International Programme on the Elimination of Child Labour (IPEC)

International Labour Office

IPEC   Evaluation

Towards Child Labour Monitoring as a tool for prevention, protection, and withdrawal of children from work

P34 002 900 054
INT/02/54/USA

An independent final evaluation by a team of external consultants

May 2006

NOTE ON THE EVALUATION PROCESS AND REPORT

This independent evaluation was managed by ILO-IPEC's Design, Evaluation and Documentation Section (DED) following a consultative and participatory approach. DED has ensured that all major stakeholders were consulted and informed throughout the evaluation and that the evaluation was carried out to highest degree of credibility and independence and in line with established evaluation standards.

The evaluation was carried out a team of external consultants[1]. The field mission took place in May 2006. The opinions and recommendations included in this report are those of the authors and as such serve as an important contribution to learning and planning without necessarily constituting the perspective of the ILO or any other organization involved in the project.

---

[1] **Keith Jeddere-Fisher**

TABLE OF CONTENTS

Acronyms and abbreviations

CL	Child labour
CLM	Child Labour Monitoring
CTA	Chief Technical Adviser
DED	Design, Evaluation and Documentation Unit (IPEC)
EI	Education Initiative
FAQ	Frequently Asked Questions
GO	Government organisation
IALI	International Association of Labour Inspectors
ILAB	International Labour Affairs Bureau
ILO	International Labour Organisation
INGO	International Non Government Organisation
IPEC	International Programme on Elimination of Child Labour
LI	Labour Inspector
MDG	Millennium Development Goals
MULTI	Multi-Bilateral Programme of Technical Cooperation (IPEC)
NGO	Non-government organisation
NPM	National Programme Manager
ProDoc	Project document
PRSP	Poverty Reduction Support Programme
SIMPOC	Statistical Information and Monitoring Programme on Child Labour (IPEC)
TA	Technical assistance
TBP	Time Bound Programme (IPEC)
ToR	Terms of reference
TPR	Technical Progress Report
USDOL	US Department of Labor
WFCL	Worst Forms of Child Labour

Executive Summary

The 'Towards Child Labour Monitoring as a tool for prevention, protection and withdrawal of children from work' project (CLM project) is a US$ 1,000,000 project funded by the United States Department of Labor (USDOL). The project has been implemented by the International Labour Organisation's (ILO) International Programme on the Elimination of Child Labour (IPEC). The project is a global knowledge and capacity building project and has no specific geographical focus. The project was implemented from September 2002 until October 2005.

The objectives are to create a knowledge base, including a model and guidelines, for child labour monitoring (CLM) systems and to develop the capacity of IPEC staff and ILO constituents to use the model.

The purpose of the evaluation that was carried out in May 2006 was to assess the achievements of the project in relation to its objectives and to provide suggestions for key areas of follow-up.

This project has carried out a lot of preparatory work through the clarification of the concept of CLM and the preparation of tools and materials for its practice, and to some degree through the development of skill and ability in its application. Further work is required before CLM can fulfil its potential of having a significant contribution to the elimination of child labour.

The project has made a lot of progress in clarifying and communicating the concept of CLM. Although those closely involved all claim to have a clear understanding of CLM, there are two distinct interpretations. The main issue is whether CLM is just a tool for a sustainable process of identification, referral and verification of child labourers, or whether it is also an information gathering system for child labour data; collating data at higher levels for decision making and policymaking. Definitions and current practice are reviewed. There are some potentially serious consequences from having these differing interpretations and it is recommended that:
- An open discussion on what CLM is (or should be) needs to be facilitated among IECC staff in Geneva and in the field
- Tools for the identification, referral and verification process of child labourers, and for the collection and accumulation of child labour data at different levels, should be given separate distinctive names
- IPEC staff and immediate partners need to be made aware of the identification of these tools and the distinction between them
- The current emphasis that CLM should be included in all project and AP proposals should be reviewed and clarified as to which of these tools (or both) it refers to.

Technical support on the design and implementation of CLM has been provided by the project to a large number of projects and this has been useful in moving the practice of CLM forwards.

A high quality CLM Resource Kit has been developed based on documenting and reviewing existing practices in a large number of contexts. It is available in hard copy, as a CD ROM and on the internet in English, French and Spanish. The provision of technical assistance to field projects implementing CLM has provided an opportunity for action research and has grounded the 'Guidelines' in the reality of implementation.

Additional resources (case studies, training manuals etc) are also available on the CD ROM and on the ILO intranet in the three languages.

The main distribution of the printed copies and of the CD ROM to IPEC offices is planned for June 2006. However most key IPEC staff have already received them. As these materials have only recently been finalised and only partially distributed use of them has been very limited so far. It is recommended that:

- The CLM CD ROM should be seen as an essential part of the resource kit and included in the distribution process, especially for distribution outside of ILO
- A strategy for the distribution of information on CLM and/or the materials themselves to non-IPEC child labour elimination stakeholders should be developed

As the guidelines were only finalised towards the end of the project there has been little time to develop the capacity of IPEC staff, ILO constituents and institutional partners in the use of the CLM model (the second objective). Progress has been made on this particularly through six regional workshops in 2004 and 2005 providing orientation on CLM to 94 IPEC and 65 non-IPEC staff. The project was not successful in establishing regional training teams. Further capacity development is required for IPEC staff before they can repeat the process with ILO constituents and institutional partners and it is recommended that:

- As CLM is a part of almost all IPEC projects and now that the guidelines and other supporting documents have been finalised, all IPEC staff need to receive at the minimum an orientation to CLM
- Orientation/training workshops on CLM should be carried out at the country or group of countries level
- A strategy needs to be developed and implemented as soon as possible to develop the capacity of regionally-based IPEC staff or consultants to provide CLM 'training of trainers'

The CLM Resource Kit and the resources on the CD ROM are quality materials that will continue to provide support to CLM practitioners for a considerable period of time. They are inexpensive to distribute via the CD or the internet/intranet.

Although the capacity of the staff of IPEC and other organisations has not been developed as much as expected by the project, a good base has been established and this will be used by those involved and will form a good start to the wider capacity building that is now required.

The evaluation finally looks at some key issues for IPEC to consider at the completion of this global project. It is clear from the evaluation that further work is required before CLM can fulfil its potential of having a significant contribution to the elimination of child labour and in addition to the evaluation recommendations the following suggestions are made:

- Following the completion of the CLM project, IPEC should make clear its future expectation from, and commitment to, CLM
- A part-time CLM focal point should be appointed in Geneva with overall responsibility for CLM support
- 3 part-time regional CLM advisers should be appointed with responsibility for dissemination and implementation of CLM
- Capacity building workshops for IPEC staff should provide opportunities for EI grantees, ILAB and other organisations to participate
- The list of CLM trainers should be made available to other organisations

1. Introduction to the "Towards Child Labour Monitoring as a tool for prevention, protection, and withdrawal of children from work" project

1.1. <u>Project objectives and operational area</u>

The 'Towards Child Labour Monitoring as a tool for prevention, protection and withdrawal of children from work' project (CLM project) is a US$ 1,000,000 project funded by the United States Department of Labor (USDOL). The project has been implemented by the International Labour Organisation's (ILO) International Programme on the Elimination of Child Labour (IPEC).

The Project Document puts the project in the context of Article 5 of Convention No. 182 on the Worst Forms of Child Labour that states "Each member shall, after consultation with employers' and workers' organisations establish or designate mechanisms to monitor the implementation of the provisions giving effect to this Convention". (Whether it is appropriate or helpful to put the project in this context will be discussed in section 3.6.1.1 on conceptual clarity of CLM).

The project is a global knowledge and capacity building project and has no specific geographical focus.

The development objective is to: 'Contribute to elimination of child labour, especially the worst forms, by stimulating and verifying the removal of children from hazardous and exploitive labour conditions and their transfer to appropriate alternatives'

The strategic objective is: 'To develop a model for child labour monitoring systems that is comprehensive, credible and sustainable, along with accompanying tools for testing and application.'

There are two **immediate objectives:**

Immediate objective 1: A knowledge base created on child labour monitoring systems that includes tested approaches, lessons learned, a "prototype" model, and adaptations of the model for specific sectors and conditions

Immediate objective 2: IPEC project staff, ILO constituents, and selected institutional partners have the capacity to implement and adjust the basic model to their own situations

The strategy to achieve these objectives can be summarised as:
- → Carrying out research and documentation on existing CLM activities including clarifying the meaning of CLM
- → Provide technical assistance to selected projects as a form of action research
- → Developing descriptive support and training materials on CLM
- → Providing training on CLM to support CLM implementation and to develop a resource of capable trainers for further training and support.

A simple presentation of the project's key outputs and events in the form of a time line, as prepared by the project for the final technical progress report (TPR), is in annex 4.

1.2. Project period, extensions and evaluations

The project was started in September 2002 with a two-year implementation period. A first extension was provided until June 2005 and a further extension until October 2005. There have been no changes to the overall budget.

The mid-term evaluation was carried out in March 2004 (final draft in January 2005) and this final evaluation is being conducted in April/May 2006.

2. Objectives, process and methodology of the evaluation

2.1. Objectives of the evaluation

This evaluation is based on the terms of reference (ToR) developed by the Design, Evaluation and Documentation (DED) section of IPEC (annex 1), which details the scope and purpose. Specifically, the evaluation should:

- Assess the achievements of the project relative to its stated objectives and what role the project has played in taking CLM further in ILO/IPEC and amongst its partners. A particular focus will be how the project has managed to capitalise on existing experiences and contributed towards building capacity.
- Assess the potential usefulness of tools, databases, pilot tests, trainings developed/carried out under this project
- Provide suggestions for what would the key areas of follow-up and key elements for ILO/IPEC to continue its work on CLM.

In addition annex 1 of the ToRs suggest some specific aspects to be addressed by the evaluation.

2.2. Process and methodology of the evaluation

The evaluation was carried out according to the following process:

1. Review of project documents, written outputs and other documentation
2. Discussions with DED, CLM project staff and other IPEC staff (including participation in IPEC meeting on CLM) in order to:
   – Clarify issues concerning the implementation and outputs of the CLM project
   – Identify issues/questions that need to be addressed by the evaluation clarifying/ refining those in the evaluation ToR)
   – Identify stakeholder groups and individuals in them that need to be contacted for their perspective on processes and products of the project
   – Obtain their perspective on the processes and products of the project
3. Development of telephone checklists for different stakeholder groups
4. Carry out information collection via telephone and/or email and further document review
5. Preparation of draft report and circulate to key stakeholders
6. Prepare final evaluation report considering the comments from the key stakeholders

The evaluation was conducted by a single independent consultant within a 5-week period in April and May 2006 and started with document reviews and briefing in the IPEC offices in Geneva. At that stage a simple 'Evaluation Instrument' was prepared

that gave an overview of the evaluation process, identified key documents to be reviewed, stakeholder groups to be included, potential respondents for interviews and a checklist of areas to be covered in the interviews.

The main groups of stakeholders interviewed were representatives of; USDOL/International Labor Affairs Bureau (ILAB), relevant ILO sections, IPEC Geneva staff, IPEC Regional Office staff, IPEC field staff (CTAs, NPMs and Programme Officers, staff of IPEC project partners, consultants involved with the project and relevant external stakeholders such as Education Initiative (EI) grantees. While in the IPEC offices the opportunity to have some face-to-face interviews was taken. The rest of the interviews were made by telephone and a full list of participants in the evaluation is given in annex 2. Annex 3 lists the reports and documents reviewed.

Recommendations are presented in the text immediately after issues are presented. All of the recommendations are summarized in section 5.2.

A draft of this report was circulated to key stakeholders and comments received from them *[will be]* have been incorporated in this final version.

3. Presentation of main findings

3.1. Project design and relevance

3.1.1. Needs' assessment and relevance

The project document reviews IPEC experience in CLM (whether described as CLM or not), and summarises the problems and challenges faced at the time including the requests for technical assistance that IPEC were not able to respond to adequately. The project was an appropriate response to these needs.

3.1.2. Project formulation and logical structure

The project was originally designed to be the first phase of a three-phase plan to fully develop and test comprehensive CLM systems. The three phases proposed were:
1. The initial phase (covered by this project) would focus on developing the key elements for a "prototype" model of a child labour monitoring system, testing and adapting it to different situations and sectors, and developing tools and training to support it.
2. The second phase would take child labour monitoring to scale in area-based and sector-wide initiatives.
3. The third phase would link the local and area/sector monitoring with national statistical processes, such as national labour force surveys.

This shows that a realistic assessment of the work required to establish CLM was made, although there are no commitments or suggestions on how the second or third phases would be supported or implemented. In practice there have been expectations and requests for the project to provide advice and support that would fit under the later stages.

As described in section 1.1 the project has a development objective, strategic objective and two immediate objectives. Indicators for the assessment of achievement of these objectives are only provided for the immediate objective. Whether the project has

achieved the strategic objective or contributed to the development objective is therefore a subjective assessment.

Lesson on project formulation (for DED):
Indicators of achievement should be developed and reported on for objectives at different levels of the objective hierarchy.

The indicators for the immediate objectives that were presented in the project document were changed in the presentations for the first and all subsequent TPRs. The original and revised indicators are shown in table 1 below. This change, and the fact that there appears to have been no formal revision request or approval, has caused confusion for the donor, the mid-term evaluation and this final evaluation. Project logical frameworks should not be set in stone but revisions should be justified and formally approved by the donor.

Lesson on project management (for DED):
Changes in objective indicators should go through a clear revision and approval process.

Table 1: Immediate objective and indicators in the ProDoc and in the TPRs

Objectives	Indicators in ProDoc	Indicators in TPRs
1. A knowledge base created on child labour monitoring systems that includes tested approaches, lessons learned, a prototype model, and adaptations of the model for specific sectors and conditions	1. Number of different types of monitoring systems identified and assessed in terms of their potential contribution to a 'prototype' model 2. Quality of prototype model and tools 3. Extent of use of tools and materials produced	1. Agreement on concept and elements of CLM 2. Tools and materials produced 3. Tools and materials being used by countries 4. Number of CLMS set up that use these guidelines
2. IPEC project staff, ILO constituents, and selected institutional partners have the capacity to implement and adjust the prototype model and other tools to their own situations	1. New and ongoing projects include a comprehensive CLMS 2. Agencies develop CLMS without further IPEC assistance 3. Labour inspectors, employers, unions and community groups in at least 3 countries adopt an integrated CLM approach 4. Number of training sessions requested and held based on guidelines 5. Number of CLMS set up that use guidelines and tools developed by the project	1. New and ongoing projects design a comprehensive CLMS - - 2. Training sessions held based on developed guidelines 3. Countries (GOs/NGOs) use CLM materials 4. Partner groups (LIs, employers, unions, community) trained in CLM

Discussion on the indicators
The indicators have been numbered for ease of reference and similar indicators have been aligned in order to ease comparison. Some of the changes are in the wording only and are not significant. Indicators 2 and 3 of objective 2 in the ProDoc, significant indicators for capacity development, have been dropped. Some additional indicators have been added but these do not make significant changes to the assessment of the fulfilment of the objectives. This evaluation will use a combination of both sets of indicators.

As the mid-term evaluation pointed out, some of these indicators in objective 2 are ambitious and in the framework of the three-phase plan fit better in the second phase.

3.2.   Changes to the project during implementation

Project staffing
It was proposed in the project document that there would be a CLM global specialist in Geneva and three 'facilitators' one each in Africa, Asia and Latin America. The facilitators would provide direct technical support to selected new IPEC projects on set-up, troubleshooting, and staff training. In practice only one facilitator was engaged part time in the Latin American region, at least partially due to the language issues.

The reason for not having the regional facilitators was to enable the knowledge gathering and creation to be centred on one person so that he had a complete picture of what was happening globally. This has worked well for the achievement of the 1st immediate objective, knowledge creation, but may have contributed to the limited achievement of the second immediate objective, capacity development.

Lesson regarding staffing of global projects:
- In a global project centrally located staff may be most appropriate for knowledge gathering and synthesis, but regionally-based staff may be more effective for dissemination, training and capacity building

Technical assistance
The project manager became the IPEC resource person for all requests for TA on CLM. He was clearly the best person to provide this support, but rather than providing advice to a limited number of specific IPEC projects as proposed in the project document, considerable additional time was spent supporting the application of CLM more broadly.

3.3.   Overall management

3.3.1.   Progress of implementation
The mid-term evaluation discussed the delays in getting the project started and identified some lessons relating to this in regard to setting realistic timeframes for initiating projects. Progress has been good since that assessment.

3.3.2. Monitoring and reporting

With the exception of the confusion resulting from undocumented changes to the objective indicators discussed in section 3.1.2, documentation and reporting has been good. Particularly useful are the annexes attached to the final TPR (September 2005) as follows:

– Annex 1: Global CLM Project support to countries where IPEC is in the process of testing and developing CLM processes 2003-2005
– Annex 2: Child Labour Monitoring Products by ILO-IPEC Project INT/02/P54/USA
– Annex 3: List of sub-regional or regional CLM capacity building efforts 2004 and 2005
– Annex 4: List of files that exist on the IPEC Intranet website under CLM
– Annex 5: Supporting countries in mainstreaming child labour monitoring into systems of governance, Concept note on child labour monitoring work for 2006-2007

Note that these are not attached to this evaluation report but can be accessed from ILO/IPEC.

3.3.3. Implementation of recommendations made by the mid-term evaluation

A list of the CLM products has been prepared (annex 2 of the final TPR). Most of these documents are accessible on the CD ROM and the ILO intranet, where they are introduced in the context of subject areas.

The confusion concerning the different areas of data collection that IPEC uses has reduced at the level of IPEC HQ and Regional staff and CTAs as a result of the ongoing work of the CLM project and of the impact assessment projects (tracking and tracing).

Consultants have been used by the project for material development and to assist in the facilitation of some of the trainings as recommended. The key role of learning from the field, feeding this back to the material development and validating the output through TA and field consultations has been continued by the Project Manager. As will be discussed later there are additional needs for capacity building and training, but as the budget was almost completely spent ($10-20,000 left) there was little opportunity to hire further consultants to meet these needs.

3.4. <u>Achievement of the development objective</u> (Goal)

<u>**Contribute to elimination of child labour, especially the worst forms, by stimulating and verifying the removal of children from hazardous and exploitive labour conditions and their transfer to appropriate alternatives**</u>

There are no indicators for the achievement of the development objective and this section will review how stakeholders view the existing and potential role of CLM to contribute to the elimination of child labour.

Most IPEC staff in Geneva have a strong clear vision for the role of CLM in the elimination of child labour and this can be summarised by quoting from a recent project presentation:

> **CLM in IPEC work: A strategy and a tool to mainstream
> and sustain action against child labour:**
> – Forms part of IPEC's mainstreaming strategy as it helps in translating national policies to direct action at the local level
> – Provides a platform for coordination of child labour work and if developed early in the project facilitates identification of IPEC project beneficiaries
> – Helps to phase out IPEC activities as if provides a tool for sustaining anti child labour work beyond any specific project
> – Is applicable to all types of CL (formal, informal sectors, agriculture, illicit work)
> *Source: CLM presentation to IPEC staff, 25.04.06*

From a global perspective, those stakeholders that have a clear understanding of CLM, are also positive about the role, and potential role of CLM to contribute to the elimination of child labour. CLM has already had a role in raising the profile of child labour. The project has contributed to how people see child labour and it has provided materials to people to do something about it. These stakeholders recognise its potential for the elimination of child labour at the community and industry level and recognise it as a powerful tool to sustain IPEC's work. Some of the statements concerning CLM are:

 "CLM is the organising principle for sustainable action".
"CLM is an instrument, not a goal. A complete process to eliminate child labour"

These positive observations on the role of CLM in the elimination of child labour need to be read with the following points in mind:
- The clear understanding of CLM is limited to some IPEC staff, some ILAB (USDOL) staff and a number of individuals in ILO sections and working as consultants
- Even among those with a 'clear understanding', there are strong differences over the essential elements of CLM (to be discussed in section 3.6.1.1)
- There are some IPEC staff who doubt the feasibility of CLM

This project has carried out a lot of preparatory work through the clarification of the concept of CLM and the preparation of tools and materials for its practice, and to some degree through the development of skill and ability in its application. Further work is required before CLM can fulfil its potential of having a significant contribution to the elimination of child labour.

3.5. Achievement of the strategic objective:

To develop a model for child labour monitoring systems that is comprehensive, credible and sustainable, along with accompanying tools, for testing and application

The achievement of this objective is assessed through the achievements against the two immediate objectives and will not be discussed separately here.

3.6. <u>Achievement of the immediate objectives</u>

Annex A of the final TPR in September 2005 provides a detailed report on the activities carried out against the Project Work Plan. This section will not repeat this information but will mainly review the achievement of the objectives in relation to the objective indicators.

3.6.1. Immediate objective 1: Knowledge creation

'A knowledge base created on child labour monitoring systems that includes tested approaches, lessons learned, a "prototype" model, and adaptations of the model for specific sectors and conditions.'

3.6.1.1. Agreement on the concept and elements of CLM

Amongst those that have been working with child labour monitoring there is a clear consensus that the concept of CLM and their own understanding has been clarified. Conceptual clarity can be likened to a journey when you think you know about the place you are going to but only find out once you have arrived there. Among those claiming to have 'a clear understanding of CLM' there is a range of understanding about what CLM is. It is useful to list the main interpretations or understandings of CLM:

1. Identification, referral and verification process of child labourers
2. Information gathering system for child labour data, collating data at higher levels for decision making and policymaking
3. Monitoring of project beneficiaries for their withdrawal and prevention from child labour
4. Monitoring of project inputs and outcomes
5. Assessment of project impact using tracking and tracing studies

Definitions and statements from the project materials (see box below) clearly show that the central concept of CLM is interpretation 1 from the above list, with the potential for interpretation 2 at some stage. This is also supported by the three-phase strategy for support to CLM described in the beginning of section 3.1.2 with the third phase (at some time in the future) linking the local and area/sector monitoring with national statistical processes, such as national labour force surveys.

However the Project Document places the project in the context of Article 5 of Convention No. 182, suggesting a strong link with 'mechanisms to monitor the implementation of the provisions giving effect to this Convention'. This gives support to interpretation 2 of CLM.

> **Definitions and descriptions of CLM in the project materials**
>
> Project document, 2002:
> Child labour monitoring consists of inspections, repeated periodically, to *identify* child labourers, to *verify* that they are removed from a situation of risk (or that the risk has been removed), and to *track* them to ensure that they have satisfactory alternatives. The information generated through CLM can be used to document child labour trends in specific sectors or areas.
>
> Brochure on CLM, 2005:
> "Child Labour Monitoring is an active process for stopping child labour. It involves direct observations, repeated regularly, to identify child labourers and to determine risks to which they are exposed, to refer them to services, to verify that they have been removed and to track them to ensure that they have satisfactory alternatives." A further statement n the brochure is "It can also be used as an information base for national action plans against child labour through which different services can be provided."
>
> Presentation to IPEC staff in Geneva, 25.4.06:
> "CLM is a process to institutionalise and mainstream identification and active removal of children from child labour"

The understanding of CLM in practice of two broad groups of staff/stakeholders will be reviewed followed by a short review of how CLM is presented in the project documents of five projects which have been developed in 2005 with support from the CLM project.

IPEC Geneva staff, involved IPEC field staff and some involved partner staff
This group are consistently clear that CLM is distinctly different to interpretations 3, 4 and 5 above and that the CLM project and materials have been effective in clarifying this. This shows a positive change since the mid-term evaluation when confusion between CLM and tracking and tracing was raised as an issue. The debate is over whether interpretation 2 is part of CLM, or should be part of CLM, and whether this is a feasible expectation.

Most (although not all) of those involved with the conceptual development of CLM have a view in line with the definitions given above. The French and Spanish translations of 'monitoring' are also supportive of this ('l'observation et le suivi' and 'vigilancia y seguimiento' respectively), which if translated back into English would be 'identify and follow-up'. This helps to move the understanding away from the data collection and analysis aspect.

Although most IPEC staff see interpretation 1 as a feasible means for the sustainable elimination of child labour, a considerable number of those involved consider it unrealistic to use CLM as a tool for data collection at the national level (interpretation 2).

The benefit of using CLM as a source for national statistics has an attraction like a magnetic force, and some IPEC staff recognised that it takes a certain level of consciousness to stop CLM degenerating into a data collection component. The attraction is clear, however the type and scope of the system required to capture and analyse the data is quite different and changes the profile of the CLM system radically. From an 'identification and referral process' it becomes a 'monitoring system'.

Some involved IPEC staff argue strongly that the flow of information to the regional and national levels is just as important as the identification and verification process and is an integral part of CLM. Some Spanish speakers are not happy with the translation of 'monitoring' into Spanish in the documents as it has reduced the emphasis on this aspect. Some ambiguity of the materials has also been pointed out in connection with the 'Conceptual map of CLM' (figure 1 in the 'Guidelines') which gives the strong impression that the main flows of information are from local authorities up to the national level and of policy and action in the opposite direction; - clearly understanding 2 in the list above.

There are also a few IPEC staff in Geneva who have very little knowledge of CLM and understand it to be predominantly a national level monitoring mechanism.

Other IPEC staff and most partner staff
Amongst those less involved with the project and its outputs, the understanding covers all five of the interpretations listed above. In most situations national partner staff understand it either as project or beneficiary monitoring or as an information and data collection system.

Review of how CLM is presented in recent project documents
The project supplied advice for the development of the CLM sections of five project documents, which were developed in 2005. How CLM will be used in these projects can be seen as the most up-to-date application of current CLM theory into real situations. Annex 5 contains short extracts from these documents covering the sections on CLM and the table below summarises them in terms of key concepts.

Table 2: Key CLM concepts in recent project documents

Project	Key CLM concepts
Combating Abusive Child Labour II, Pakistan	District-based information and analysis system. (Based on the analysis community groups will be assisted in their work of withdrawal and prevention of child labour)
Country Programme to Combat Child Labour in Malawi	Identification and referral of child labourers
Prevention and Elimination of Child Labour in Artisanal Gold Mining (Orpaillage) in West Africa	Identification and referral of child labourers
Support to the Proposed National Sub-programme to Eliminate the Worst Forms of Child Labour: Time-Bound Measures, Mongolia	National-level information compilation and analysis for feedback to the local level, measuring progress and guiding policy Area-base identification and referral of child labourers
Emergency response to child labour in selected Tsunami effected areas in Sri Lanka	District-based information collection and analysis

Two of these projects (Malawi and West Africa) use CLM in accordance with the main thrust of the CLM project, one (Mongolia) combines that with National-level information management and two (Pakistan and Sri Lanka) focus on district –level information management.

<u>Discussion on the conceptual clarity about CLM</u>
The above points show that in both the theory and the practice of CLM there are diverse opinions and activities. One of the achievements of the project is that it has lead to conceptual clarity of the issues, although it has not achieved conceptual agreement on the use of the terms.

The main issue is whether CLM is only tool for a sustainable process of identification, referral and verification of child labourers, or whether it is also an information gathering system for child labour data; collating data at higher levels for decision making and policymaking. This diversity in opinion is not a new discovery; the debate has been going on for a long time. For the purpose of this evaluation it is important to know that the project has not brought a conclusion to the debate (despite a fairly consistent approach in the project outputs) and that some of the potential consequences of this are:
- Flexibility in the practice of CLM depending on the situation (this may have both positive and negative implications)
- Ongoing conceptual confusion as significant figures within IPEC present and advocate for conflicting views
- Confusion during project design and implementation
- Inappropriate opinions and evaluations of the effectiveness and usefulness of CLM as a whole, when the issues may be to do with only one of the two distinct parts
- Support for one aspect of CLM may lead to the inappropriate application of the other aspect

Although it may not be possible to achieve a consensus amongst those involved in action against child labour on what CLM is, it is essential that this area of potential confusion and misunderstanding is cleared up. If CLM is a tool primarily for the identification, referral and verification process of child labourers, then there is a danger that its potential and reputation could be compromised by the present situation.

Recommendations on the concept of CLM:
- **An open discussion on what CLM is (or should be) needs to be facilitated among IECC staff in Geneva and in the field**
- **Tools for the identification, referral and verification process of child labourers, and for the collection and accumulation of child labour data at different levels, should be given separate distinctive names**
- **IPEC staff and immediate partners need to be made aware of the identification of these tools and the distinction between them**
- **The current emphasis that CLM should be included in all project and AP proposals should be reviewed and clarified as to which of these tools (or both) it refers to.**

3.6.1.2. Identification and assessment of different monitoring systems in terms of their potential contribution to a 'prototype' model

The project carried out a large number of studies on the existing practices in a wide variety of child labour monitoring. These included studies of CLM in thematic areas as well as studies of CLM in specific countries or industrial sectors and a list of these reports are in annex 6.

Through this process the project was able to clarify what the important elements of CLM were in these different situations and to develop a systematic process for the 'prototype' model. The model was also grounded in the reality of the strengths and weaknesses of these actual systems.

Potential good practices on the creation of a knowledge base:
- The development of descriptions, guidelines and training materials for CLM were based on the study of existing practice in a large number of contexts
- The collection of existing practices and experiences was made centrally, enabling a good overview to be obtained

3.6.1.3. Quality of "prototype" CLM model, tools and materials produced

The materials that the project has produced have been 'published' in four ways; as hard copy, on a CD ROM, on the internet and on the ILO intranet. In addition there are further background documents and relevant information from other organisations that are stored on the 'I' drive in the IPEC headquarters. These are not made available publicly either due to the quantity of information or due to copyright.

The project publications and their means of publishing are listed in the table below:

Table 3: Project publications and publication style

Name of materials	CLM Resource Kit (hard copy)	Internet	CD ROM	IPEC Intranet
Guidelines for developing child labour monitoring processes (105 pages)	✓	✓	✓	✓
Overview of Child Labour monitoring (17 pages)	✓	✓	✓	✓
Child Labour Monitoring (brochure) (10 pages)	✓	✓	✓	✓
Facts on Child Labour Monitoring (2 pages)			✓	✓	✓
Frequently asked questions about Child Labour Monitoring (20 pages)			✓	✓
The CLM Training Manual (4 workshops)			✓	✓
The CLM Labour Inspection Workshops (2 workshops)			✓	✓
Combating Child Labour, A Handbook for Labour Inspectors (IPEC, SAFEWORK and IALI 2003)			✓	
Resource Booklet for Labour Inspectors			✓	
Child Labour Monitoring, Technical Support Sheets for Labour Inspectors			✓	
The Training of Trainers Notebook (2 workshops)			✓	✓
Research papers on CLM (5 papers)			✓	✓
CLM Case Studies (Turkey, Ecuador and Guatemala)			✓	
Reviews on Government, Trade Union and Employer Participation in CLM (5 papers)			✓	✓
Reviews of school-based monitoring (2 papers)			✓	
Review of CLM tools and models in ILO/IPEC projects to combat trafficking in children for labour and sexual exploitation			✓	

Reviews of CLM and voluntary monitoring (3 papers)			✓	
Country experiences of CLM (Albania, Bangladesh, Bolivia, Ecuador, Peru, Cambodia. Ghana. India, Indonesia, Kenya, Philippines, Turkey)			✓	✓
Summary of general variables used to collect information through different CLM frameworks			✓	✓
Guidance on CLM indicators and databases (4 papers)			✓	
Visual chart on how different information collection tools relate to each other			✓	
CLM resource person and trainer list				✓
Reports on consultative meetings on the CLM concept in 2001 to 2003 in Bangkok, Zimbabwe and Turin				✓
Reports on workshops on basic CLM principles in 2004 in Bangkok, Europe and Arab states, Turin (for Africa), Bucharest, Dar Es Salaam				✓
Reports on CLM training workshops in 2005 in Bangkok, Delhi, Naivasha (Kenya) and Turin				✓
Examples of CLM databases used by CLM projects				✓
Guidance document on 'The role of employers in CLM'				✓
Guidance document on 'The role of trade unions in CLM'				✓

Note: The materials in the CLM Resource Kit, the CD ROM and on the internet are all available in English, French and Spanish.

CLM Resource Kit

The key documents; the Guidelines, Overview and Brochure, were prepared for validation in March 2005 and given technical clearance in June 2005. The first print (in English) was made in September 2005 and this was also placed on the internet and ILO intranet in October 2005. Printing of the French and Spanish versions were made in February and March 2006 respectively. There were delays in printing these materials due to the requirement to approve and finalise the translations. Distribution was started in November 2005 at the ILO Governing body meeting and from then on as needed for training, workshops and meetings.

Everyone who has had an opportunity to review the three documents in the CLM Resource Kit are complimentary on the content and the presentation. They are a good systematic description and guidance of the process needed to establish a CLM. They describe the generic process, rather than presenting a blueprint, allowing customisation to the specific situation. There is some criticism of the large size of the Guidelines. They are large and comprehensive but having the shorter Overview caters for those that need a summary of the main points.

There is appreciation from the Spanish and French speakers for the versions in their language. They do have comments on the translations and terminology. The most critical translation issue is probably the appropriate translation of 'monitoring' and this was discussed in section 3.6.1.1 and depends largely on the conceptual understanding of what CLM primarily is.

There will be a need to translate these materials into national languages and this process has already begun under the responsibility of specific projects.

CD ROM
The CD ROM is an important product from the project. As can be seen from the table above it contains a lot more documents than in the Resource Kit and on the internet and has the potential to be the main access to the training manuals and case studies for partners and other organisations that do not have access to the ILO intranet. The CD ROM is seen by the project as an 'additional output'. In terms of implementing CLM, there are resources on the CD ROM or the ILO intranet that are very important. The ILO intranet is not accessible to those outside of IPEC which makes the CD ROM an important product for other organisations involved with child labour elimination.

Training modules
On the CD ROM and on the intranet there are trainers' manuals and handout material for a series of workshops on CLM at different levels. The limited number of people who are familiar with them expect them to be useful. Manuals have also been prepared for child labour workshops for Labour Inspectors. There is some criticism that these have never been piloted and that they may not be that easy to use and that they contain some false assumptions about the role and function of Labour Inspectors.

3.6.1.4.   Extent of distribution and use of tools and materials produced

Distribution and receipt of materials
As mentioned above the distribution of the CLM Resource Kit was started in November 2005 in English, February 2006 in French and March 2006 in Spanish. To date the distribution has been based on need and it is planned to carry out the main distribution to all IPEC country and Regional offices in June 2006.

From the number of interviews made it is not possible to comment specifically on the effectiveness of the distribution of the materials. IPEC staff in Geneva and IPEC CTAs/NPMs have received the Resource Kit. Responsibility for distribution to partners is with the CTAs and NPMs. This has been done in some places and in others it is waiting on translation into national languages.

There is no system for distribution to other non-partner organisations. CTAs of EI projects interviewed had very little, if any, awareness of CLM, and only one had received a copy of the Resource Kit.

Distribution of, or at least awareness of receiving the CD ROM, was much more limited. USDOL/ILAB staff reported that they have not received it (possibly an internal distribution issue) and some IPEC CTAs/NPMs responsible for CLM implementation have not received it.

Distribution does not appear to have included some of the consultants that have been involved in the training and development of CLM. Many of these consultants are included in the 'CLM Resource Persons and Trainer list' (to be discussed in section 3.6.2.6) and who therefore require access to these resources.

Use of the materials
The final documents have only recently been distributed and it is early to draw conclusions about their use. Certainly some IPEC staff that are responsible for introducing CLM have used them extensively during their preparation.

Some of the IPEC Geneva staff and IPEC CTAs/NPMs who have received the Resource Kit acknowledge that they have not looked at it yet due to the pressure of workload.

The training modules for the development of a CLM system do not appear to have been used yet.

It is unlikely that any of these materials have been used without IPEC support.

An important question is the level of support that is required for the effective use of these materials and this will be discussed under objective 2 on capacity building.

Recommendations on the distribution of the CLM resource materials:
- **The CLM CD ROM should be seen as an essential part of the resource kit and included in the distribution process, especially for distribution outside of ILO**
- **A strategy for the distribution of information on CLM and/or the materials themselves to non-IPEC child labour elimination stakeholders should be developed**

3.6.2. Immediate objective 2: Capacity building

'IPEC project staff, ILO constituents, and selected institutional partners have the capacity to implement and adjust the basic model to their own situations.'

3.6.2.1. New and ongoing projects include a comprehensive child labour monitoring system

Annex 1 of the September TPR identifies the countries, which have received support from the CLM project in different areas. 31 countries are listed as having received support for project development and/or guidance on implementation.

There is an unrealistic expectation in this indicator that ongoing projects could be revised in order to incorporate a comprehensive child labour monitoring system – this has not been done. What was done for ongoing projects has been technical assistance in order to improve the quality of existing plans for CLM. This has been done though advice during the preparation of Action Programme Proposals and through seven field missions to provide advice and training in specific areas. This technical advice has been mutually beneficial as it has grounded the CLM knowledge building in the realities of implementation and has provided an opportunity for the testing of ideas.

It should be noted that although the use of the project-developed materials is low, the use of the guidelines in principle has been much greater due to the technical assistance provided by the project. Often this has made use of the 'Guidelines' in their draft form. However as these have been developed in English there has been a linguistic bias in the availability of early materials.

All projects developed since 2003/04 have received input from the project on their project documents and CLM has been included in some form. This does not mean that they all have comprehensive CLM systems.

The project has contributed to the project documents of five national or regional projects that were developed in 2005/06. These projects have been able to benefit from the knowledge generation of the CLM project as the guidelines and most of the other project outputs were at least in draft form by that time. Extracts of the sections that deal with CLM in these five project documents are in annex 5. Although every CLMS needs to fit with the needs, capacity and context of its specific situation, it is interesting to note the diversity of interpretations that there are concerning the role of CLM.

Potential good practice: combing knowledge building with technical assistance:
- Knowledge generation combined with technical assistance to ongoing projects contributed to the quality of the materials through the action research process.

3.6.2.2. Agencies (GO/NGO) develop CLMS without further IPEC assistance

This is an indicator that was dropped by the project and is not currently reported on. It is clearly beyond the planned impact of the project design. The project has been working to develop the capacity of IPEC staff and at this stage the only non-ILO/IPEC staff that have received training have been the staff of immediate partners and this has been limited.

Instead section 3.6.2.6 will review the capacity of IPEC field staff to develop and implement CLMS.

It is reported that some other agencies have shown interest in CLM, including EI grantees at regional workshops. However the EI grantees interviewed did not have a clear concept of what CLM is.

3.6.2.3. Labour Inspectors, employers, unions, and community groups in at least 3 countries adopt an integrated CLM approach

This is an indicator that was dropped by the project and is not currently reported on. Some, but not all, of these groups are involved in the CLM systems proposed in the project documents of the 5 projects developed in 2005/06.

3.6.2.4. Partner groups (Labour Inspectors, employers, unions, community) trained in CLM

The project has supported six national labour inspection trainings (for labour inspectors and other stakeholders), contributing to the areas of child labour monitoring and safe working conditions for children.

Apart from the training of LIs, no other training was carried out by the CLM project for these groups. Training for them should be primarily the responsibility of implementation projects.

3.6.2.5. Number of training sessions requested and held based on developed guidelines

As noted earlier in section 3.6.1.4, the CLM training modules for the implementation of CLM that have been prepared and are available either from the CD ROM or the ILO intranet have probably not yet been used. This section reviews the training and workshops that have been given by the CLM project in order to develop the understanding and capacity of IPEC and partners' staff.

It was reported that an international training team (ITT) was created in the first 6 months of the project although there is no mention of this in the project document and it does not currently exist in the same form. The training and workshops on CLM have depended on the CLM project manager with the support of a number of consultants. There is now a 'CLM Resource Person and Trainer list' as a resource for future training needs and this will be discussed in section 3.6.2.6 on the capacity of IPEC staff and others to provide training in CLM. For Labour Inspector trainings the project has worked closely with some European Ministries of Labour, who have provided short-term secondments of skilled trainers.

The most important training that the CLM project has carried out were six regional workshops for CLM capacity building and a one-day orientation at an IPEC regional meeting. A list of these is in annex 3 of the September 2005 TPR. The three carried out in 2004 (Bangkok, Bucharest and Dar es Salaam) were 4-day orientation workshops that were mainly concerned with clarifying the concept of CLM and sharing experiences between projects and countries of existing CLM and similar activities.

In 2005 a 1-day orientation was held in Delhi and three 5-day workshops in Bangkok, San Jose and Naivasha (Kenya). The 5-day workshops were planned as 'training of CLM trainers' but were only able to cover this objective partially as further conceptual clarification and sharing was required. It was possible to present the draft CLM Resource Kit prepared by the project and obtain feedback on it. The San Jose training was constrained by only having the 'Overview of CLM' available in Spanish, there being no translation of the 'CLM Guidelines' at that stage. IPEC staff in Spanish speaking countries observed that while English-speaking countries were able to make use of draft materials they had to wait until a translation was made of the final version.

The output of this series of workshops was capacity development for the 159 IPEC staff and partners that attended (94 IPEC and 65 non-IPEC at the 5-day workshops). Of these 159, there were slightly more women participating than men. In addition there was the one-day orientation in Delhi for 42 IPEC staff and there have been presentations made to IPEC staff as part of regional IPEC workshops.

The capacity developed to implement CLM and to train others in CLM will be discussed in the following section (3.6.2.6).

Lesson regarding language requirements:
- In a global project it may be necessary to invest in translations of draft documents to enable people to benefit more quickly and to provide the opportunity for feedback.

3.6.2.6. Discussion on the achievement of objective 2

A more general discussion on the achievement of this objective is added here as the indicators in the project document miss some important issues.

Capacity of IPEC field staff to develop and implement CLMS

There is a very wide range of capacity of IPEC staff in this regard. Even at IPEC HQ in Geneva there are a number of staff that have not received more than a short (one hour) briefing on CLM. Understanding and capacity of IPEC staff in the field is also very varied, mainly depending on whether they attended one of the six regional workshops. All IPEC staff have heavy workloads and unless time is specifically set aside documents and other materials will remain unread. The differing understanding amongst IPEC staff of just what CLM is adds some confusion to this mixed situation.

The regional workshops have been effective in building from existing knowledge and experience. These combined the presentation of new ideas with sharing among the participants of existing practices. Although a good number (94) of IPEC staff have participated in these there are still many staff that are not clear on the concept and

practices of CLM, including some staff that have important roles in national programmes. Given the central role that CLM is expected to have, there needs to be a much broader base to the understanding among IPEC staff.

There is a clear need to develop the capacity of IPEC staff, both in the field and at the centre, and this will be reviewed in section 5 on 'next steps'.

Lesson regarding capacity building:
- When carrying out regional workshops as part of a knowledge creation project, there needs to be consideration on how IPEC Geneva staff, especially desk officers, can be kept up with the developments

---

Potential good practice: Capacity building based on existing experience:
- Facilitating discussion in regional workshops on existing practices and how they relate to new concepts developed the understanding of the participants

---

Recommendations regarding the capacity of IPEC staff in CLM:
- **As CLM is a part of almost all IPEC projects and now that the guidelines and other supporting documents have been finalised, all IPEC staff need to receive at the minimum an orientation to CLM**
- **Orientation/training workshops on CLM should be carried out at the country or group of countries level**

Capacity of IPEC staff and others to provide training in CLM

The project document proposed that the project would work with selected regional institutes in order to develop a 'training corps' that could provide training and technical advisory services in CLM to national partners. This was not done.

The current situation is that there is a 'CLM Resource Person and Trainer list' made up of 39 selected participants from the regional capacity building/training of trainers workshops. The people on this cannot be regarded as 'CLM trainers'. The people who are on this list (some of them are not aware that they are) have not received any specific preparation and do not feel that they have sufficient knowledge and experience to provide training. There are many IPEC staff that are not aware of the list which is accessible on the ILO intranet and it does not appear to have been made use of yet.

As mentioned earlier the regional workshops on CLM that were held in 2005 were originally intended to be 'CLM trainer of trainers' but the objectives had to be scaled back as further conceptual clarification and sharing was required. Support materials are available in the form of the 'Notebook on how to prepare for a CLM trainer of trainers'.

> **Recommendation regarding the capacity to provide training in CLM:**
> - **A strategy needs to be developed and implemented as soon as possible to develop the capacity of regionally-based IPEC staff or consultants to provide CLM 'training of trainers'**

Conclusion on the achievement of immediate objective 2

A good number, but not all IPEC staff, have the capacity to support CLM implementation. Few of them have the necessary knowledge and skills to train others. The capacity among ILO constituents and institutional partners is very limited.

3.6.3.   Conclusion on the achievement of the immediate objectives

In summary the first objective to create a knowledge base on CLM systems including comprehensive guidelines for their development has been achieved. There are some different views on what CLM is (or should be) and also some issues regarding the distribution and use of the materials. The guidelines were only finalised towards the end of the project and there has been little time to develop the capacity of IPEC staff, ILO constituents and institutional partners in the use of the CLM model (the second objective). Progress has been made on this, but further capacity development is required for IPEC staff before they can repeat the process with ILO constituents and institutional partners. The mid-term evaluation identified that the achievement of this second immediate objective was optimistic. Suggestions on how the capacity development could be taken forwards are reviewed in section 5 on 'next steps'.

4.   Sustainability of project impacts

One of the main benefits claimed for CLM systems is that they provide a means of sustaining the impact of a child labour project after the project is completed. This chapter is not reviewing the potential for CLM to promote sustainability, rather the sustainability of this project's outputs and impacts.

It is important to remember that this programme on CLM was designed with three phases as follows:
1. The initial phase (covered by this project) would focus on developing the key elements for a "prototype" model of a child labour monitoring system, testing and adapting it to different situations and sectors, and developing tools and training to support it.
2. The second phase would take child labour monitoring to scale in area-based and sector-wide initiatives.
3. The third phase would link the local and area/sector monitoring with national statistical processes, such as national labour force surveys.

It was therefore expected that subsequent initiatives and support would be required in order to successfully establish CLM systems and assessing the sustainability after just the first phase is premature. As an interim assessment, and in order to contribute to the plans for further work on CLM, the sustainability of the project outputs as they are at the moment will be reviewed here.

4.1. Impact of the CLM products

The CLM Resource Kit and the CD ROM are good quality materials that can be made use of without external support. Their usefulness is to some degree dependent on the capacity of the users which is discussed in the following two sections.

The contents of these materials will not go out of date, although they will miss out on lessons from practice and revisions that may be made. For example the training manuals have not yet been used in practice and there will certainly be the potential to revise and customise them. The knowledge on CM that has been collected and documented will continue to be a useful resource base for years to come.

The 'CLM Resource Person and Trainer list' will quickly become out of date unless maintained on a regular basis.

4.2. Impact on the capacity of IPEC staff

Human capacity development is usually a sustainable impact. 94 IPEC staff have attended the series of substantial 5-day regional workshops on CLM. Many of these staff are able to support the implementation of CLM within the work that they are involved in but few are able to train others. These staff are making a positive contribution to CLM initiatives that are ongoing and in preparation.

4.3. Impact on the capacity of partners

As noted above the capacity of ILO constituents and institutional partners to develop and use CLM is very limited. 65 partners have participated in the regional workshops and will have a good understanding of CLM and how to implement it. However their ability to implement it will be limited by their influence within their institution. This is an impact expected primarily from the originally planned second phase. There is good potential for the capacity of partners to be developed through IPEC implemented projects.

One area where there is potential for this to be continued is in industry specific workplace monitoring for export-oriented industries as part of their corporate social responsibility.   The ILO Turin Training Centre is proposing to run a one-week course on this in September 2006 on a fee-paying basis. Demand for this course will be a useful indicator of the interest of industrial partners. The lead trainer for this course is likely to be the (ex) CLM project manager.

5. Future directions/opportunities for CLM
(Key areas of follow-up and key elements for IPEC to continue its work on CLM)

The concluding paragraph in section 3.4 on the achievement of the project in contributing to its development objective stated: 'This project has carried out a lot of preparatory work through the clarification of the concept of CLM and the preparation of tools and materials for its practice, and to some degree through the development of skill and ability in its application. Further work is required before CLM can fulfil its potential of having a significant contribution to the elimination of child labour'.

In addition to the recommendations made in chapter 3 that arise from the evaluation of the project, some suggestions are put forward for the continued support and

development of CLM. These suggestions are based mainly on the ideas, opinions and suggestions of the interviewees. They are based on discussions with a limited number of people within a short period of time. They should therefore be seen as suggestions for the way forward and will require further discussion among those involved. Chapter 5 in annex 5 of the September 2005 TPR ('A concept note on CLM for 2006-2007') reviews the strategic choices for IPEC to develop CLM, and it is strongly recommended that that is read in conjunction with the observations and suggestions presented below.

5.1.   IPEC support for CLM

Support system
As the Resource Kit, training manuals and other documents have been completed, the most work intensive parts of the knowledge creation on CLM have been completed. However capacity building of IPEC staff needs to be extended and capacity building of partner organisations and other organisations needs to be implemented in order to benefit from the knowledge creation accomplished. In addition, the concept and practice of CLM will continue to develop.

Even if CLM only has a moderate chance of delivering the impacts that supporters claim it can provide in terms of sustainable withdrawal of child labour, then IPEC cannot afford to put the project products on the shelf for people to use if they want. At the moment with the project officially completed the (ex) project manager is continuing to provide some support but he will shortly be taking on a new assignment that will require all of his attention. Amongst IPEC staff there is a sense of: 'What is going to happen next? Is IPEC going to really get behind CLM or not?' There is an urgent need for a fresh message on IPEC's commitment to CLM and on the resources that will be available for its support and development.

There is a very strong call from IPEC staff in the field and in Geneva that there is an ongoing need for someone in Geneva who would be a focal point for all CLM activities and developments worldwide. There is a concern that a lot of what has been accomplished by the project could be wasted without such a person. The role that this person would fulfil is:
- Clarifying CLM conceptual issues (as recommended in section 3.6.1.1)
- Implementing other recommendations and suggestions from the project evaluation
- Supporting CLM in project and action programme design
- Providing advice to those implementing CLM
- Documenting what is happening in practice and drawing and disseminating lessons
- Coordinating the conceptual development and understanding of CLM globally
- Revising the materials based on experience
- Provide training on CLM as part of the initial capacity building of IPEC staff and for new staff
- Maintaining and coordinating the 'CLM Resource Person and Trainer list'

This person probably does not need to be full time on this work depending on the amount of time that would go into training and capacity building. Initially, providing capacity building to IPEC staff would be a major responsibility. This should reduce over time although there will still be a need for someone to coordinate the documentation and sharing of CLM practice.

An alternative to having a single person in Geneva with these responsibilities is to have the desk officers to provide this. A few IPEC staff are in favour of this option but the majority think that it needs a specific person to maintain the knowledge base, to have sufficient time to document experience and to have the necessary level of expertise to provide the appropriate advice.

A centrally located person is good for information collection and for harmonisation but is not so good for capacity building and advice. In addition to the need for a centrally based focal point, there is also a strong call from IPEC staff for responsibility for CLM project support to be provided at the regional level. If this were to happen there would be a reduction in the workload of the centrally based focal person. The role of the regionally based CLM adviser would be to:
- Supporting CLM in project and action programme design
- Providing advice to those implementing CLM
- Documenting what is happening in practice
- Provide training on CLM as part of the initial capacity building of IPEC staff and for new staff
- Support training on CLM to implementing partners and other organisations at the national level
- Maintaining and coordinating the 'CLM Resource Person and Trainer list'

Suggestions for IPEC support for CLM:
- Following the completion of the CLM project, IPEC should make clear its future expectation from, and commitment to, CLM
- A part-time CLM focal point should be appointed in Geneva with overall responsibility for CLM support
- 3 part-time regional CLM advisers should be appointed with responsibility for dissemination and implementation of CLM

5.2.   Implementation of CLM

Linkage with other monitoring systems
There are opportunities to develop links with other national monitoring mechanisms such as Education for All, poverty reduction monitoring as part of Poverty Reduction Strategies and monitoring of the achievements of the Millennium Development Goals. In many places there are existing monitoring systems that already have a mandate and with some modification may be able to collect some or all of the information needed for information needs on child labour numbers and trends. It is not so easy to see how these other monitoring systems will assist with the identification, referral and verification of child labourers although it is reported that in some countries EFA also promotes practical action. A presentation and discussion was held on this at the final project meeting in Turin in September 2005.

Extension of CLM to organisations outside of IPEC and its main partners
Until now the concept of CLM has not been extended outside of IPEC. The EI grantees interviewed showed an interest, although none had a clear idea of what it was. Other organisations working with child labour are also likely to be interested.   Within USDOL/ILAB there is a mixed level of understanding of CLM and possibly some confusion with beneficiary monitoring.

Suggestions for capacity building of staff of organisations not directly linked with IPEC:
- Capacity building workshops for IPEC staff (recommended in section 3.6.2.6) should provide opportunities for EI grantees, ILAB and other organisations to participate
- The list of CLM trainers should be made available to other organisations

Capacity development of partner organisations

To date some individuals from partner organisations have participated in the 5-day CLM workshops but the numbers are small and this would have had a limited effect on their organisations. Wherever IPEC is supporting the development of CLM it is important that implementing and institutional partners have a good understanding of it. This capacity development should be undertaken as part of project implementation by the country IPEC staff with support from the regional CLM adviser and/or the CLM focal person.

A number of IPEC staff have commented that establishing the necessary capacity and framework for CLM at a country or even a district level is a lot of work and if this is just one part of wider child labour project it is unlikely to receive the level of resources that are necessary. They are therefore suggesting that there should be specifically designed projects with sufficient duration, coverage and resources. The complexity of the system will depend a lot on whether it is expected to include the data gathering and analysis at higher levels.

6. Lessons learnt, potential good practices, recommendations and suggestions

Lessons learnt, potential good practices, recommendations and suggestions have been identified and made throughout the report. As a summary they are all presented here. To understand them fully they should be read in their context in the main report.

6.1. Lessons learnt

Lessons on project formulation (for DED):
- Indicators of achievement should be developed and reported on for objectives at different levels of the objective hierarchy.
- Changes in objective indicators should go through a clear revision and approval process.

Lesson regarding staffing of global projects:
- In a global project centrally located staff may be most appropriate for knowledge gathering and synthesis, but regionally-based staff may be more effective for dissemination, training and capacity building

Lesson regarding language requirements:
- In a global project it may be necessary to invest in translations of draft documents to enable people to benefit more quickly and to provide the opportunity for feedback.

Lesson regarding capacity building:
- When carrying out regional workshops as part of a knowledge creation project, there needs to be consideration on how IPEC Geneva staff, especially desk officers, can be kept up with the developments

6.2. **Potential good practices**

Creation of a knowledge base:
- The development of descriptions, guidelines and training materials for CLM were based on the study of existing practice in a large number of contexts
- The collection of existing practices and experiences was made centrally, enabling a good overview to be obtained

Combing knowledge building with technical assistance:
- Knowledge generation combined with technical assistance to ongoing projects contributed to the quality of the materials through the action research process.

Capacity building based on existing experience:
- Facilitating discussion in regional workshops on existing practices and how they relate to new concepts developed the understanding of the participants

6.3. **Recommendations**

Recommendations on the concept of CLM:
- An open discussion on what CLM is (or should be) needs to be facilitated among IPEC staff in Geneva and in the field
- Tools for the identification, referral and verification process of child labourers, and for the collection and accumulation of child labour data at different levels, should be given separate distinctive names
- IPEC staff and immediate partners need to be made aware of the identification of these tools and the distinction between them
- The current emphasis that CLM should be included in all project and AP proposals should be reviewed and clarified as to which of these tools (or both) it refers to.

Recommendations on the distribution of the CLM resource materials:
- The CLM CD ROM should be seen as an essential part of the resource kit and included in the distribution process, especially for distribution outside of ILO
- A strategy for the distribution of information on CLM and/or the materials themselves to non-IPEC child labour elimination stakeholders should be developed.

Recommendations regarding the capacity of IPEC staff in CLM:
- As CLM is a part of almost all IPEC projects and now that the guidelines and other supporting documents have been finalised, all IPEC staff need to receive at the minimum an orientation to CLM
- Orientation/training workshops on CLM should be carried out at the country or group of countries level

Recommendation regarding the capacity to provide training in CLM:
- A strategy needs to be developed and implemented as soon as possible to develop the capacity of regionally-based IPEC staff or consultants to provide CLM 'training of trainers'

6.4. <u>Suggestions</u>

Suggestion for IPEC support for CLM:

- Following the completion of the CLM project, IPEC should make clear its future expectation from, and commitment to, CLM
- A part-time CLM focal point should be appointed in Geneva with overall responsibility for CLM support
- 3 part-time regional CLM advisers should be appointed with responsibility for dissemination and implementation of CLM

Suggestions for capacity building of staff of organisations not directly linked with IPEC:

- Capacity building workshops for IPEC staff (recommended in section 3.6.2.6) should provide opportunities for EI grantees, ILAB and other organisations to participate
- The list of CLM trainers should be made available to other organisations

Annex 1   Terms of reference

International Programme on the Elimination of Child Labour

TERMS OF REFERENCE (TOR)
For
Final Evaluation (review)
Of

Towards Child Labour Monitoring as a tool for prevention, protection, and withdrawal of children from work

ILO TC Code:	INT/02/P54/USA
ILO Project code	P 340 02 900 054
ILO IRIS Code:	10794
Donor Identification Code:	E-9-K-2-001
Project Budget	$1,000,000
Financing agency (ies):	United States Department of Labour
Implementing agency (ies):	ILO/IPEC
Geographical coverage:	Global
Project Start date	1 October 2002
Project End date (current)	31 October 2005 (revised)
Date of consultation process	October 2005
Date of preparation of the TOR	March/April 2006
Dates of evaluation	17 April to 30 June

I. BACKGROUND AND JUSTIFICATION

In late 1990's ILO-IPEC had a vision to look into different ways of ensuring the long term impact of technical cooperation based child labour work. The question that was raised was how to ensure that large scale initiatives - such as Time Bound Programmes and national country strategies yield what they inherently promise – a government based, funded and coordinated long term work against child labour that is sustained and institutionalised both in the national policies and the practices at the local level? One of the strategies chosen to be tested was that of child labour monitoring.

A wide range of child labour monitoring initiatives have been designed, implemented and tested as part of ILO-IPEC's global work against child labour. As a technical area CLM has evolved through IPEC child labour projects covering both formal and informal sectors. These initiatives have developed specific technical tools such as databases, monitoring forms and criteria for monitoring and coordination. They have involved labour inspectors, formal worker and employer representatives, local government officials - as well as community actors, faith based groups and peoples organisations.

Several types of sub-categories of CLM have emerged, including sector-specific projects in manufacturing (textile, carpets, sporting goods etc.), commercial agriculture sectors (cocoa, tea and coffee) and combination of government and community based initiatives (small scale mining, rubber, fishing and salt making). In some countries this work has been structured and organized solely through government enforcement and basic service structures such as labour, social welfare and education officials working together to attend to child labourer (a case in point is Turkey with a provincial Government run system). Many of these efforts have been officially recognized and are anchored in the government structures and supported by local legislation or administrative ordinances to provide CLM legitimacy and mandate.

To further pilot and validate the feasibility of child labour monitoring as a strategy a specific project was developed and successfully submitted for funding for the United States Department of Labour (USDOL). Apart from this project CLM work has been supported through a USDOL Capacity Building project which has provided some funding for a thematic evaluation of CLM including a desk review of CLM and support to IPEC meetings on CLM.

Background to Global CLM Project

The Global CLM project was aimed to develop core competencies of ILO-IPEC staff and key partner agencies to be able to understand, develop and implement child labour monitoring interventions as part of holistic child labour projects and programmes. The emphasis of this work was to support IPEC facilitated National TBP's and other large scale child labour projects, where child labour monitoring could be tested at the scale where it would best function as a vehicle to institutionalise child labour work into government practices.

The objective as stated in the project document is to: *develop a model for child labour monitoring systems that is comprehensive, credible and sustainable along with accompanying tools, for testing and application*

The project can be seen as a global capacity project that is building on existing experiences from specific projects as well as current thinking. It has been designed to further develop the capacity of IPEC to support development and implementation of Child Labour Monitoring Systems in various countries through individual projects.

The originally two year project [2] started in September 2003 with collecting information on different approaches on CLM. In 2003 the project build on previously organized CLM meetings in Bangkok

---

[2] Originally the project was from September 2003 to August 2004. A project revision was submitted and approved in March 2004 which extended the project to the end of June 2005. A second four month extension until the end of

(November 2001) and Harare (October 2002) and joined hands with ILO Safe Work to organize a combined Latin America, Europe and Arab States CLM consultation in Turin Italy (April 2003). This meeting validated a draft CLM prototype model produced by IPEC and provided guidance on how to move onwards in testing different approaches to CLM.

A project manager was contracted in June 2003, which resulted into starting of key project activities and to a provision of direct technical support to IPEC field projects working on CLM. The project included a research portfolio which is aimed to conduct case studies and desk reviews on CLM related activities. This research was activated in 2003 and has provided valuable inputs to the understanding on CLM as well as to material development. To date 12 different research activities have been implemented and fed back into CLM product development.

In 2003 specific technical design missions were conducted in India, Ghana and Cote d'Ivoire (the last two were visited twice once in August and once in November for purposes of developing and validating an initial draft CLM plan for the WACAP cocoa project. The draft forms the basis of the current WACAP CLM system).

In 2004 the project focused on material development and building initial IPEC staff capacities on CLM. A set of core technical support materials were drafted, a Global capacity building and training strategy developed and a set of sub-regional basic orientations on CLM to key ILO-IPEC staff were conducted jointly with IPEC field projects. During 2004 two special CLM design missions were conducted covering Ukraine and Pakistan.

In 2005 the emphasis of the work shifted into final production and distribution of CLM materials. The capacity building and training efforts moved to development of a group of potential CLM resource persons and trainer who through a trainer of trainers (TOT) would be able to provide regional and sub-regional CLM services to IPEC field projects. Four different CLM training activities were conducted in 2005 covering Asia, Africa and Latin America. These training were used to provide skills, make CLM materials available and to assist IPEC project to tackle specific technical issues and plan for their future CLM work.

The project closing meeting was organized in Turin 28-30 September. This meeting was a targeted effort to present assess and further discuss CLM as a concept and practice and united a number of IPEC partners who have been testing CLM approaches either with IPEC or on their own right. The last stage of the project covered also the final production of the CLM support materials and dissemination of the material in the first instance through the IPEC Intranet via a specific CLM webpage and structuring of the resource person and trainer network. CLM data collection guidelines were also finalized during this period.

The Global CLM project has included:

> **Building consensus on what child labour monitoring is?**

The project has identified and assessed different methods that are used to evaluate, monitor and verify incidence and trends of child labour in various sectors. It has looked at the process of referring children into services and build on the experiences and knowledge of ILO partners and constituents such as Governments, Employers Organisations, Trade Unions, NGO's and community groups on how they have worked and formed alliances to actively work against child labour in formal and informal economy. An important part of this work has been to collect and review specific tools and methodologies to collect and analyse information on child labour.

October 2005 was approved by the donor in May 2005 for purposes of allowing more time for the completion of all project activities and for continuing a sufficient level of CLM support to the field.

➢ **Reviewing and documenting CLM experiences**

The research and knowledge building portfolio of the CLM project has included preparation of several case studies on specific child labour monitoring initiatives such as voluntary, school based and participatory community based monitoring. Experiences on how different partner agencies and ILO constituents have participated in CLM have also been collected through desk reviews and case studies. This stock-taking exercise has been used to generate synthesis on existing types and methods of monitoring and was actively fed into the development of general CLM materials and capacity building efforts.

➢ **Development of General CLM support materials**

The CLM support materials are a compilation of IPEC experiences, knowledge and vision of child labour monitoring. This material consists of guidelines, supporting brochures and training materials that can be used by IPEC staff and key partners in applying CLM in practice and making it a workable and sustainable strategy to combat child labour.

➢ **Building capacity and providing support to IPEC field projects**

During the project there has been a steadily increasing demand for practical and immediate technical help in establishing CLM from the IPEC field. In order to respond to these expectations development of the core CLM support materials was conducted simultaneously with a provision of technical support to key IPEC projects.

The mid term evaluation of the project

The mid term evaluation of the project (conducted in March 2004) pointed out to the direction that the ambitious nature of the project would be best suited for a multi phased approach. In this scenario the preparatory pilot phase (the current project) would be followed by a second phase in which robust and concrete support would be given to selected IPEC countries to promote large scale and national child labour monitoring "systems".

The evaluation suggested changes in the focus of the project towards finalizing key materials at the expense of research activities and direct technical support to the field. The project has followed the core recommendations of the evaluation and has tried to find a balance between research and material development on one hand and support, knowledge sharing, training and technical advice on the other hand. The core CLM materials were ready to be used by IPEC field in March 2005.

The evaluation also pointed out that not all the IPEC field was knowledgeable of the project or had received help on CLM. While the real challenge remained the development of the CLM concept, a generic mail to all IPEC was sent in April 2004 to inform the field about the project and its aims and another one (memo) was sent in October 2005 by the Director of IPEC to launch the IPEC intranet CLM website and make sure that all in IPEC were informed and could access the pertinent CLM materials.

Final Evaluation:

The final evaluation was originally planned to be conducted in such a way that the evaluator could assist in the concluding meeting of the project in September 2005 in Turin. IPEC was not able to organize this due to heavy project phase out work load and lack of possible candidate for the evaluation at the time. While the project closed at the end of October 2005, provisions were made for allowing the final evaluation to be done later.

The ex-post nature of this evaluation allows for some distance to the completion of activities which would enhance possibilities for assessing sustainability and the degree to which built capacity is being internalised. The completion of the required end of project documentation and internal reflection on what

this project has done and what the future directions for CLM might be, provides an opportunity for an external review of or perspective on whether the understanding of the achievement and future possibilities are also valid to an informed outsider.

II.   SCOPE AND PURPOSE

Scope

The final evaluation will cover all interventions of this project since the start of the project and also cover related initiatives supporting the work on CLMS in IPEC.

Purpose

The purpose of the evaluation is to assess the achievements of the Project relative to its stated objectives and what role the project has played in taking CLM further in ILO/IPEC and amongst its partners. A particular focus will be how the project has managed to capitalise on existing experiences and contributed towards building capacity.

It should also assess the potential usefulness of tools, databases, pilot tests, trainings developed/carried out under this project although the focus is not on a methodological review but on a review of achievements and results, looking at the use of these products rather than the technical validity and quality of it.

The extensive documentation of the project including the final progress report and "next steps" oriented project document provides an opportunity for this evaluation to validate or verify through an external perspective the statements and observations that the project has made on what is considered the achievement and strategic results of the project.

The evaluation will provide suggestions for what would the key areas of follow-up and key elements for ILO/IPEC to continue its work on CLM.

III.   SUGGESTED ASPECTS TO BE ADDRESSED

The evaluation should address the overall ILO evaluation concerns such as **relevance**, **effectiveness**, **efficiency** and **sustainability** as defined in the *ILO Guidelines for the Preparation of Independent Evaluations of ILO Programmes and Projects November 1997*and for gender concerns see: *ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, January 1995*.

Annex I contain the broad suggested aspects that stakeholders have identified at this point for the evaluation to address. Other aspects can be added as identified by the evaluator in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section (DED). The evaluator is expected to identify the selected specific aspects to be addressed in this evaluation as part of the initial work

The evaluation will be conducted following UN evaluation standards and norms.

IV.   EXPECTED SPECIFIC OUTPUTS OF EVALUATION

The expected specific outputs of the evaluation are:

- Evaluation instrument with list of questions and identified stakeholders to interview and seek information from
- First Draft of evaluation report
- Second and final draft of evaluation report

The evaluation report should contain at a minimum the following

- Executive Summary (max. 2 pages)
- Findings
- Conclusions
- Recommendations (including to whom they are addressed)
- Areas of lessons learned
- Possible future directions for the work on CLM
- Potential good practices (experiences to be replicated elsewhere) emerging from the CLMS project

The total length of the report should be max. 30 pages for main report, excluding annexes; additional annexes can provide background and details on specific components of the project evaluated.

1.   All drafts and final outputs, including supporting documents, analytical reports and raw data should be provided both in paper copy and in electronic version compatible for Word for Windows. Ownership of the data from the evaluation rests with ILO/IPEC. Use of the data for publication and other presentation can only be made with the agreement of ILO/IPEC. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.

2.   The final report will be circulated to key stakeholders. Comments from the stakeholders will be consolidated by the Design, Evaluation and Documentation Section (DED) of ILO/IPEC Geneva and provided to the team leader. In preparing the final report the evaluator should consider these comments, incorporate as appropriate and provide a brief note explaining why any comments might not have been incorporated.

V.   PROPOSED METHODOLOGY

The evaluation will be carried out by an external evaluator through desk review, meetings with key ILO/IPEC officials at headquarters and consultations via telephone or email The Evaluator should carry out structured phone interviews with a representative sample of IPEC staff, non-IPEC key respondents, and existing or potential users of CLMS. IPEC staff interviewed should include field staff involved in various aspects of Child Labour Monitoring.

The evaluation will attend a technical meeting of ILO/IPEC staff on CLMS which is part of further integrating CLMs in the work of ILO/IPEC.

Given that the CLMS project deals with a specific technical subject area for which outside technical expertise may not be available, the external evaluator should, as needed and appropriate, work closely with IPEC representatives who have CLMS expertise.

The evaluator will have the following responsibilities and profile:

Responsibility	*Profile*
- Conduct desk review - Participate in technical meeting - Conduct telephone and email interview using structured questions from the evaluation instrument - Prepare evaluation report - Be available of further input as part of follow up	- Extensive review/evaluation experience of capacity building projects - Experience from small scale, quick impact reviews - Child labour or relevant experience - Organisational development experience - Experience with management and monitoring systems, data collection and applied research in support of programme activities - Preferable knowledge of ILO/IPEC and its works on CLM

Schedule of Evaluation and Task of Evaluator

PHASE	*TASK*	*DATES*	*RESPONSIBLE*
I	Desk review and visit to Geneva for initial consultations and preparing of evaluation instrument, including attendance at technical meeting on CLM for IPEC HQ staff	Week of 24-28 April; three days visit 24-26 April	External Evaluator IPEC project staff
II	Continued desk review and data collection through interviews and questionnaires	Equivalent of nine days in period 1-19 May	Evaluator
III	Preparation of first draft	5 days of work in the week of 22-26 May, with deadline for first draft 29 May	Evaluator
IV	Review and comments to first draft by stakeholders	29 May to 9 June	Stakeholders
V	Consolidated comments	By 12 June	DED
VI	Preparation of second draft (possibly visit for discussion in Geneva)	3 days in week of 12-16 June	Evaluator

The proposed schedule can be adjusted in agreement with DED and in consultation with key stakeholders.

Sources of information and Consultations

Relevant documentation will be made available to the evaluator. Some of the possible documents and other sources of information are:

o Programme Document
o Progress reports and donor responses to those progress reports, mid-terms and other relevant evaluation reports
o Studies and other reports,
o Training material and other documents on CLMS
o Reports of workshop on CLM, including final technical workshop from October 2005
o SIMPOC material with relevant references
o Consultations and interviews with technical staff and relevant Desk Officers for countries
o Questionnaires and other forms of data collection from selected stakeholders and partners in the project, including donor
o Secondary official and non-official records, studies, reports
o Project/Programme monitoring system, including project monitoring plans;
o Direct Beneficiary Monitoring and Reporting system
o Documentation of Child Labour Monitoring Systems
o Mission reports
o Relevant tracking/tracer documentation
o Web-site
o Project documentation as part of final progress report
o CD ROM with material on child labour monitoring

VI.   RESOURCES AND ADMINISTRATION

Resource
The following resources will be required

- External Evaluator for 22 days
- Travel to Geneva for three days

Management
The evaluator will report to the ILO/IPEC Design, Evaluation and Documentation section. The evaluator will work closely with the ILO/IPEC staff at headquarters dealing with CLM.

ANNEXES

Annex I: SUGGESTED ASPECTS TO BE ADDRESSED

The following suggested aspects are the result of consultation with stakeholders and review by the Design, Evaluation and Documentation section of ILO/IPEC. Further suggested aspects can materialise in the course of the evaluation. The tasks of the evaluator is to identify which aspects are fundamental to document achievement and contribution of the project

Implementation:

- Review all activities and outputs of the project. Assess the relevance, effectiveness, impact and sustainability of a) the project's technical assistance and activities in the individual countries that have developed and implemented CLMS and b) the outputs developed by the project (in particular the CLMS information and training materials).

- Assess the process of implementation of the project by IPEC, including timeliness of delivery of outputs and services and the implementation of recommendations made during the mid-term evaluation.
- How effective was the project in gathering models of monitoring systems from previous and on-going projects?

- How effective was the project in being a resource to other projects including both pilot and new projects?

- Assess the effectiveness of the project in informing IPEC project managers and other non-IPEC practitioners about the CLMS project and the tools developed under the project? According to the mid-term evaluation "there are concerns about lack of awareness in the field, which may restrict the number of different activities it can perform and different groups it can involve." And "awareness of the CLMP was not as good as it could be based on the responses from IPEC staff in Geneva, IPEC staff in the field and other partners."

- According to the mid-term evaluation, some IPEC field offices made numerous requests for CLMS technical assistance. To what extent was the project able to meet the fields' request for CLMS assistance and to what extent did some requests for assistance go unfulfilled?

- According to the mid-term evaluation, IPEC field staff expressed the need for clarity between CLMS and other sources of data and information including those produced by DED and SIMPOC. To what extent, was the project able to address this confusion and assist field staff in "exploit[ing] complementarities between these various areas of information collection"?

- Are there good practices or lessons learned that can be gleaned from the design and implementation of CLMS systems in earlier projects (see list above) particularly as they relate to the development of partnerships with external partners.

- Assess the impact the CLMS project had on other IPEC projects, particularly the early TBP programs that relied on CLMS developments before they began implementation of project activities.

- Participatory processes in establishing capacity building and material development

Validity of Design:

- Assess the validity and appropriateness of the overall design of the project in a) meeting the objectives of the project and b) developing a child labour monitoring program that is sustainable beyond the life of the project and external funding.

- To what extent did the overall design of the project lead to a sustainable knowledge base on child labour monitoring systems and are there areas within the design of the project that could have lead to (even) greater sustainability of the CLMS project's efforts?

- Assess the national-regional capacity and IPEC's capacity on CLMS including CLMS training institutes.

- Alternative strategies i.e. adaptation to the changing operational environment of the organisation and ways forward

Sustainability:

- To what extent are the main outputs/products created under Objective 1 useful for a project in the implementation of a CLM system once TA funded under this project is no longer available and to what extent are the outputs/products relevant in various country contexts?

- To what extent are the CLM systems developed with TA assistance under the current project replicable and sustainable beyond the life of this project based on specific evidence from some of the earlier projects such as Tanzania, Cote d'Ivoire, India, Turkey, Indonesia, and the Philippines.

- Assess the level of sustainability of the project that has been created under the activities and outputs of objective 2-"capacity building."

Other issues

- The relevance and appropriateness of institutional arrangements to implement the designed CLM process at different levels.
- Assess the role of the project in further the approach to CLM in IPEC
- Role of the thematic topic in the overall strategies of the organisation
- Secondary or unanticipated impacts of the development of CLM and the role of the project in that
- Field oriented service culture vs. knowledge creation and research
- Role of capacity development in the organisational culture of IPEC

Annex 2   People, groups and organisations consulted

Note; these refer to substantive discussions

USDOL
Amy Ritaulo, ILAB *
Eileen Muirragui, ILAB *
Rachel Phillips, ILAB *

ILO/IPEC Geneva
Guy Thijs, Director of IPEC Operations
Gier Myrstad, Head, Programme Support, Reporting & Resource Planning Section
Sherin Khan, Regional Desk Officer, Asia
Simrin Singh, Coordinator, Resource Planning and Reporting Unit
Tite Habiyakare, Regional Desk Officer, Africa *
Phan Thuy, Head, Technical Product Lines and Networking Section
Susan Gunn, Coordinator, Hazardous Work and Child Labour Monitoring Unit
Tuomo Poutiainen, (ex) Project Manager, Global CLMS Project
Peter Wichmand, Head, Design, Evaluation & Documentation Section
Bharati Pflug, Evaluation Officer
Maria Arteta, Regional Desk Officer, Latin America *
Peter Hurst, Health and Safety Specialist, Hazardous Work and CLM Unit *
Florencio Gudiño, Director Técnico, Eurosocial, Spain (ex DED/IPEC) *
Maria Jose Chamorro, Vulnerable Groups Unit *
Sule Caglar, Education Unit *
Klaus Guenther, Regional Desk Officer, Eastern Europe and Central Asia *
Veronique Saint Luce, Regional Desk Officer, East and Southern Africa *
Technical meeting of IPEC staff in Geneva

ILO/IPEC field staff including regional offices
Taseer Alizai, Project Manager, carpet sector project, Pakistan *
Sujeewa Fonseka, CTA, Bangladesh TBP Preparation *
Amunil Islam, Labour Protection Specialist, Bangladesh TBP Preparation *
Herve Berger, Child Labour Specialist, SRO Delhi, *
Anja Elisabeth Hem, Associate Expert, ILO Office, Nepal *
Bente Sorensen, CTA, Project Coordinator ESC, Costa Rica *
Panudda Boonpala, Senior Child Labour Specialist, ILO Sub-regional Office for East Asia *
Ben Smith, CTA, TBP and EI project, El Salvador *
Birgitte Poulsen, CTA, Capacity Building Programme, Anglophone Africa *
Regina Mbabazi, Project Coordinator, Capacity Building Programme, Anglophone Africa *
N Mongolmaa, National Programme Manager, TBP, Mongolia *
Nevine Osman, Child Labour Focal Point, ILO, Egypt *

ILO Sections
John Ritchotte, Declaration *
Malcolm Gifford, Safe Work *
Emily Sims, Multi *

External partners and consultants
Rijk van Haarlem, CLM consultant and ex CTA of CLM projects *

Jean Maurice Derrien, Consultant on CL and LI training, France *
Nathalie Kocherans, (ex) MOL, Switzerland *
Vincent Ssenono, Uganda Bureau of Statistics, Uganda *
Jane Colombini, CLM Consultant, Switzerland *
Silvana Vargas, CLM Consultant, Peru *
Jacques van den Pols, LI Consultant, MoL, Netherlands *
César Mosquera, Consultant on CL, Peru (by email)

Other organisations
Nasir Dogar, Chief Executive, Independent Monitoring Association for Child Labour, Pakistan *
Stuart Beechler, CTA, Programa Educar (EI grantee), Partners of the Americas, Brazil *
Helen Sherpa, Education Specialist, Brighter Futures Programme (EI grantee), Nepal (by email)
Vicki Walker, Director CIRCLE project (manages EI funds), Winrock International, USA *
Ingrid Martonova, CTA, OPTIONS programme (EI grantee), Cambodia (by email)
Nick Mills, CTA, Education for working children in six countries in Central America and the Caribbean (EI grantee), Nicaragua *
Saima Anwer, Save the Children UK (EI grantee), Pakistan (by email)
Colette Powers, KURET (EI grantee), World Vision, USA *

* = interview by telephone

Annex 3   References and documents consulted

ILO/IPEC (2002), Towards child labour monitoring as a tool for prevention, protection and withdrawal of children from work (Project Document)

ILO/IPEC (2004), Desk review on child labour monitoring

ILO/IPEC (2005), Facts on child labour monitoring

ILO/IPEC (2005), Child labour monitoring brochure

ILO/IPEC (2005), Guidelines for developing child labour monitoring processes

ILO/IPEC (2005), Overview of child labour monitoring

ILO/IPEC (2005), Experiences and future directions on child labour monitoring, Final report of the meeting in Turin, 28-30 September 2005

ILO/IPEC (2005), Towards Child Labour Monitoring as a tool for prevention, protection, and withdrawal of children from work, Final Technical Progress Report,

ILO/IPEC (2005), Child Labour Monitoring (CD ROM that contains some of the above documents and other material)

ILO/IPEC (2005), Mid-term evaluation: Towards child labour monitoring as a tool for prevention, protection and withdrawal of children from work

ILO/IPEC (2005), Frequently asked questions about Child Labour Monitoring

ILO/IPEC website on subject area: Child Labour Monitoring

ILO/IPEC Intranet on Child Labour Monitoring

ILO/IPEC (2005), Emergency response to child labour in selected Tsunami effected areas in Sri Lanka, Project Document. March 2005 -

ILO/IPEC (2005), Support to the Proposed National Sub-programme to Eliminate the Worst Forms of Child Labour: Time-Bound Measures, Mongolia, Project Document. September 2005 -

ILO/IPEC (2005), Prevention and Elimination of Child Labour in Artisanal Gold Mining (Orpaillage) in West Africa, Project Document. September 2005 -

ILO/IPEC (2005), Country Programme to Combat Child Labour in Malawi, Project Document. September 2005 -

ILO/IPEC (2005), Combating Abusive Child Labour II, Pakistan, Project Document. June 2006 -

Annex 4: Time line of the project with some key outputs and events:

2002	2003	2004	2004	2005
Start-up	Services and Consultation	Services and Tools	Capacity building and Training	Consultation and consolidation
Oct - Dec	Jan- Dec	Jan – June	July - Dec	Jan-October
➔ Consultative process started ➔ Selected products planned and contracted ➔ "Draft CLM Training Manual" produced	➔ Turin workshop in May ➔ CLM Background documents produced ➔ Project Manager Hired June 13th ➔ Work planning and field meetings ➔ Technical Service Missions ➔ Desk review and CLM design support to the field ➔ Tool development commenced	➔ Tools being finalized ➔ Case Studies and field activities started ➔ Core Resource persons and trainer pre-identified ➔ Capacity building and training planned ➔ Support to key IPEC projects (TBPs, WACAP, INDUS, etc) continued ➔ Field Staff Orientation on CLM conducted	➔ Technical Services provided ➔ Capacity building and training conducted ➔ Project dev. for 2005 ➔ CLM support materials tested and completed	➔ Technical services provided ➔ Capacity building and training completed ➔ Core resource person and trainer network established ➔ CLM research portfolio completed and website updated ➔ Concluding meeting of the project and final synthesis report ➔ Phase out and closing of the project

Source: Annex 5 of the CLM project final TPR to October 2005

Annex 5: Extracts on CLM in recently developed project documents

5.1: Combating Abusive Child Labour II, Pakistan. Planned start date June 2006

'Child Labour Monitoring & Referral (CLM&R) System: A reliable information base is a pre-requisite for designing an effective programme to address child labour. The Programme proposes a community based CLM&R System based on a database system designed in consultation with target district governments. The relevant district officials will be trained in maintaining the CLM&R System. Identified volunteers will be trained to collect information and based on the analysis, community groups will be assisted in their efforts for withdrawal and prevention of child labour. The district governments will be facilitated to address educational and training needs of identified children, and extending social safety nets to vulnerable families.'

5.2: Country Programme to Combat Child Labour in Malawi. Planned start date September 2005

'One of the means to ensure that child labour as an issue is actively dealt with both at the district and community levels will be the establishment of feasible and low cost child labour monitoring (CLM) process. The aim of CLM is to regularize identification of child labourers and organizing a referral process in which available local services are tapped to provide appropriate services to vulnerable boys and girls such as schooling, non formal education and health depending on the local situation. The overall objective of CLM is to ensure that as a consequence of monitoring, children and young legally employed workers are safe from exploitation and hazards at work.'

5.3: Prevention and Elimination of Child Labour in Artisanal Gold Mining (Orpaillage) in West Africa. Planned start date September 2005

- 'CLM.   The proposed formation of a sustainable system for monitoring CL in *orpaillage* communities will require action on the part of the *orpaillage* communities, plus reinforcement from government. The monitoring systems for CL are not for assessing the progress of this particular project, but are ongoing systems of surveillance. The objective of such a system is to effectively prevent CL in the *orpaillage* communities by identifying children working or likely to work, referring them to school (or other service), and tracking them from time to time to ensure that the services are benefiting them. CLM can also provide information that is useful for district or national planning or policy-making.'

5.4: Support to the Proposed National Sub-programme to Eliminate the Worst Forms of Child Labour: Time-Bound Measures, Mongolia. Planned start date September 2005

'*A national child labour monitoring system* will be developed in order to ensure that child labour information generated through line Ministries, *Aimag* level interventions, and local level child labour monitoring is compiled and analysed systematically. The purposes of National CLMs are:
- providing feedback and input for direct assistance to child workers at the local "downstream" level,

- assessing overall progress made in the prevention, withdrawal and reintegration of children in WFCL, and
- guiding child labour policy at the "upstream" national level.

Standardized monitoring procedures will be developed to enable the drawing of comparisons and analysis of results. This will include mechanisms to ensure that information emanating from the community-level Child Labour Monitoring Systems (CLMS) is consolidated, stored and analyzed in a central database.

- **Set up of an Area based child labour monitoring system (CLMS).** The Area based child labour monitoring will be a combination of community monitoring and the regular functions of labour inspectors (in sectors covered by them). The CLMS will identify children at risk, children engaged in WFCL, and identify possible options for them in collaboration with key stake holders in each locality and refer them to relevant services for prevention, withdrawal, and reintegration.'

5.5: Emergency response to child labour in selected Tsunami effected areas in Sri Lanka. Planned start date March 2005

- **'District based Child labour Monitoring**

The project will contribute to the development of a district-based and district-owned integrated child labour monitoring system. Since it is crucial that the child labour monitoring system be adapted to and appropriate for the Tsunami context, details of the system will need to be developed in consultation with the primary actors during the first stage of the project. The system will, in any case involve: identification of the existing institutions that are routinely gathering information on children; the use of joint monitoring teams; collection and analysis of child labour data; monitor child labour trends and; co-ordination among all partners involved in CL monitoring-related activities. The National Child protection Authority and the Department of Probation and Child Care Services have been considering the establishment of such a system for some time now, and project assistance in this regard will help concretize their intentions. At the distinct levels, the Community Centres will house the CLMS in close cooperation with the DCPC and the information will be transmitted to the NCPA data on children at the central level.

Local ownership, by the DCPC and communities, of the integrated monitoring system will be one means of ensuring its sustainability, particularly after the completion of the project. Ownership will be promoted through local participation in its design and implementation, mainstreaming into the work of the DCPC and NCPA.'

Annex 6: List of project documents produced by the project reviewing existing CLM in thematic areas and in specific countries

CLM applications

Sistema de Monitoreo de Trabajo Infantil en el Sector de la Minería Artesanal: El Caso del Asentamiento Minero Bella Rica, Ecuador, by Silvana Vargas Winstanley, Ph.D., ILO/IPEC, August 2004.

Sistema de Monitoreo de Trabajo Infantil en la Producción de Café: el Caso de las Comunidades Agrícolas del Departamento de San Marcos, Guatemala, by Silvana Vargas Winstanley Ph.D., ILO/IPEC, November 2004

Case Study on Child Labour Monitoring in Izmir, Turkey, by Dr. Dilek Cindoglu, ILO/IPEC, March 2005

Government, Trade Union and Employer Participation in CLM

The Role of Governments, Trade Unions and Employers' Organisations in Child Labour Monitoring – A Review of Positions and Practices, by Philip Hunter, ILO/IPEC, March 2005

Desk Review on the Role of Trade Unions in Child Labour Monitoring in Lao PDR, by Ms. Anna Gillespie, ILO/IPEC, June 2004

Desk Review on Trade Union Participation in Child Labour Monitoring in Tanzania, by Mr. Yahay Khamis Msangi, ILO/IPEC, June 2004.

A Consultative Review on Strengthening the Role of Trade Union Worker Representatives in Child Labour Monitoring Systems and in the Elimination of Hazardous Child Labour in the Workplace: The Ghanaian Experience, by Ms. Adowoa Sakyi, Mr Issac K. Yanney, Ms. Diana Jehu Appiah, Ms. Marinna Nyamekye, and Ms. Vivian Oduro Mfoafo, ILO/IPEC, December 2004

Desk Review on Trade Union Practices on Child Labour Monitoring in the Philippines, by Ariel Castro, ILO/IPEC, January 2005

School-based Monitoring

Desk Review on School Based Monitoring, An Overview of Historical and Current Legislation in the UK Concerning the Inspection Process in the Education System, by Adriana Gulino, ILO/IPEC, July 2004

Desk Review on School Based Monitoring, The Potential Role and Participation of Teachers, Parents, and the Community in School-Based Child Labour Monitoring, by Adriana Gulino, ILO/IPEC, July 2004

CLM and Trafficking

Review of Child Labour Monitoring Tools and Models in ILO-IPEC Projects to Combat Trafficking in Children for Labour and Sexual Exploitation, Final Report, by Ms. Chongcharoen Sornkaew, ILO/IPEC, June 2005

Review of Child Labour Monitoring Tools and Models in ILO-IPEC Projects to Combat Trafficking in Children for Labour and Sexual Exploitation, Models of Interventions, by Ms. Chongcharoen Sornkaew, ILO/IPEC, June 2005

Review of Child Labour Monitoring Tools and Models in ILO-IPEC Projects to Combat Trafficking in Children for Labour and Sexual Exploitation, Annex: List of Interventions, by Ms. Chongcharoen Sornkaew, ILO/IPEC, June 2005

CLM and Private and Voluntary Monitoring

A Guide to Private and Voluntary Monitoring Initiatives, by Philip Hunter, ILO/IPEC, June 2004

Voluntary Regulation of Labour Standards: A Background Paper on Private Certification
　　Systems, by Philip Hunter, ILO/IPEC, June 2004
Voluntary Monitoring Initiatives and Child Labour Monitoring, A Review of Current
　　Practices, by Philip Hunter, ILO/IPEC, October 2004

Country Experiences of Child Labour Monitoring
Child Labour Monitoring in Ghana, ILO/IPEC, August 2005
Child Labour Monitoring in Commercial Agriculture in Kenya, ILO/IPEC, August 2005
Child Labour Monitoring in the Salt, Fishing and Rubber Sectors in Cambodia, ILO/IPEC,
　　August 2005
Child Labour Monitoring in the Garment Industry in Bangladesh, ILO/IPEC, August 2005
Child Labour Monitoring in India, ILO/IPEC, August 2005
Child Labour Monitoring in the Fishing and Footwear Sectors in Indonesia, ILO/IPEC,
　　August 2005
Child Labour Monitoring in the Fishing Sector in the Philippines, ILO/IPEC, August 2005
Child Labour Monitoring in Bolivia, Ecuador and Peru, ILO/IPEC, August 2005
Child Labour Monitoring in Turkey, ILO/IPEC, August 2005
Child Labour Monitoring in Albania, ILO/IPEC, September 2005
Source: Annex 2: October 2005 TPR