct interventions, and for facilitating the work of its partners – national authorities, workers' and employers' organizations, and external actors – to strengthen national capacity in a sustainable way.
82. The case studies and document reviews indicate IPEC's effectiveness in identifying national needs. IPEC has flexibly applied programming modalities for customized support to the specific country situation, based on its comparative advantage of standard-based

¹⁶ The World Confederation of Labour (WCL) provided this type of inventory to the evaluation team.

knowledge and ILO's tripartite structure. IPEC has been gradually moving towards area-based (upwards to regions and downwards to local levels) and sector-based (multi-component projects to address all aspects of the issue within a sector) in concert with its new strategic directions and with international development thinking. Some donors have also been moving towards sector-wide approaches (SWAPs) and programme funding.

- 83.** The *Evaluation report* documents evidence of mainstreaming child labour into national policies and resource planning, building partnerships and strategic alliances to facilitate inter-agency collaboration, and strengthening capacities of tripartite constituents through collaboration with ACTRAV and ACT/EMP. ILO/IPEC has provided training for planning authorities in such areas as labour legislation related to the Conventions and awareness raising for judicial and law enforcement officers. It has fostered coordination through interdepartmental national steering committees with representatives from workers' and employers' organizations, United Nations agencies and civil society. Specific references to child labour have been included in national development plans, including PRSPs, and in some cases special units or focal points were created in ministries of labour or central planning authorities.
- 84.** Early IPEC action programmes provided effective training for employers' and workers' organizations resulting in greater awareness and onward social mobilization of their memberships and community organizations. IPEC formed a number of strategic alliances, and established inter-agency working groups on child labour in India and Bangladesh, with participation of local and international NGOs. These initiatives increased awareness of the need for the elimination of child labour in local United Nations consultative groups in such areas as education and HIV/AIDS. Collaborative projects were also undertaken.
- 85.** The recent IPEC Gender Audit ¹⁷ confirms inclusion of gender dimensions of eliminating child labour in IPEC projects, including programmes for child domestic workers and other forms of WFCL, and systematic inclusion of gender-based data collection. The auditors also found support in the form of staff training, written guidelines, and assignment of responsibility for mainstreaming gender in the design and implementation of child labour programmes, especially the TBPs. The audit noted the need for IPEC to develop the capacity of its national partners for gender mainstreaming. IPEC's increasing emphasis on upstream policy work related to child labour provides an opportunity to provide tools to partners on gender analysis and mainstreaming child labour into their development plans.
- 86.** IPEC programme results are generally documented in the context of project/product delivery-related action programmes or a series of action programmes integrated into a multi-sector project. It is too early to assess results from the significant change in approach of support for TBPs. There is evidence that the approach is founded on practical IPEC experience, knowledge and good practice in fostering institutional changes as captured in IPEC's *Manual for Action Planning* (MAP).
- 87.** There is commitment to the integrated multi-sector concept and process by national authorities, as attested by:
- increasing number of requests to IPEC for assistance in establishing TBPs;
 - establishment of high-profile inter-sector national committees on child labour;
 - better coordination and cooperation between ministries of labour, education, employment and commerce;

¹⁷ IPEC – InFocus Programme on Child Labour: Gender Audit Report, Dec. 2003.

- recognition by national authorities and external partners of the explicit link between child labour and education, health including HIV/AIDS, rights of the child, household incomes;
 - support for knowledge centres including research institutions and national statistics offices; and
 - increased commitment and resources for child labour or associated thematic areas in budgetary allocations, in particular education.
- 88.** In Brazil and India, where there are mature IPEC programmes and strong capacity, IPEC has begun to develop medium-term explicit “exit strategies” consistent with its strategy of mainstreaming child labour into the national context.
- 89.** IPEC’s challenge for moving to upstream interventions and supporting TBPs has been to understand and respond to the national complexities and the process of change under way, including those associated with the development of national plans to achieve the MDGs. These are longer term endeavours involving ongoing processes rather than finite end points. They imply changes in the way that IPEC designs projects, sets time-bound objectives, establishes targets and indicators, and provides resources. The reorientation will also require understanding by IPEC’s partners, including donors, to review their expectations and requirements for project/product design and delivery.
- 90.** IPEC’s emphasis on practical knowledge generation is a key anchor as the programme moves towards the more complex environment of upstream interventions and addressing the WFCL. IPEC has effectively supported data collection and analysis methodologies as well as research through national centres and coordinating networks of national, regional and global research institutions.¹⁸ However, maintenance costs for national institutions can be high and need to be monitored to tailor technology transfers to the infrastructure and resources of the partners.
- 91.** IPEC has supported employers’ and workers’ organizations and local partners for programme development, tracking and evaluations. IPEC is also working to capture the knowledge generated at local level to support IPEC’s in-house capacity for effective technical backstopping, as well as global knowledge sharing to support the efforts of its partners.

2.2.4. Prevention, withdrawal and rehabilitation of child labourers

Community action

- 92.** Within IPEC’s multidimensional strategy, demonstrating viable interventions for prevention, withdrawal of child labourers, and their rehabilitation and integration into society, has been a core component. IPEC has advanced the thinking and application of sound practical solutions to combating various forms of child labour. This has been achieved through innovative designs and monitoring implementation to identify successes, good practices and lessons learned. IPEC recognizes and builds upon the potential of communities to prevent child labour and to actively intervene, particularly in local cases of WFCL. IPEC’s community-level work has raised awareness and is building capacity to

¹⁸ Global evaluation of SIMPOC gave a positive assessment of IPEC’s capacity building in this area.

monitor its occurrence. It is also empowering communities to more effectively enforce laws protecting children from exploitative labour situations.

93. The *Evaluation report* has also identified gaps and opportunities on how direct action can be improved. Providing children and their families with feasible alternatives to child labour remains a priority need, particularly in rural areas. In addition to improved and more affordable schooling, lunch programmes and small funds for miscellaneous expenses, more is needed to address longer term income needs. Attention can be given to better linking and refining models for targeted and cost-effective business training, financial services, skills development and job hunting for school leavers nearing adulthood. This calls for closer collaboration with ILO technical units anchoring core capacities in skills training, financial services and income generation. The need to target these services to those most vulnerable also should draw upon the work of ILO/AIDS.
94. The ILO can pioneer new initiatives to engage major donors and international partners to ensure child labour eradication is included in technical cooperation in microfinance and enterprise development, skills training for youth and HIV/AIDS.

Design and implementation of action programmes

95. Through a decade of experience IPEC has shown innovativeness and improved its practices in designing action programmes, selecting implementing agencies, organizing the actual work to be conducted and reporting on progress made.
96. Sustainability of national capacities built up through action programmes depends on how effectively child labour issues are mainstreamed within organizations. Uptake and replication of approaches depends on demonstrating the effectiveness of interventions, including cost effectiveness. The monitoring and evaluation approaches for action programmes have been weak in tracking these key elements. Project evaluations provide independent assessment. However, resources are often inadequate to conduct cost-benefit analysis of specific initiatives.
97. There are few means of measuring more than the immediate effects of action programmes. IPEC has been developing new tools to rectify this situation: a tracer study and a survey methodology to assess impact on child beneficiaries, and project-level monitoring of children to provide more regular feedback on the effectiveness of action programmes and specific interventions. Recently introduced, these measures can help fill a previous vacuum of knowledge in what works, what does not work and what can be improved.

2.3. Emphasis shift in strategic directions

98. The strategic choices for future directions of the programme are issues of relative emphasis rather than exclusive options. These include the mix of upstream and downstream interventions, the degree of emphasis on the WFCL compared to the broader objective of its progressive elimination, the relative weight on international, regional, country and local actions, and the nature and geographic location of the child labour target group(s).
99. Since 1999, coincident with adoption of Convention No. 182, IPEC has been moving towards more emphasis on upstream interventions. Targets for direct and indirect beneficiaries have been included in the Programme and Budget for 2002-03 and for 2004-05. There has also been more focus on TBPs in line with progress of member States moving from ratification to implementation of Convention No. 182.

- 100.** IPEC's shift in emphasis to upstream interventions, including TBPs, for changing institutions and partner behaviour is consistent with international development thinking around the MDG processes. It is a higher risk strategy, as results depend on a wide range of factors and performance of partners outside IPEC's direct authority or influence. Upstream interventions aimed at institutional change and influencing partner actions are long-term processes in contrast with the time-bound delivery of finite products assumed in project implementation. Appropriate objectives and performance measures need to be developed in consultation with donors, national authorities and social partners, to assess implications of the change for design and delivery of future technical cooperation.
- 101.** In addressing the WFCL, the nature and incidence of various forms require diverse expertise, capacities and approaches. These include expanded area programming, research, possible new partners, and new (or adapted) tools and models to deal with these special groups of child labourers. In addition, IPEC needs to work with national authorities to define hazardous child labour in local contexts. IPEC's experience with WFCL is relatively recent and spillovers and trade-offs between WFCL/non-WFCL are not yet clear. In this uncertain environment, IPEC with its partners, will need to define its roles, responsibility and accountability within partnering arrangements, as well as an assessment of risk in attaining expected results.
- 102.** The shifts in emphasis are too recent to provide a clear framework for the Governing Body to assess the desired balance in the strategic choices, but improvements in the ILO results-based management approach with supporting benchmarks and data, as addressed in section 3.3 would provide the basis for future assessment of impact.
- 103.** IPEC does not have predetermined indicative planning figures or specific criteria for geographical distribution, but uses a documented process for matching country requests with donor preferences. Selection of regions/countries takes into account the incidence of child labour, gaps for IPEC programmes, preference to least developed countries, ratification of Conventions, thematic/sectoral interests of donors, and programmatic approaches. IPEC provides information on geographic distribution of the global programme and it is consistent with ILO patterns of technical cooperation.¹⁹
- 104.** A related issue to the implications of programming upstream interventions and the WFCL is the profile of required staff skills. The changes in programme approaches require more management of partnerships, alliances and policy issues within a complex and competitive environment. Emphasis on programme delivery has been the main (and appropriate) basis for the current skills profile. The requisite skills should be consistently developed within IPEC's staff, as well as other ILO units.

2.4. Knowledge management

- 105.** IPEC has been steadily strengthening its knowledge base. It has an extensive inventory of information products generated through data gathering, research, evaluations and development of technical models/tools. IPEC has structured its information base for access by different users – e.g. IPEC/ILO staff, constituents, donors, external partners and the general public. Communication systems and procedures for sharing information within IPEC and ILO, with constituents, and with external users, are in place or planned. To become an international knowledge centre for child labour, IPEC will need to link its knowledge base with other internal and external information bases.

¹⁹ Source: Information in "IPEC action against child labour 2002-03", Jan. 2004.

- 106.** The effectiveness of IPEC knowledge is based on perception of quality and credibility by users. IPEC considers knowledge management as central to its role as a knowledge centre. It has developed procedures, systems and management approaches to provide effective and efficient management of the function. Within IPEC, knowledge generation is decentralized and managed through technical units, assuring quality control and practical applications through close association with practitioners, developing a culture of knowledge management, and sharing the administrative and management burden of maintaining the function. Procedures, including staff training on how to identify and capture best practices, have been put in place.
- 107.** IPEC's credibility on its expertise has been strengthened through the recent establishment of an external advisory group (Statistical Information and Monitoring Programme on Child Labour (SIMPOC) External Advisory Committee) linked to corporate ILO expertise in the Bureau of Statistics; and participation in joint ventures with other recognized international institutions working on child labour data (e.g. World Bank and UNICEF in the UCW Project).
- 108.** Independent evaluations of IPEC's knowledge generation and management effort have concluded that the general approach is sound, and credited IPEC for being "a rare example of a learning organization, demonstrating use of both formal research and informal learning from experience, and a commitment to improve".²⁰ The evaluation of SIMPOC²¹ commends the quality and quantity (256) of SIMPOC surveys and studies, and notes its contribution to progress in building national capacity, awareness raising and programme formulation. Both evaluations indicated areas for improvement including a systematic approach to knowledge management, improving the global databases' access, further strengthening of methodological tools, and improving linkages with outside entities. Progress in this regard is being made through more direct links with the International Conference of Labour Statisticians (ICLS) to establish internationally recognized guidelines on definitions and measurements, openness to a more regular external review of existing methodologies and closer collaboration with ILO's Bureau of Statistics.
- 109.** IPEC has designed a practical, modular information/knowledge base structured for multiple-user access according to information needs. However, this database is not yet complete. Information is available in different formats and detail for general public access (Internet), IPEC/ILO (Intranet) and the Extranet for constituents and partners (under development). A tenfold increase over three years in requests for information and inquiries from user groups through web site visits and email attest to its effectiveness. Users have expressed general satisfaction with selected information.
- 110.** Linkages to other ILO web sites and those of external partners require further development to strengthen IPEC's knowledge base and enhance the ILO's role as an international centre on child labour knowledge. Better links are required to other information and knowledge bases and web sites in the Office, country-based web sites developed with IPEC support and those of external partners. IPEC is the coordinator of a number of research networks on child labour, i.e. Development Policy Network (DPNet), a global network of development institutions, as well as Hazardous Child Labour Net, a global network initiative. These research networks have the potential for multiplying and reinforcing IPEC knowledge to a wider audience of partners.

²⁰ Mid-term evaluation "ILO/IPEC capacity enhancement packages funded by USDOL", Dec. 2002.

²¹ Global evaluation of SIMPOC, July 2003.

- 111.** Further development of IPEC's knowledge function will require better integration with the ILO Office-wide systems now under development. IPEC is in a position to benefit and contribute to these developments with its experience in fostering a knowledge culture, linking knowledge to practical applications, networking with partners and facilitating multiple-user access to information. Complementarity and coordination will strengthen IPEC and the overall ILO knowledge base, but further integration will need to ensure that the continued distinctive knowledge base on child labour remains intact and accessible to targeted users.
- 112.** Much of the support for IPEC's knowledge development and management has come from extra-budgetary funds, and the Governing Body and ILO senior management will need to monitor the resource issue for further development and sustainability of IPEC's advanced information base on child labour as Office-wide systems are put in place.

Recommendations on programme strategies and approaches

113. It is recommended that:

- (a) the Governing Body reconfirm its commitment to the elimination of child labour as one of the Organization's highest priorities and endorse ILO/IPEC strategies and programme approaches to support a worldwide movement against child labour and strengthen national capacities;
- (b) IPEC, in consultation with relevant ILO units:
 - (i) reassess its advocacy strategy to take into account new programme directions, and evaluate its dissemination and use of materials;
 - (ii) review its strategic approach and selection of partnerships; and
 - (iii) provide evidence of linkages and appropriate indicators to ILO units and external partners for mainstreaming child labour into the MDG processes;
- (c) IPEC, in collaboration with constituents and donors, develop improved means to deliver technical cooperation in a programme mode by:
 - (i) assessing the implications of increased emphasis on upstream interventions, the WFCL and area/sector-based programming;
 - (ii) formulating indicators for institutional change and tracer methodologies to better assess direct and indirect impacts;
- (d) the Governing Body invites member States to ensure effective participation of social partners in national steering committees and IPEC activities; and that the Director-General instruct IPEC, ACT/EMP and ACTRAV to explore ways of enhancing collaboration on the basis of defined strategies and a task-oriented approach;
- (e) the Director-General monitor the integration of IPEC's knowledge base on child labour with evolving Office-wide developments and ensure the ILO is positioned as an international knowledge centre on child labour.

3. Governance documents, structures and processes

3.1. Policy framework and Governing Body oversight

- 114.** IPEC's governance instruments, the Declaration, and Conventions Nos. 138 and 182 and associated Recommendations Nos. 146 and 190, provide comprehensive and concrete guidance for policy and programming. The instruments reflect the synergies between the evolution of the practical aspects of the programme as it gained more knowledge and experience, and the subsequent development of new instruments to respond to the needs. This is particularly true of Convention No. 182 as a new instrument that recognizes the need for immediate action on the worst forms of child labour while acknowledging that the progressive nature of the elimination of child labour is a long-term process.
- 115.** The instruments clearly reflect the multidimensional aspects of eliminating child labour with links to poverty alleviation, education, income generation, gender equality and social security. Because of the multi-sector nature of eliminating child labour, policy issues and programme direction are discussed in different committees of the Governing Body and International Labour Conference.
- 116.** A brief review of the March and November 2003 Governing Body documents indicates that explicit linkages to child labour are not often expressed in documents provided to the Governing Body on related policy and technical discussions, including in relevant areas such as employment, education, occupational health and safety, and relations with international organizations. The exception is the Committee on Technical Cooperation (TC) where the operational aspects of IPEC is a standing item on its agenda, and the Committee on Sectoral and Technical Meetings and Related Issues (STM), where SECTOR provided an overview of the implications of its activities on child labour.²² As IPEC moves towards more upstream interventions to influence the enabling environment and child labour eradication becomes more integrated into ILO programmes, the multi-sector linkages with child labour will need to be visible in Governing Body policy discussions for a comprehensive overview of the ILO's approach to the elimination of child labour.
- 117.** In light of the structural weaknesses at governance level for dealing with the cross-cutting nature of child labour, stronger procedures for institutionalizing child labour into the work of other units and Governing Body committees should be developed. These issues are further addressed in section 4.2.

3.2. Declaration follow-up, supervisory machinery and technical cooperation

- 118.** The Declaration and Conventions have associated monitoring mechanisms for assessing country needs in implementing and complying with their principles and provisions. The Annual Report of the ILO Declaration Expert-Advisers (IDEA) on Declaration follow-up provides useful information to guide ILO technical cooperation. The report forms request and document a comprehensive range of required measures that relate to technical cooperation. Several ILO units would be involved in accordance with the multi-sector nature of child labour and the provisions of the Conventions. The high rate of ratification of Conventions Nos. 182 and 138 reduces the number of reports on situations where there

²² GB.289/STM/1.

is no ratification. As monitoring moves to the supervisory machinery for ratified Conventions, the nature of information changes more towards legal considerations, tailored to ensuring a better application of the Conventions. Given the nature of these fundamental Conventions and their key role in the development process, it is important that the regular supervision by the Committee of Experts on the Application of Conventions and Recommendations (CEACR) and the Committee on the Application of Standards (C.App) is a part of a comprehensive process aimed at promoting the Conventions and addressing the key question of strengthening the capacity of countries. IPEC's integrated structure with legal officers to assist in the preparation of reports for both the CEA and the CEACR provides the opportunity for an overview of possible further efforts of member States in promoting, implementing and complying with the Declaration and Conventions. There are discussions currently under way in the Legal Affairs and International Labour Standards Committee (LILS) to look at ways to better link standard setting with technical assistance and promotion²³ that could contribute to a more integrated and comprehensive approach to technical services on child labour and the other core Conventions from the Office.

3.3. Programme monitoring, oversight and accountability

Programme monitoring and oversight

- 119.** In tandem with the ILO's evolution in strategic budgeting, presentation of the IPEC programme in the programme and budget has progressively improved in accordance with its longstanding programme logic, but further developments are required to facilitate performance monitoring by the Governing Body.
- 120.** IPEC's high-level operational objective set out in the Programme and Budget for 2002-03, "child labour is progressively eliminated, priority being given to the urgent elimination of its worst forms and to the provision of alternatives for children and families" is an inspirational long-term goal that has guided the programme, but it is not conducive to formulation as a time-bound outcome in a results-based programme horizon.
- 121.** There are a number of other shortcomings for a fully developed results-based framework. The primary and secondary strategies are the first levels of operational programming, but are not stated in terms of time-bound outcomes with associated targets and indicators. The terminology and descriptions of the strategic elements are inconsistent and not clearly defined in the context in IPEC documents – e.g. such concepts as capacity, national strengthening, enabling environment, sustainability, etc. – resulting in a lack of clarity on what constitutes the major components and how they interrelate horizontally and vertically.
- 122.** Indicators presented in the Programme and Budget for 2004-05 have evolved from 2000-01, but do not fully reflect the underlying logic of the programme, including the balance between measuring direct and indirect impact. Current targets do not provide performance measures to assess results of the indirect effect on partnering target groups through advocacy, partnerships, mainstreaming, capacity building and direct effects from interventions involving child labourers.
- 123.** The evolution of strategic budgeting is ongoing within the ILO and a number of factors noted have general ILO application. Internally, IPEC has initiated development of a Strategic Programme Impact Framework (SPIF) to assist in measuring change for direct

²³ GB.285/LILS/5 (Nov. 2002), and GB.288/LILS/6 (Nov. 2003).

and indirect impact. Discussions with IPEC staff during this evaluation indicate their intention to propose revised objectives, targets and indicators in the Strategic Policy Framework (SPF) for 2006-09, and the Programme and Budget for 2006-07. IPEC's incorporation of a global monitoring plan in the Programme and Budget for 2004-05 is good practice to apply for other programmes.

124. IPEC uses a results-based framework in its design for projects at national level. Project documents examined for case studies also indicate some imbalance in targets and indicators related to direct and indirect beneficiaries and would need review for assessing progress as greater emphasis is placed on upstream interventions.
125. Methodologies for measuring institutional changes resulting from advocacy, partnerships and networks are complex and difficult areas for setting results-based objectives, developing appropriate targets and indicators, setting benchmarks and performance measures, and attributing results and causality. As impact measurement requires an extended time frame, the database and benchmarks for the recent refinement of IPEC strategies towards upstream interventions and the WFCL would need to be developed as a basis for documenting progress on the different target groups.
126. Increased emphasis on upstream interventions and the WFCL are higher risk strategies. More analysis and data with regard to the current ratio of activities related to upstream and downstream interventions and the WFCL, combined with an assessment of risk through an analysis of strengths, weaknesses, opportunities and threats (SWOT) would assist the Governing Body to better monitor programme strategies and implementation, and take decisions on relative balance.
127. Comments from constituents during consultations on governance issues²⁴ noted the need for sufficient time for the Governing Body to provide strategic direction and monitor performance. This would include a review of implementation and evaluation reports. Suggestions were special sittings, briefings by the Office on key documents prior to the Governing Body, and a programme subcommittee of the Programme, Finance and Administration Committee.

Roles, responsibilities and accountability

128. IPEC accountability is complex. The InFocus Programme was intended to combine all work on child labour into an integrated structure but, as child labour is a cross-cutting issue, the responsibility, authority and resources are spread throughout the Office in headquarters and the field. IPEC's large amount of extra-budgetary funds entails dual accountability, i.e. to the donors for using the funds according to the project agreement, and to the Organization for ensuring the projects are consistent with ILO policies, priorities and values for technical cooperation. Finally, as IPEC strategies depend on results that involve external actors and factors, it needs to define its accountability in relation to its role with partners, collaborators and strategic allies.
129. Providing the Governing Body with information on the corporate level of effort on child labour can in part be addressed with new information systems such as IRIS. Effective use of these tools will require management directives to ensure that responsibilities are clear and data is captured at different levels of organizational management – implementation, planning and unit work planning.

²⁴ Views expressed during consultations on governance issues at the 289th Session of the Governing Body (November 2003).

- 130.** IPEC's accountability for programme implementation is based on meeting the targets set out in the programme and budget within the designated resource envelope composed of assured resources from the regular budget (RB) and estimates of extra-budgetary resources (XB). In IPEC's case the XB are a high percentage of the total envelope. Meeting targets and delivery schedules depend on factors outside the immediate control of IPEC, and a large part of the forward planning for the programme is based on uncertainties and assumptions rather than assured resources. Critical assumptions and risk factors should be defined for programme-level outcomes monitored by the Governing Body.²⁵
- 131.** As IPEC moves towards more emphasis on influencing the enabling environment through advocacy and partnering, its role, responsibilities, and accountability within collaborative arrangements and strategic alliances should also be defined at the strategic level.

3.4. International Programme Steering Committee (IPSC)

- 132.** The IPSC has evolved since its inception in 1992 from a small project committee composed of the one donor (Germany), six beneficiary countries and observers from United Nations organizations (UNICEF, UNESCO and WHO). It is now composed of representatives from 30 current and potential donors, four employers' and workers' organizations, 84 programme countries, and observers from United Nations organizations and other external partners. In reviewing the role of IPSC, the External Auditor noted the need to clarify its role and functions, and its relationship to regular Governing Body structures for unambiguous IPEC accountability.²⁶ The IPSC has subsequently designated its role as "an advisory, not decision-making, body and an important forum for information exchange".²⁷
- 133.** The programme and budget is the governance instrument for which the Director-General is held accountable, for performance monitoring through the PFAC. For extra-budgetary funds, where shared accountability is to the Organization and to donors, consistency with policy, values and priorities for technical cooperation is monitored through the TC. This includes follow-up discussions on technical cooperation in the ILC including the quadrennial Global Report on child labour for Declaration follow-up.
- 134.** Constituent views on the IPSC²⁸ indicate general agreement that the designation of the IPSC as a "steering" committee is a misnomer. The IPSC does play a role as a consultative or partnership forum for participants. Non-members of the Governing Body and external partner observers attend the IPSC. It is a useful forum to exchange information and experience on programme issues. The IPSC needs to be more efficient. The elimination of the oral report from the IPSC to the TC in November has been proposed in this regard. The IPSC working methods should be revised to provide opportunities for more interactive dialogue among participants, tighter management of the time for speeches, and clear agendas focused on strategic and thematic issues.

²⁵ Critical assumptions are set out and monitored for implementation of IPEC projects, but not aggregated for programme-level effect.

²⁶ External Audit Review of IPEC (May 1999).

²⁷ Summary of proceedings of the 9th Meeting of IPSC (Nov. 1999).

²⁸ Views expressed to the evaluation team during consultations on governance issues at the 289th Session of the Governing Body (November 2003).

- 135.** The annual progress reports²⁹ prepared by IPEC for discussion by the IPSC consistently receive praise for their quality, their relevance, and the qualitative and quantitative information provided. The information and examples in the progress reports provide a good overview of the type of country and thematic activities undertaken by IPEC, as well as useful programme and financial information.
- 136.** The IPSC role and relationship to formal Governing Body structures remain ambiguous. The provision of an oral report and IPSC documentation for information to the TC does not directly link IPEC to the accountability framework for the Director-General and IPEC management. Accountability for monitoring performance by the Governing Body is on the basis of the programme and budget approved by the ILC, with performance monitored through the PFAC.
- 137.** The nature, history and current context of the IPSC suggest a role as a partnership forum or consultative group for IPEC, retaining its wide representation of participants in the programme. Its name, purpose and terms of reference should be redefined and endorsed by the Governing Body.
- 138.** Measures could be taken to reflect its new role, including reformulation of the progress report into two separate reports. An annual report to support the work of the IPSC would contain information on thematic and country issues for its discussions in November. A biennial report could provide greater details on achievement of targets, indicators, strategies and financial information to facilitate monitoring of performance by the Governing Body. This report could be associated with the Director-General's biennial implementation report to the PFAC. A combined periodic report could also be prepared and edited for more general public use. The IPSC could formulate its agenda around thematic and country topics and establish rules of procedure to foster a more interactive discussion on issues. Measures could include limited group statements, panel discussions, use of resource persons for presentations of issues and interactive discussion of country-level experience to share knowledge.

Recommendations on governance: Policy, structure and processes

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

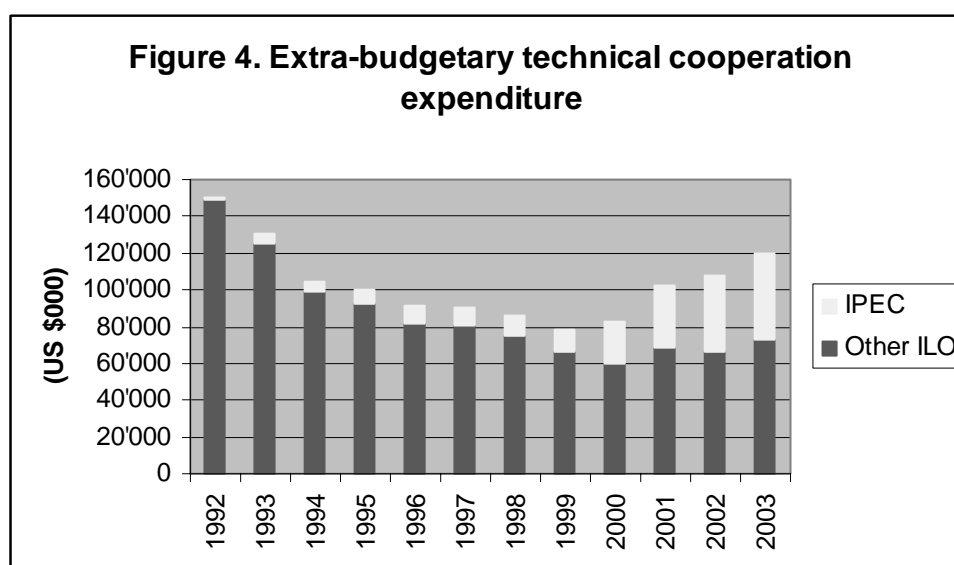
²⁹ Title of the progress reports vary every year.

4. Management arrangements

140. Many of IPEC management issues are related to ongoing evolution of ILO structures and systems and can only be addressed within an Office-wide framework. Information systems are not yet aligned with the 1999 institutional changes in the Office. Precise figures to demonstrate trend lines for the ratio of extra-budgetary funds, decentralized expenditures, corporate level of effort on elimination of child labour and other issues are not fully available. IRIS will address many of the constraints.
141. IPEC's management model is a mixture of centralized and decentralized functions and structures that have evolved in an ad hoc manner in response to Office-wide changes, financing arrangements and programme approaches. A consistent theme in the analysis of programme approaches and governance issues for this evaluation is the need to better integrate the objective of the elimination of child labour into regular programming and structures of the Office. The operational model of the Office is changing with the introduction of IRIS. A review of the ILO's management model for its child labour programme is now timely, taking into account IPEC shifts in emphasis in programme strategies, new modalities in technical cooperation and institutional changes within the ILO. Issues noted below are elements to take into account.

4.1. Organizational arrangements: Implications of high extra-budgetary funding

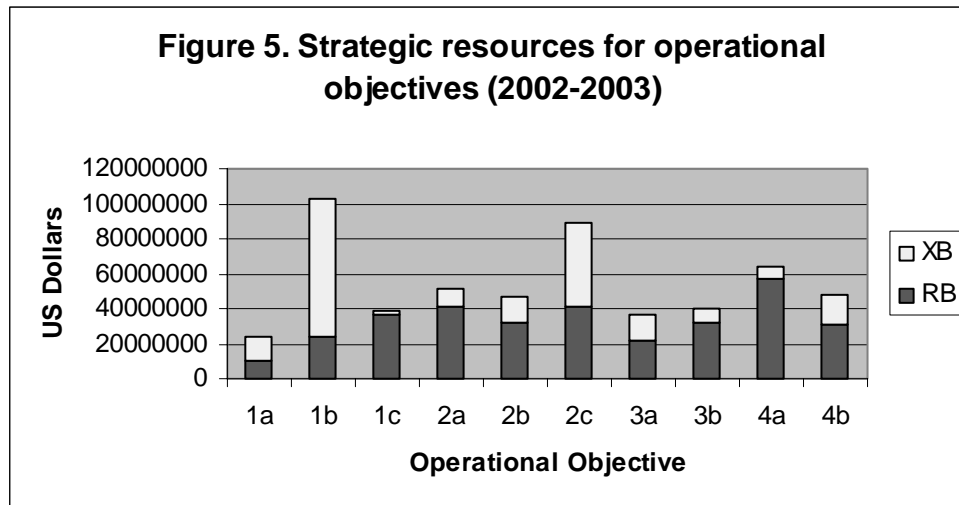
142. The ILO has experienced a general increase in extra-budgetary expenditure in the recent past, with a higher percentage directed to child labour, as shown in figure 4.³⁰



143. Figure 5 provides an indication of the ratio of regular and extra-budgetary funds for child labour and other operational objectives of the ILO. Extra-budgetary resources exceed

³⁰ Figures quoted in this section are drawn from CODEV's database.

regular budgetary funds in operational objectives for fundamental rights, child labour and employment creation.³¹

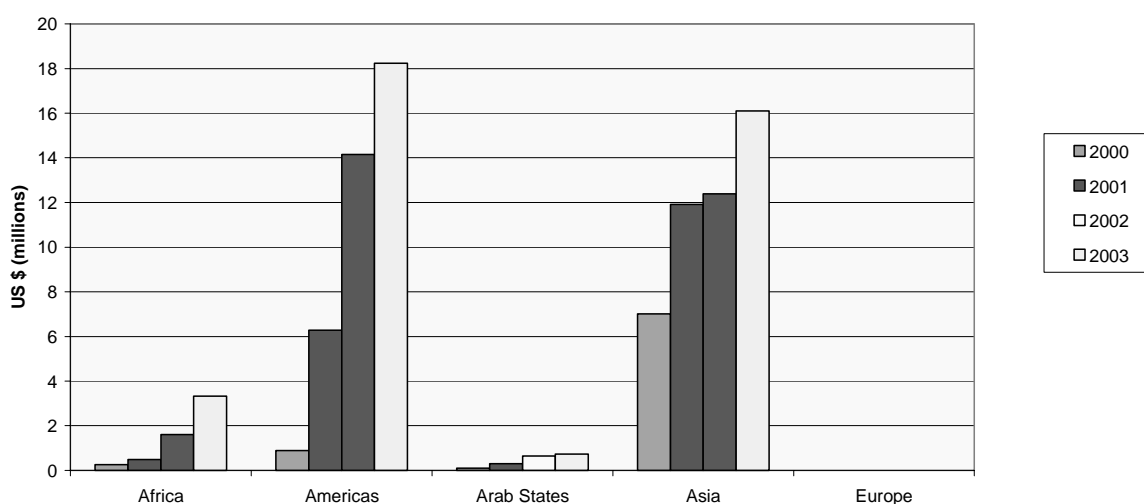


- 144.** Over the period 2000 through 2003 the ILO's expenditure for child labour projects has more than doubled, and now accounts for nearly 40 per cent of extra-budgetary expenditures. Delivery rates over the same period also improved. From an estimated 30 per cent in 1999, IPEC delivery rates increased to 55 per cent in 2000 and 66 per cent by year-end 2003, comparable to overall rates within the ILO, as shown in table A1 in the appendix. Between 2000 and 2003 allocations and expenditures of decentralized child labour projects tripled in value, with the regional distribution shifting as well (see figure 6 and table A2 in the appendix). This shift has required closer collaboration between IPEC headquarters and ILO field offices to support timely delivery.
- 145.** Through its 2002 reorganization, IPEC has improved internal cohesion to support upstream and downstream interventions and more efficient technical backstopping. This includes development of thematic products and tools and centralized expertise, and using its regular budget allocations to fund nine coordinating positions in these areas.
- 146.** Dependence on extra-budgetary funds for a large part of technical programming has implications for the efficient management of the programme with uncertainties in delivery of funds. Late staff recruitment results in delays in programme implementation, loss of potential staff at both headquarters and field, and uncertainties in delivery times. Corporate knowledge and expertise can also be lost with frequent staff movements.
- 147.** The increase in extra-budgetary funds overall and in particular the exponential growth in IPEC extra-budgetary funds has caused capacity misalignments in ILO field offices in part due to decentralization of technical cooperation projects which require technical backstopping from subregional offices (SROs). The allocation of five RB-funded child labour specialists to the field, efficiencies gained through better integration of child labour

³¹ Subjects addressed in the operational objectives referred to in figure 5: 1a, Standards and fundamental principles and rights at work; 1b, The progressive elimination of child labour; 1c, Normative action, specifically the influence of international labour standards and the standards supervisory process on legislation and policies of member States for achieving decent work and on international development goals; 2a, Employment policy support; 2b, Knowledge, skills and employability; 2c, Employment creation; 3a, Social security; 3b, Labour protection; 4a, Strengthening the representation, services and influence of the social partners; and 4b, Strengthening the legal frameworks, institutions, machinery and processes for social dialogue and their use.

projects into regular ILO administrative structures in the field, and more transparency in accounting for use of Programme Support Income (PSI) have somewhat alleviated the situation. The capacity issue requires further assessment for sustainability of the programme given the funding of core technical and management capacity for IPEC through extra-budgetary resources, and distribution of technical support with the field.

Figure 6. Decentralized XB allocations for eradicating child labour



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

4.2. Child labour as an integral part of ILO action

- 149.** IPEC’s mandate to bring together all aspects of the ILO’s programme on child labour together in an InFocus programme has contributed to better integration of ILO means of action to combat child labour.
- 150.** There has been progress in mainstreaming child labour as a shared policy endeavour in the ILO, but further development of frameworks and mechanisms to define and monitor collaboration including roles, responsibilities and resource allocations are required. Progress has been supported by joint planning at global and subregional levels, putting child labour specialists in SROs, country programming frameworks, TBPs and the results-based framework.
- 151.** The capacity for monitoring implementation of activities and aggregating results against total resources expended from all units to assess the impact of combating child labour will improve with new tools. These include the integrating concept of decent work and related evolution of the guidelines, methodologies and technical tools such as the strategic management module and IRIS for results-based management.

- 152.** There is evidence of progress in collaborative efforts between IPEC and other ILO units, in particular in areas of established common interests such as education, skills development, standards, occupational health and safety, statistics, promoting the Declaration, and the employers' and workers' bureaux. More formal management agreements between IPEC and collaborating units, outlining responsibilities and resource allocations for delivering joint products on child labour are required to fully document results and establish accountability.
- 153.** IPEC has made progress in mainstreaming shared policy objectives such as gender and poverty alleviation. A recent gender audit of IPEC noted the need for "gender-sensitive" recruitment, selection and promotion at higher grade levels for both technical cooperation and regular budget staff.

4.3. Efficiency of programme delivery

- 154.** Financial probity and controls have been assured through investigative audits by both the External and Internal Auditors, and followed up by IPEC management, with subsequent reporting on their work to the Governing Body.
- 155.** IPEC has improved its delivery rate and made progress in identifying more efficient administrative and management procedures. The development of a programme operations manual (POM) is an example. There is evidence of delays and inefficiencies in project implementation but these are attributable to a number of factors, including ambitious and unrealistic planning horizons for projects, delays in signing of MOUs, delays in receipt of donor funds, and bottlenecks in project-related administrative and financial support. More information on the factors affecting delivery rate is required in order to take remedial actions.
- 156.** The ILO's standard management support services, particularly in the areas of procurement, finance, and human resources have carried responsibility for meeting general programme needs. These have not always been adequate for timely accommodation of large influxes of extra-budgetary resources with accompanying donor requirements and associated system needs of a programme such as IPEC.
- 157.** While decentralization alone does not necessarily mean an increase in administrative workload, the sheer scale of the increase in recent times requires closer examination, in particular as it relates to the efficiency of project implementation, including delivery rates and timing, and responsible financial and administrative project management.
- 158.** In December 2002, the ILO commissioned a small scoping study to better understand the interface between IPEC and ILO operational practices and identify areas for improvement. The report highlighted the importance of assessing IPEC and ILO business processes within the larger goals and strategies set out for each level. It pointed to the need for greater understanding of issues surrounding the field structure and links between the IPEC and other ILO offices, particularly in relation to technical decentralization and integrated ILO programming at national levels. Finally, it called for a review of current programming and resource allocation structures with regard to incentives, accountabilities and transparent processes.
- 159.** A number of these issues can now be better addressed with the new Office-wide information systems being developed, and a follow-up study of internal IPEC management practices, and business processes in the context of their relationship to wider ILO practices would provide the basis for assessment and improvement in IPEC's delivery and efficiency.

Recommendations on management

160. It is recommended that:

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

5. Conclusions and follow-up work

161. IPEC operates in a complex environment of high risk, uncertainty and continuous change but has delivered an innovative, solid programme that has international credibility and represents the comparative advantage of the ILO in generating and applying standards-related knowledge and action. The evaluation concludes that the programme strategies and approaches are relevant and effective, with some refinement required to reflect new situations and contexts, including the global environment, IPEC's response to lessons learned and knowledge acquired.

162. The evaluation provides strong endorsement of the programme although, as noted in the recommendations, there are areas for improvement. Several of the recommendations for the Governing Body and ILO management can take these issues forward on the basis of information from this evaluation, but follow-on work to provide a framework for a future impact assessment – including at country level – and improvement in IPEC's business practices, would advance and consolidate the findings of this evaluation.

Comments from IPEC on the evaluation

163. IPEC management welcomes the conclusions and recommendations contained in the summary of the IPEC evaluation (GB.291/PFA/11), both its endorsement of ILO/IPEC strategies and programme approaches to support a worldwide movement against child labour and strengthen national capacities, and the recommendations for further improvements and refinements in pursuing these objectives in new situations and contexts and on the basis of lessons learned and knowledge acquired. We acknowledge the evaluation's confirmation that IPEC as an ILO InFocus programme operating in a complex, changing and high-risk environment, has delivered, over the years, an innovative, prominent and effective programme representing its comparative advantage in standards-based action and knowledge-building, for the benefit of its member States and, ultimately, for families and children confronted with the scourge of child labour.

164. IPEC management recognizes that the areas highlighted in the summary and recommendations are of crucial importance for strengthened efforts and reorientation of some strategies to make further progress in eliminating child labour as one of the Organization's highest priorities. Based upon guidance from the Governing Body, and in cooperation with other parts of the ILO, IPEC will develop a strategy and plan for follow-up in the following areas:

- advocacy campaigns aimed at maintaining the momentum on action to combat child labour;
- strategic partnerships to mobilize the strength and expertise of international and national organizations and movements, with special emphasis on employers' and workers' organizations;
- mainstreaming within the ILO and externally to capitalize on corporate competencies and to unify action under the Decent Work Agenda;
- improvement in means to deliver technical cooperation through increased emphasis on resource allocation and mobilization supporting a programme approach, capacity alignment between headquarters and the field and addressing systemic bottlenecks, as part of institutional changes within the ILO;
- increased emphasis on upstream interventions at both national and global levels, with particular attention to the processes associated with the Millennium Development Declaration and Goals;
- expanded results-based framework and supporting tools for planning and measuring direct outcomes across projects and countries of ILO-wide strategies and action on child labour;
- implementation of a framework for assessment of broader and longer-term direct and indirect impact on children, families, policies and institutions in member States where ILO/IPEC is working on child labour.

165. Particular attention will be paid to the recommendations concerning enhanced tripartite action against child labour. The ongoing effort to strengthen the gender dimension of programmes to combat child labour will be continued in line with the recommendations of the recent gender audit.

166. As regards recommendations relating to the ILO overall, IPEC shall take a proactive part in ILO-wide management and organizational initiatives and systems as determined by the Director-General to the best of its ability and proactively, and as rapidly as possible.

167. *The Programme, Finance and Administrative Committee may wish to recommend to the Governing Body that it:*

- (a) reconfirm its commitment to the elimination of child labour and endorse current IPEC strategies (recommendation 14(a));*
- (b) invite member States to ensure effective participation of social partners in national steering committees (recommendation 14(c));*
- (c) continue to examine ways to better link standard setting with technical cooperation (recommendation 18(a));*
- (d) endorse in principle a role for the IPSC as a partnership forum (recommendation 18(c)); and*

- (e) request the Director-General to consider the recommendations of the evaluation together with the deliberations of this Committee and report back to the Governing Body in the 2006-07 biennium on actions taken.*

Geneva, 8 October 2004.

Points for decision: Paragraph 25;
Paragraph 167.

Appendix

Table A1. Allocation, expenditure and delivery rates of extra budgetary resources (US\$ millions)

	2000		2001		2002		2003	
	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure	Allocation	Expenditure
ILO-wide, including child labour and non-child labour projects								
Total	131.3	73.9	153.2	95.6	161.1	102.6	168.0	115.0
ILO-wide, excluding child labour								
Total	94.8	53.7	102.2	66.3	106.2	66.4	104.8	73.1
Centralized	46.4	30.2	54.0	38.3	57.1	34.7	59.6	42.0
Decentralized	48.4	23.5	48.2	28.0	49.1	29.7	45.2	31.1
Delivery rate (%)								
Total		56.7		64.9		62.5		69.8
Centralized		65.1		70.9		80.1		70.6
Decentralized		48.6		58.2		60.4		68.9
ILO, child labour only								
Total	36.5	20.2	51.0	29.4	54.9	36.2	63.2	41.9
Centralized	28.2	16.6	32.0	20.0	26.1	18.0	24.8	17.9
Decentralized	8.3	3.6	19.0	9.4	28.8	18.2	38.4	24.0
Delivery rate (%)								
Total		55.3		57.6		65.9		66.2
Centralized only		58.7		62.5		63.9		72.0
Decentralized only		43.5		49.4		63.3		62.5

Table A2. Extra-budgetary allocations to eradicate child labour:
Centralized versus decentralized (in US\$)

	2000	2001	2002	2003
All regions:				
Decentralized	8 255 038	18 992 984	28 798 252	38 410 823
Centralized	28 196 432	32 028 635	26 080 167	24 829 221
Share decentralized (%)	23	37	52	61
Africa:				
Decentralized	248 886	497 881	1 611 011	3 329 990
Centralized	5 309 180	6 089 581	6 241 537	7 809 962
Share decentralized (%)	4	8	21	30
Americas:				
Decentralized	894 682	6 276 356	14 149 457	18 229 922
Centralized	8 365 954	6 324 881	2 117 827	1 102 713
Share decentralized (%)	10	50	87	94
Arab States:				
Decentralized	97 400	300 336	646 428	739 594
Centralized	0	0	0	0
Share decentralized (%)	100	100	100	100
Asia:				
Decentralized	7 014 070	11 918 411	12 391 356	16 111 317
Centralized	7 880 362	8 153 011	3 825 675	2 138 428
Share decentralized (%)	47	59	76	88
Europe:				
Decentralized	0	0	0	0
Centralized	1 611 366	1 827 605	1 802 205	1 580 670
Share decentralized (%)	0	0	0	0
Interregional:				
Decentralized	0	0	0	0
Centralized	5 029 570	9 633 557	12 092 923	12 197 448
Share decentralized (%)	0	0	0	0