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Child Labour and Youth Employment Linkages (Phases I and II)

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This document has not been professionally edited.

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 by an external consultant¹. The data collection took place in June 2008. The opinions and recommendations included in this report are those of the author 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.

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Acronyms and Abbreviations

ACT/EMP	Bureau for Employers' Activities (ILO)
ACTRAV	Bureau for Workers' Activities (ILO)
Agente Joven	Young Agents (program in Brazil)
CODEV	Development Cooperation Department (ILO)
DED	Design, Evaluation and Documentation Section
DWCA	Decent Work Country Agenda
DWCP	Decent Work Country Programme
HQ	Headquarters
ILO	International Labour Organisation
IO	Immediate Objective
IPEC	International Programme on the Elimination of Child Labour (ILO)
LEAP	Livelihood Empowerment Against Poverty
LFA	Logical Framework Analysis
M&E	Monitoring and Evaluation
MDG	Millennium Development Goals
MSE	Micro and Small Enterprises
NAP	National Action Plans
NGO	Non-Government Organisation
NIOSH	National Institute for Occupational Safety and Health
OSH	Occupational Safety and Health
PETI	Eradication of Child Labour Program (Programa Nacional de Bolsa Escola and Programa de Erradicaçao do Trabalho Infantil, in Brazil)
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
RBM	Results Based Management
ROAP	Regional Office for Asia and Pacific (ILO)
SAFework	Programme on Safety and Health at Work and the Environment (ILO)
Sida	Swedish International Development Cooperation Agency
SME	Small and Medium Enterprises
SPROUT	Summary Project Outline
SWTC	School to Work Transition Curricula
TA	Technical Assistance
TBP	Time Bound Programme
ToR	Terms of Reference
ToT	Training of Trainers
TPR	Technical Progress Reports
TPR	Technical Progress Report
UN	United Nations
WFCL	Worst Forms of Child Labour
YEN	Youth Employment Network
YEP	Youth Employment Programme (ILO)

Executive Summary

In recent years, policy makers and researchers have increasingly focused their attention on the relationships of, and transition between child labour and youth employment. In the realisation that not much has been done to investigate the subject, ILO has committed itself to investigate this transition and to develop policies and strategies to improve the situation for youth facilitating young people's entry into the job market.

The Project 'Child Labour and Youth Employment Linkages' has produced a high quality knowledge base on the topic and made visible circumstances and concerns regarding youth involved in hazardous work. Youth above legal working age but who are under 18 (usually 14-17 years old) are still child labour unless they are protected from hazardous work. The Project has sought to address this largely ignored age group.

Through its work it has stimulated policy changes, built capacity of the social partners, identified/tested new channels for addressing hazardous child labour on a mass scale and built the knowledge base on threats to young workers through field studies.

Project activities are found to be relevant and numerous, often thoroughly researched, engaging a great number of stakeholders and generating a rich source of information.

The results from research and field tests now need to be promoted through a global strategic approach. As such they should be further mainstreamed in Decent Work Country Programmes and, in turn, influence national development policies and strategies to improve the situation for this age group. The programme should be anchored in a few selected regions in Africa and South Asia where needs for support are the greatest, and be undertaken also within the framework of UN's reform and inter-agency cooperation.

In order for a global approach to be successful it is essential that strategies are developed with participation and consensus of all main stakeholders. Therefore, a great deal of effort should be placed on using available project planning instruments that will assist in clearly identifying the expected roles of all stakeholders in the programme, and linking the main elements so that they support each other, regardless of which ILO department or organisation ultimately will be mandated, or responsible, for these elements.

Apart from themes and interventions, ownership and institutionalisation should be determined in this process. It is believed that a participatory planning process will enable a greater consensus within the ILO (which is necessary) on approaches vis-à-vis for instance "safe work for youth".

With the project shifting its focus from field and action research to actual implementation, a result based management system with clear management arrangements, adequate work plans, reporting and resource utilization will be required.

Gender needs to be clearly explained in the above-mentioned process with an overall strategy in place on how to tackle the fact that needs and roles of young girls and young boys at work often are different and therefore need to be met differently.

It is further highly recommended that a global project such as this establishes a system for Monitoring and Evaluation (M&E) in which quantitative and qualitative indicators are spelled out and are specific, measurable, achievable, realistic and time bound. The indicators (which may change over time as new knowledge and information is gathered) should be seen as useful tools to follow up achievements and success, both internally and externally.

1. Introduction

This report is the evaluation of the Child Labour and Youth Employment Linkages project (henceforth called the Linkages Project, or the Project) which commenced in April 2006 and which has been in operation for more than two years in two phases. At the time of compiling this report, the Project was going to end in June 2008. During the course of the evaluation, information was received that it has been extended to September 2008. The Project is part of ILO/SWEDEN Pilot Partnership Programme 2006-08 and has not been subjected to an evaluation before. The evaluation is part of ILO IPEC's continuous process of evaluating its technical assistance projects. The total budget is US\$ 828,040.

The structure of the report is as follows:

It starts with introducing the context of the Project (1.1) followed a description of its main features (1.2) and a summary of the purposes of the evaluation (1.3). The methodology used to gather information to appraise the performance and achievements, as well as the challenges faced are described (2) followed by a review of the project design and the main elements of the project framework (3). Activities and outputs, with a summary presented in a timeline, are accounted for from pre-project developments to date (4). Lessons learned (5), Good Practices (6) and Sustainability aspects (7) are followed by Conclusions and Recommendations (8). There are six annexes attached.

1.1. The Context

“Today's unemployed and underemployed youth are often yesterday's child labourers and tomorrow's working poor” is an often quoted statement. In recent years, policy makers and researchers have increasingly focused their attention on the relationships of, and transition between child labour and youth employment, in particularly related to the African countries². The ILO has committed itself to deal with these problems and has realised that not much has been done by the organisation, or the international community, to investigate what this transition between child labour and youth employment consists of. What is the future for child labourers regarding employment, and in accessing the labour market as they become adolescents and what can be done to enable these young workers to acquire skills enabling them to get decent jobs?

What is the situation for child labourers in hazardous jobs who are in the age brackets of 14 and 18? Youth above legal working age but below 18 are still child labour unless they are protected from hazardous work. The Project has sought to address this largely ignored age group. One challenge has been “How does one reach young workers?” What instruments, methods and guidelines may be used to get messages across to these young workers in order for them to protect themselves and what messages need to be conveyed to governments, employers, trade unions and ILO's other partners in the private and public sectors? These are some of the issues that the Linkages Project has been examining with trials in many parts of the world - as it has attempted to improve the knowledge base on these dimensions. The ultimate goal is to assist government institutions, and the ILO social partners to formulate informed policies to set in motion interventions to tackle the issues in a more efficient way.

ILO has also stated that the Decent Work Country Programmes (DWCP) will give priority to the comprehensive integration of child labour and youth employment issues into national development policies and programmes, and poverty reduction strategies. Mechanisms should be out in place to facilitate e.g. school-to-work transition programmes to give young people work experience and skills sought after by the labour market³.

² The Decent Work Agenda in Africa: 2007-2015, Report of the Director-General, Eleventh African, Regional Meeting, Addis Ababa, April, 2007, Geneva, 2007, pp. 38-39.

³ Programme and Budget for the Biennium 2008-2009, International Labour Office, Geneva, 2007, paragraph 108

1.2. The Nature of the Project

In order to appreciate how the project has evolved, and its direction, it is necessary not only to attempt to determine how the project has fared in terms of attaining its stated objectives, but also to grasp how IPEC project managers and stakeholders are viewing the project. “Stakeholders” here refer to agencies, organisations, groups or individuals who have a direct or indirect interest in the development intervention or its evaluation. The following has transpired regarding the *nature* of the Project:

With many different variables and activities ongoing in many regions and countries in the world, it has been necessary to attempt to put together the different pieces to a coherent whole. It first and foremost comes across as a research project, even action research, oriented. Various methods, tools and guidelines have been, and are still being field tested and adapted in several countries, in particular in the area of safety and health protection for young workers involved in hazardous work.

Important linkages between child labour and youth employment have been explored and explained in national, regional and international workshops. Safe work for young people currently involved in hazardous work has been promoted as a matter of urgency in particular through Component 2 of the project. The first phase, and even the second, are clearly viewed by IPEC headquarter staff, and even by Sida, as a preparatory phase with more to follow suit.

The **policy** work theme of the Project is seen as a theme to increase the knowledge base and explore ways of dealing with child labour, youth unemployment and underemployment and in particular the relationship and transition between these. Findings from action research are also promoted in policy dialogue and in relation to countries’ poverty reduction strategies, with a purpose of scaling up actions.

The **safe work for young workers** theme is mainly seen as dealing with the following:

- ▶ *Increasing knowledge* about risks to young workers, ways to reduce risks and effects on health on youth through compilation of existing research and documentation about field experiences and actual needs in the field; and
- ▶ *Using the gained knowledge* to create simple materials for young workers and their employers, and field testing these materials (e.g. what youth can/cannot do) and for guidance *directly* to young workers about their rights and protection against hazards.

Although materials development have been one of the project’s outputs, project managers do not perceive the project as one which is focused on development guidelines as such, but rather uses the process as an *entry point* to engage social partners. In the safe work component emphasis has been on *adapting* existing materials, an example being the adaptation of the WISE⁴ materials and the adaptation of an American curricula used in the United States to Arab countries, testing it with groups of teachers.

The third theme, **career counselling to young workers**, is viewed as an important component of vocational training and education for youth who are former child labours and who need assistance in being integrated in the job market.

1.3. Purpose of the Evaluation

The Terms of Reference (ToR) lists a number of purposes for the evaluation (Annex I). Apart from documenting project activities, outcomes, and achievements, the evaluation is expected to provide guidance for a future project phase on child labour and youth employment. Information is desired about social partnerships and individual efforts and their contributions to the stated goals. It should also provide information about the appropriateness and utility of

⁴ The ILO’s Work Improvement in Small Enterprises (WISE) programme is designed to promote practical, voluntary action to improve working conditions by owners and managers of small and medium enterprises (source: <http://www.ilo.org/public/english/protection/condtrav/workcond/wise/wise.htm>)

tools and processes developed and on how the project has related to the ILO Decent Work Country Programmes (DWCP) and national development plans.

While extensive information may not have been forthcoming on all of the above, information about good practices, lessons learned, along with recommendations for follow-up, are seen as important pointers intended to assist ILO in determining further approaches in this field.

2. Methodology

The evaluation has been undertaken through making use of a combination of methods to gather information on the Linkages Project, as follows:

2.1. Reviewing materials

The materials reviewed during the course of the evaluation included ILO Project Documents (Summary Project Outlines - SPROUTS), Technical Progress Reports (TPR), Workshop Reports, Concept Papers and ToRs, Minutes of meetings, Budgets and financial statements, Policy documents, Sida policies and Memos from annual meetings with the ILO, evaluation reports, and national policies and actions plans. To a more limited extent, the evaluator also looked at materials developed or adapted with project support (e.g. the Employers Manual, the informational packet for young workers, the Career Counselling Manual). Some e-mail correspondence has also been looked into, in cases where this was recommended and made available.

2.2. Interviews at ILO headquarters in Geneva

At the initial stage the intention was to use one question guideline for ILO staff at Headquarters and another for the ILO staff and stakeholders in “the field”. However, this idea was abandoned as discussions at Headquarters became more in-depth and more explanations to certain issues were required.

Seventeen ILO officials in nine different ILO departments were interviewed at the ILO Headquarters. At IPEC, the relevant Design, Evaluation and Documentation (DED) Section officials and the officials in charge of the Linkages Project were met with several times. In a few instances discussions were held in small groups at IPEC, focusing on specific themes.

2.3. Interviews with key informants at country/regional level

Telephone interviews were carried out with ILO staff and stakeholders (key informants) based in eight countries in Asia, Africa, Latin America and Europe where the Linkages Project is involved, and using a brief semi-structured questionnaire as a guideline. This set of questions was first sent to the respondents via e-mail (for details see Annex III. Evaluation Schedule and Contacts). In some countries the key informants initially contacted on the phone expressed that they would rather fill in the questionnaire form instead of being interviewed via the phone – giving them more time to reflect.

Attempts have been made to keep the evaluation and reviewing process as transparent and inclusive as possible for those directly involved in the discourse about the Project, in particular the Project managers and the responsible evaluation officer in DED.

3. Project Design and Framework

The below paragraphs provide an account of the Project design and approaches applied, constituting its framework, as it were. The modifications that have been made since the start in 2006 of some of the elements are identified.

3.1. Problem Analysis

Child labour, youth unemployment and underemployment affect hundreds of millions of children and young people around the world. The project document explains why it is important to focus the *relationship* of these, something which has received little attention earlier in the fight against poverty. It is also explained why it is necessary to highlight and examine the *implications* of child labour in terms of children and youth acquiring education and necessary skills to compete in the labour market.

3.2. Objectives and outputs

While the development objective has remained the same (“to contribute to the promotion of decent work for youth through effective abolition of child labour”), the immediate objectives (IO) were altered in the second phase, from having only one IO (“By the end of this initial phase of the project, some strategies to tackle the problems of child labour and youth unemployment and underemployment will have been developed, documented and pilot tested”) to having two IOs as follows:

(IO 1) “By the end of this phase, knowledge base on child labour and youth employment linkages and institutional capacity will have been strengthened in order to improve policy frameworks and programme interventions at the country level”.

There were two outputs formulated to attain this objective:

- Output 1.1: Revised School-to-Work Transition Survey (SWTS) tool with a special focus on the 15-18 age group
- Output 1.2: Methodology for improving linkages and synergies between child labour and youth employment programmes.

(IO 2) “By the end of this phase, capacity of local organizations to guide and monitor small-scale employers with regard to occupational safety and health of their young workers will have been strengthened”.

This IO had only one output, Output 2.1:

- Various tools contributing to the expansion of capacity of local organizations to help improve occupational safety and health of young workers.

Comment: From a project design and planning (logical framework) perspective, in which activities and outputs are supposed to lead to the obtaining of a stated objective, the Output 2.1 which entirely focuses on *tools* does not seem to be adequate for objective IO2 (above).

3.3. Themes and approaches

The Project is composed of three rather distinct but complementary components through which activities have been undertaken. These have been somewhat modified over the two years.

Component 1: Strengthening knowledge base on child labour and youth employment linkages

Originally, this component was geared toward identifying ways to integrate child labour concerns in youth employment national action plans. In the second phase there was a change

in strategy and focus was now placed on emphasizing the learning aspects of the policy work - dropping the reference to the national action plans.

An important strategy in this component for the latter part of the Project is to produce data through adaptation and implementation of survey instruments, for instance school-to-work transition survey. Countries would be guided to implement and analyse such surveys and encourage evidence-based policy-making on youth employment.

Component 2: Targeting hazardous work of adolescents by promoting safe work for 15-18 year olds

This component first tried out two approaches to test materials (guidelines, manuals etc). The countries selected for the first year testing were Indonesia, Pakistan, and Tanzania:

- i) Acquaint employers with occupational hazards of young workers (hazards to which youth are particularly vulnerable) through producing a handbook, proposing ways of mitigating/ removing hazards or, alternatively, removing the adolescents from being exposed to these hazards.
- ii) Engaging in a “process” to reach a large mass of small business owners, and identify existing channels and networks which these employers were part of, or had a connection to.

Later (second phase) the above strategy was revised in light of lessons learned. The “process” approach was continued. Capacity of local institutions and organizations would be strengthened, in particular “small workers’ and employers’ affiliated associations”. This would be done through engaging them in adaptations of the handbooks, disseminating the material further e.g. via training sessions and follow-up.

Component 3: Career counselling for working children

A Career Guidance Manual was produced under this theme, through the commissioning of an external consultant in joint production with a local team in Tanzania. It is focusing on the needs for career guidance of adolescents and former child labourers and is intended to be used by practitioners, who are to be provided with skills to assist them identify, and respond to needs of the young who are at risk in ending up in hazardous work

Comment: There is no explanation in progress reports or in SPROUT Phase 2 why the Career Counselling component was discontinued. It became known that the officer in charge of the work at Headquarters had left her post. Through interviews it has been revealed that the promotion of the concept and the adaptation of the materials produced have been taken over by IPEC staff and other stakeholders in several countries, *as it has been much in demand.*

3.4. Indicators of achievement

The indicators of achievement are formulated as:

- Number of countries where the revised School-to-Work Transition Survey (SWTS) has been successfully implemented and the methodology disseminated.
- Number and quality of various documents and guidelines developed and made available for use.

Comment: As the above indicators have not been quantified, or qualified, they cannot be used as instruments to measure achievement⁵.

⁵ The ILO-IPEC guidelines calls for the preparation of Project Monitoring Plan (PMP) with targets for each indicator and for clear means of verification to assist in measuring achievement. This is linked to a Global Monitoring Plan for ILO-IPEC as a whole as well as the basis for providing information to other programmes or frameworks that a particular project is linked to.

3.5. Technical progress reporting

Project reporting was to be carried out biannually. When reviewing the TPRs they have been found to be somewhat scanty, i.e. rather sparsely reporting on activities and progress. For certain periods, reporting has been done irregularly. There is no report specifically covering the period of July-December 2006, and for January – June, a report covering April-June only is available. The latest report (July-December 2007) was submitted in early June 2008.

Furthermore, TPRs of the second phase are not reporting against the immediate objectives that were changed for this phase, instead the “old” objectives are listed.

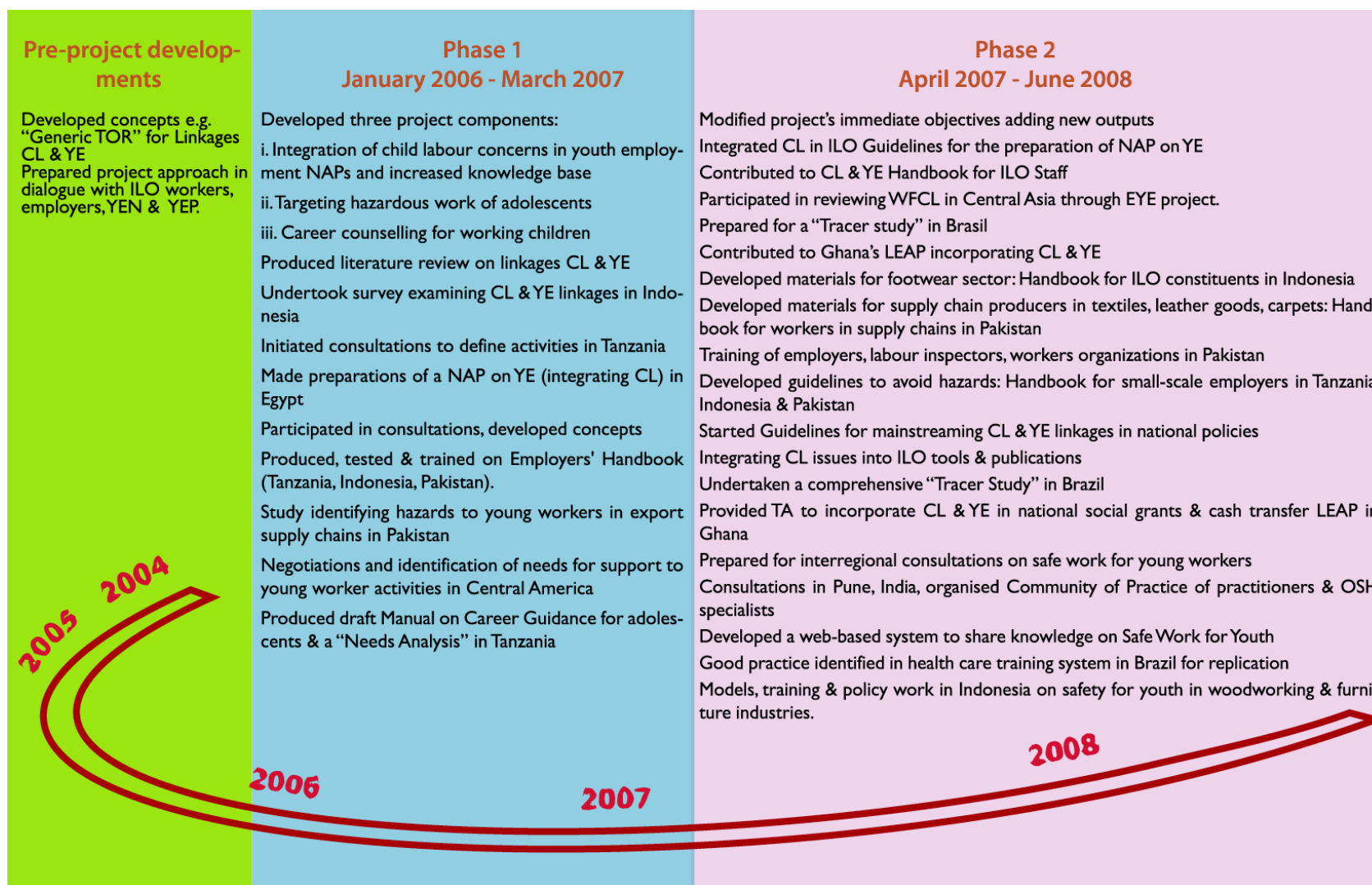
4. Activities and Outputs

The timeline below shows the major activities undertaken and outputs generated in the two project phases 2006-2007 and 2007-2008. The activities are those that have been presented in the Technical Progress Reports⁶ (TPRs) and are kept within the framework of the three complementary themes: i) Strengthening knowledge base on child labour and youth employment linkages, ii) Targeting hazardous work of adolescents by promoting safe work for 15-18 year olds, and iii) Career counselling for working children.

In attempts to make the picture as complete as possible, other developments that have become known through interviews with ILO staff and stakeholders, and through the use of written questions in various countries/regions are referred to in the text that follows the timeline.

⁶ Sources: available TPRs: January-June 2006 (covering first three months), TPR April – June 2007 (covering first three months of the implementation of the 2nd phase), and TPR July-December 2007 (the latest available report).

Figure: Child Labour and Youth Employment Linkages Project



4.1. Pre-Project Developments 2004-2005

During 2004-2005 IPEC developed the concept of linkages of child labour and youth employment. As early as 2004 a comprehensive concept paper, a “generic TOR”, on the subject was produced⁷. A working relationship was created initially with Youth Employment Network (YEN) – a network established through the initiative of the former UN Secretary General and composed of the World Bank, UNDP and ILO, its Secretariat hosted by ILO. Collaboration also took place with the Youth Employment Programme (YEP) which was established within ILO headquarters in 2005, working through employment specialists in the field. The set up was in conjunction with ILO’s resolution on Youth Employment and after ILO constituents had requested for more concerted action in this area.

The IPEC-YEN-YEP synergy was seen as important from the donor’s perspective too. Initially there was, reportedly some challenges in the cooperation between the partners, as roles had not been adequately clarified. Currently it is clear that YEP is in charge of providing technical assistance to countries while YEN’s role is within the sphere of advocacy on youth employment.

During 2005-2006, the safe work related to hazardous work involving adolescents was initiated to supplement the policy related preparatory work on the subject.

4.2. Integrating child labour concerns in national policies & strengthening knowledge base

This component started out with a comprehensive review of literature on linkages between child labour and youth employment to identify key issues, knowledge gaps and priority research areas. Initial partners in this work were mainly Youth Employment Network (YEN) and Youth Employment Programme (YEP) staff at HQs.

Activities have taken place under the policy theme in a *number of countries* over the two years as follows:

- ▶ Work was done in **Indonesia** in cooperation with IPEC project staff. The support enabled adaptation of a school-to-work transition survey instrument to allow the examination of linkages of child labour and youth employment
- ▶ Activities followed in **Tanzania** with consultations to identify which activities were to be embarked upon.
- ▶ In **Egypt**, preparations were initiated with YEN staff in drawing a National Action Plan (NAP) on Youth Employment, one that would integrate child labour concerns.
- ▶ Furthermore, assistance was provided in the preparation of the Guidelines for the Preparation of National Action Plans on Youth Employment by YEP, and Child Labour – Youth Employment Handbook for ILO Staff, prepared by the ILO Regional Office for Asia and Pacific (ROAP), **Thailand**. The guidelines are intended to help ILO staff, civil servants, public administrators, policy makers and other stakeholders, including international donors and implementing agencies, in their mainstreaming efforts.
- ▶ Support has also been given to **Timor Leste** in assemble the knowledge base necessary to initiate programmes on child labour and youth employment⁸.
- ▶ Support was given to an IPEC project that addresses child labour-youth employment issues jointly and which covers four countries in **Central Asia**.
- ▶ Technical assistance was made in the design of **Ghana’s** Livelihood Empowerment Against Poverty (LEAP) incorporating child labour and youth employment concerns, ensuring linkages of the two. In designing this comprehensive, national social grants and cash transfer scheme, linkages with relevant complementary programmes were also included.

⁷ Child Labour and Youth Employment Linkages: Conceptual Framework and Generic Terms of Reference for National Policy Studies and Related Activities, ILO IPEC, 2004.

⁸ Rapid Assessment on Child Labour In Timor Leste, ILO IPEC Jakarta, December 2007

- ▶ The project also launched a comprehensive “Tracer Study”⁹ in the state of Bahia, **Brazil**. This study was designed to trace the whereabouts of former child labourers and adolescents who had participated in two Government implemented programmes in the country; the *PETI* programme for the eradication of child labour (ages 6-14 years), and the *Agente Joven* programme for 15-17 year olds. The particular area of inquiry was to find out what type of jobs the participants had ended up in, and whether in the formal or informal economy. In both programmes, Conditional Cash Transfer (CCT) had played a major role in withdrawing children from work and in providing vocational skills training and in general promoting social inclusion of the children and youth.
- ▶ A complementary study was also launched in the State of Bahia, on combating child labour through youth employment. This study, which is available in Portuguese and being translated into English, was undertaken to support the preparation of a new IPEC project to support Bahia’s goal of eliminating all child labour in the state.
- ▶ In May 2008, draft guidelines were produced on how child labour concerns and their linkages with youth employment may be more systematically mainstreamed in major policy frameworks, such as national Poverty Reduction Strategies and ILO’s Decent Work Country Programmes (DWCPs)¹⁰. Work is ongoing to finalise these.

As shown above, a number of activities to improve the knowledge base and institutional capacity of countries have been undertaken managed by the senior ILO staff in charge. As regards integration of child labour concerns in national youth employment policies, there is still not much information as to the success of these initiatives. **Egypt** is one example where the Project had a direct involvement together with IPEC staff.

What stands out as more successful, and involving more substantial research and technical inputs from the Project, is the work undertaken in Brazil and in Ghana, countries in which IPEC has large project teams.

Regarding LEAP in **Ghana**, the core feature of the programme designed is to direct cash transfer to categories of poor people in fifty districts in ten regions, starting with 15,000 households in March 2008, scaling up to more than 164,000 households¹¹. The inputs in the design from the Linkages Project in a team of national and international experts in a consultative process will enable CCT beneficiaries to be assisted also by other programmes including youth employment programmes integrating them in the labour market, and health insurance schemes.

Regarding the Study in **Brazil**, the background is that the country has made large investments regarding the elimination of child labour, as well as within the field of youth employment. However, there is little work done on the relationship of the two. The Tracer Study is seen as a way to “maximize” the investment, i.e. to demonstrate a methodology to trace the (employment) status of young workers/child labourers which could not only produce policy recommendation to Brazil but also be replicated in other countries.

The first preliminary findings of the study were compiled at the time of this evaluation. In a telephone interview with the study researcher in Brazil, some interesting information has been received. The tracing of the former programme participants proved to be an arduous task since the Government’s data base, which had been decentralised, had “crashed”. The actual field research was a major undertaking as well, as it was carried out in difficult circumstances in “violent areas” in which (in some cases) the actual safety of the field enumerators was threatened. The survey included 1,800 respondents from four different groups:

⁹ The term “Tracer Study” is normally used in ILO-IPEC context for a methodology developed by ILO-IPEC as part of the work on impact assessment framework. Such tracer studies follow an established methodology and receive methodological support from the ILO-IPEC Design, Evaluation and Documentation Section. This was not the case of the “tracer study” described here.

¹⁰ Mainstreaming Child Labour Concerns in Policy Frameworks: Guidelines with linkages to Youth Employment concerns, Una Murray, May 2008 (Draft).

¹¹ www.ghana.gov.gh/node/2994/print

i) Former participants of PETI, ii) Former participants of Young Agent, iii) Former participants of PETI and Young Agent and iv) a comparison group (youth who did not participate in PETI or Young Agent or a similar program and entered the labour force as children).

It proved difficult to trace the former participants of both *PETI* and *Agente Joven* programmes. Those identified and interviewed, however, reportedly stated that the involvement in the programmes had been beneficial. Most of the respondents were found to have jobs within the informal economy and some had turned to commercial sex work.

The report of this study was to be presented and discussed in a workshop in Brasilia in June 2008, organised by the Ministry of Education, with participants from the Ministries of Social Development and Welfare, Labour, the ILO and the American Institutes of Research that has undertaken the Tracer Study. The results and knowledge gained from the Tracer Study will be very interesting to follow for the ILO and for the stakeholders in Brazil.

A replication of a similar study has been planned in Sao Paolo.

4.3. Targeting hazardous work of adolescents by promoting safe work¹²

During Phase 1 of this project component, focus was placed on producing a knowledge base; compiling existing research, documenting field experience and needs in the field. This was followed by using knowledge gained to identify and test the best ways to reach young workers and their employers during Phase 2.

The Project is planning to initiate a follow-up phase, one that will be implemented with workers' and employers' organisations, vocational training centres among others to take action to scale and provide advice to Governments (see Annex VI. Phases I-III of Safe Work component).

A lot of materials have been produced under this component which, through its involvement of national partners, can be seen as an entry point to awareness-raising and dialogue. The Project views material development as "incidental" to stimulating policy changes (Indonesia), building capacity of the social partners (Ghana, Uganda, Kenya, Pakistan, Nepal etc), identifying/testing new channels for addressing hazardous child labour on a mass scale (Pakistan-vocational training centres, Egypt-schools, Malawi-artisan guilds), and building the knowledge base on threats to young workers through field studies (Indonesia-wood products, Pakistan-supply chain industries).

The following are some of the work undertaken:

An Employer Handbook for Safe Youth Employment was produced, tested and used in training in **Pakistan, Tanzania and Indonesia**.

In **Pakistan** piloting was done for supply chain producers in textiles, leather goods, and carpets generating a Handbook for those working in the supply chains of major companies in *Urdu*.

In **Guatemala**, materials on the promotion of safe youth employment were initiated.

In **Egypt**, an assessment was made of the most effective channels for reaching the very large population of youth at work in the informal sector; a curriculum was designed for use in youth clubs and schools to sensitize this group and those who work with them.

In **Indonesia** the role of the Linkages Project is also seen as being in support of the first phase of a twenty-year Indonesia National Plan (NPA) of Action for the Elimination of the WFCL (and was seen as extremely useful.) The evaluation was informed that awareness about OSH for young workers has been increased among small scale employers as well as some stakeholders at national level. Among the challenges mentioned are mainstreaming child labour concerns in the OSH related public policy.

Earlier models on employer-based risk assessment and awareness-raising models in the shoe-making sector were adapted to Central Java and to the woodworking industry which is highly

¹² The work under the Component 2 of the Project, referred to below are *examples* of activities and not a comprehensive list of all that is being, or has been done.

hazardous. An output of this work is a Handbook for employers, trade unions, and labour inspectors in *Bahasa* Indonesia.

The incidence and characteristics of child labour and commitment of ILO constituents to eliminate CL in the furniture and woodworking industries was assessed and reported on, a plan of action was developed and endorsed by Provincial and District stakeholders for the elimination of CL in the two sectors, with focus on OSH and monitoring. Furthermore, guidelines for employers and workers were distributed.

From **Thailand**, the evaluation was informed that the work on targeting hazardous work of adolescents has involved both the piloting of new ideas and practices, and implementation aimed at long term sustainability. The materials such as fact sheets on safe working conditions which specifically target adolescents and is seen as new for many countries in this region and have been adapted to many local versions. In addition, the development of materials that target and appeal to employers, and which can be adapted by social partners to suit local contexts, is also regarded as innovative. During the latter part of 2007, a regional workshop was also held in Bangkok (ILO Regional Staff Technical Consultation: Forging Linkages between Child Labour and Youth Employment Programmes in Asia and the Pacific).

In **Bangladesh**, work is currently ongoing to test the materials provided by Headquarters, on keeping young workers safe. In an interview with ILO IPEC staff in Dhaka, concern was expressed that the material would not be relevant or suitable in Bangladesh urban informal economy workplaces which are engaged through the project, and that the young workers would be in too much of a vulnerable situation to be able to follow the advice of the guideline. The employers involved with the IPEC project - mostly micro and small entrepreneurs with about 5-6 employees - had not shown approval of the guidelines.

Three ways of testing the materials is currently going on through local NGOs working with youth; i) through a “kiosk” video game, ii) through flip charts in training sessions, and iii) through production of basic leaflets. It was also expressed that in Bangladesh, young people should be kept in school and in vocational training as long as possible, in order to be able to break the poverty cycle. (Similar concerns as those expressed in Bangladesh have been expressed by some other IPEC staff interviewed. Regarding, the vulnerability of young workers who could risk being dismissed from work, or punished, for bringing up safe work and training issues with their employers – this issue has been strongly voiced by SAFework, ACTRAV and ACT/EMP experts at ILO Headquarters, Geneva).

In **Tanzania** (along with Indonesia and Pakistan) the Project produced, pilot-tested and conducted training of the ‘Employers’ Handbook’. The manual entitled ‘Tips for Workshops with Young Workers: Smart Ways to Protect their Safety and Health’ was adapted and translated into *Swahili*, reviewed and field-tested. Furthermore, attempts were made by ILO staff in Tanzania to spread messages and materials on safe work for young workers to Francophone and Anglophone countries in Africa. In Tanzania, Kenya and Uganda field testing and adaptation of materials are ongoing but very little response has been received from South Africa, Zambia, Lesotho, Swaziland, Ghana, Mali and Malawi.

The work in Tanzania has included provision of technical assistance to ILO Decent Work Country Programmes (DWCPs), ILO projects, governments and other social partners which have expressed interest in safe youth employment and assist them in forging an informal information-sharing network. The immediate purpose is to enable the work in DWCPs and in support of national Time Bound Programmes (TBPs) to learn from each other so that they can launch their work on youth employment more quickly and with better-designed efforts¹³. In an interview with a staff member in Dar, it was found that there is a strong demand for similar materials in e.g. the agricultural sector.

A major focus of the latter part of the project within this theme has been a dialogue between specialists and practitioners on “how to keep young workers safe”. **International consultations** on the subject were held during three days **in Pune, India, in November 2007** with a focus on

¹³ Work Plan, January-March 2008, Leoncia Salakana, Regional Meeting and informational network on young worker health and safety, Africa

knowledge-sharing, research results, analysis of policy and specific guidance on project planning. The purpose of the workshop was to clearly appreciate the problems faced by development agencies, government field staff, trade unions, employers, and project staff in protecting young workers from harm, and to identify good practices and possible solutions to these problems. The event has facilitated exchanges of ideas, information and knowledge with occupational health and safety specialists, OSH researchers/OSH institutes (primarily from developing countries) and field practitioners who are working with young people engaged in potentially hazardous work.

The consultations were preceded by field testing of materials on safe work for young workers, the progress and outcomes of which were presented in the workshop. Monitoring the activities following this workshop is still taking place, in a process of peer reviewing and field testing of methodologies and production of various materials. This series of consultation is exceptional and innovative and is being used as a rich source of information on the topic.

The Pune consultations have raised demands and interest for the issues in many countries. The continued efforts in this theme include assisting workers and employers' organisations, vocational training centres etc. *to use* the revised materials (after more knowledge gained from field testing them) in various training events, e.g. Training of Trainers (TOT). The intention for future work is that guidance and technical assistance and information sharing is expected to be provided to Governments and *be translated into policies and laws.*

As part of the strategy to create a new means of increasing the knowledge base and making it accessible, as well as fostering communication between researchers and practitioners, a Community of Practice has been set up and is supported by a web-based system for archiving information. This was a direct outcome of the Pune consultations, among others. The knowledge and information sharing involves news and reviews on the subject. It will invite stakeholders to be part of the dialogue and provide technical and practical tips. The site has a chat room, a discussion forum, and will be accessible for all IPEC staff on which they will also be able to present their reports, articles etc.

4.4. Career counselling for working children

Vocational training and education are regarded as crucial to prevent child labour and to withdraw and rehabilitate children and youth engaged in hazardous work. Career counselling is regarded as an important element of such training intended to facilitate integration in the job market.

The approach applied in this theme was that effective interventions would require an understanding of psychosocial issues and the project intended therefore to expand on, and adapt, current methods to cover an in-depth analysis of child labour situation, the needs of industry, the family, gender and discrimination issues, and be sensitive to working children's circumstances.

Countries where such activities would take place would be such that were committed to the progressive elimination of child labour, e.g. YEN lead countries and countries which had launched national Time-Bound Programmes (TBPs) for the elimination of the worst forms of child labour (WFCL). IPEC projects were seen as important facilitators in furthering the work

A Career Guidance Manual was produced under this theme, through the commissioning of an external consultant in joint production with a local team in Tanzania. It is focusing on the needs for career guidance of adolescents and former child labourers and is intended to be used by practitioners. The work has principally been carried out in Tanzania, where also a Needs Analysis was undertaken. A multi-sector committee, IPEC TBP staff, national ministries and district government staff, as well as trade unions and NGOs were involved in the work of developing the career counselling theme.

Although the actual work was deemed completed in the second phase of the Project, interviews have revealed that promotion of this theme and the Manual has continued in several countries (Ghana and Kenya among others), as it is "very popular" and in demand. Information was also provided that although Employers do not yet have "ownership" of this output, Trade Unions

working with the TBP have shown interest. On a scale of “1-10”, with 10 being the highest, the ILO staff interviewed stated that this activity deserved a “9”.

In an interview with an IPEC staff member in Dar, it was mentioned that the Institutes of Social Welfare, or Education, would be the bodies that would have an interest to use the material in their curricula – however, such institutes had still not been approached.

5. Lessons Learned

5.1. Inter-departmental and inter-agency synergy and knowledge sharing

The efforts of countries to develop National Action Plans on Youth Employment provided an entry for the IPEC Project to mainstream the concept of the “linkages” in such plans. Within the ILO, cooperation was thus initiated with Youth Employment Network (YEN) and Youth Employment Programme (YEP) regarding the development of approaches through the policy component (component 1), and in particular regarding the preparation of investigations to trace young participants from *PETI* and *Agente Joven* in Brazil (the Tracer Study). YEP specialists, for instance, provided inputs in the form of field survey tools that were adapted to the project.

Specialists from the following departments at ILO Headquarters were involved in component 2, in a “peer review” process:

- ▶ SAFework provided technical inputs on the work of the Employers Manual and Young Worker Packet.
- ▶ The ACTRAV specialist claims to have been minimally involved but did participate in the India consultations, providing technical inputs and views on the involvement of trade unions.
- ▶ From ACT/EMP technical comments were given on the materials developed for testing on “Young Worker Packet”.
- ▶ The Gender Bureau and IPEC developed a joint activity, entitled Safe Work for Girls, which generated a brochure. It has also provided technical inputs into the first draft of the Tanzania Career Counselling Manual (Component 3).
- ▶ Efforts were made to work exclusively through governments, social partners, and national research institutes.
- ▶ Outside of the ILO sphere, a number of different organisations have been participating in different ways, such as American Institutes of Research, Institutes on OSH (in developing countries as well as in Europe and US), Youth OSH Networks and Working Conditions and Environment Institutes.

It was realized at the start that cooperation and dialogue with technical experts from several ILO departments was required. This cooperation seems not to have been easy and has not always satisfied all partners involved. Interviewed actors has emphasised the importance of a continued cooperation and full involvement also in the development of future activities.

5.2. Reaching consensus on project approaches

To ensure that young persons above the legal age for employment (but below 18 years of age) are not in violation of international child labour standards, their work and working conditions must not threaten their well being (physical, psychological, moral, health etc.). Regarding the work done on Safe Work for young workers, the evaluation has appreciated the urgency in attempting to improve hazardous work-place environments for adolescents and remove hazardous elements from the work they do, alternatively withdrawing the young workers from the work places.

The evaluation has found that there is a lack of consensus on some of the approaches and materials produced for testing under this component among the ILO departments/programmes, and among specialists who have given their comments at design stages of various pamphlets and manuals. In particular this is the case regarding the Young Workers packet “Work Safe!” that addresses young workers directly. These consist of short, reader-friendly descriptions on risks and rights for youth in eight industries intended to be adapted to various countries.

ILO specialists from ACTRAV, ACT/EMP and SAFework have unanimously expressed their views in this evaluation that the responsibility for safe working environments lie with the employers and the trade unions and young workers should not be held responsible for keeping themselves safe at work.

A lesson to be drawn here is that it is important to continue the dialogue to attempt to reach a consensus within and outside the ILO regarding which approaches can, and should, be used to keep young workers safe. As the experimental phase is moving into an implementation and scaling up phase this becomes even more important.

5.3. Promoting conditional cash transfer as a means of social protection

The integration of the Conditional Cash Transfer concept into LEAP in Ghana was an offshoot of research and preparations done for the Tracer Study in Brazil. As such, this was a successful and effective case of knowledge transfer on child labour and youth employment using CCT in Ghana.

Regarding efficiency (using resources, such as funds, expertise, time) for the technical input, the activity was made possible through cost sharing by the Project and the ILO. It has been pointed out that this flexibility of utilizing the Project funds has been one of the strengths of the Sida funding arrangements, which allowed the Project managers to respond to up-coming needs in ILO member countries.

In terms of using available resources for the Brazil activities, it is appreciated that preparation for research, even action-oriented research, takes longer time and requires more reflection than project implementation work. This is perhaps also because there were several programme staff from different units involved at ILO Headquarters and a strong conviction that there is a need to find hard evidence to lay the foundation to strengthen policy advice to countries, such as the case in Brazil.

Without diminishing the importance of the activity itself, one lesson to be drawn is that this was not a *efficient way* of using available resources. It took a long time to reach agreement on the terms of reference for the study and engage a research institute in Brazil that was deemed sufficiently capable to carry out the study. As a result, the actual field study was considerably delayed and did not take off until January-February 2008, with only a few months left for the Project. A draft report now exists in Portuguese, and is going to be translated into English. The report was presented in a workshop in Brasilia in June 2008.

5.4. Supporting staff in the field

One lesson to be learnt is that for a project that is managed from headquarters, technical and moral support is crucial; keeping field staff motivated and encouraged to perform better. The interviews with field staff and other stakeholders indicated that they received good support from ILO Headquarters. These are some of the replies on the question “How do you view the cooperation with ILO Headquarters on this project?”

- ▶ “It was excellent prompt, professional and conducive”
- ▶ “Excellent support on daily basis noted during the planning/launching of the activity and during implementation as well. Open and rich exchange of ideas both on technical issues, logistics etc.
- ▶ “The cooperation with ILO Headquarter in Geneva on this project was very sufficient and fruitful. Lots of information was shared during the project life. The HQs facilitated communication among people who worked for OSH, child labour, and youth employment (Pakistan, Tanzania, and Indonesia)”

Furthermore, during the course of implementation, the Project facilitated linkages between research institutes and project managers. Through various media such as the Community of Practice as well as web, e-mail, and meetings, it was possible to enable these two categories of professionals to meet and solve problems. This provided the practitioners with the latest expert research and guidelines and the research institutes with an understanding of practical issues. One example is the cross-fertilization which took place in the Pune, India consultation, and the presentation of the issues learned thereby at a subsequent global Congress by one of the OSH institutes which had attended.

6. Good Practices

The below are some of the good practices that have been identified in the countries contacted:

Pakistan

“We have come up with ideas and innovations have been generated to improve the safety and health of young workers by improving the working conditions specially the work technology, work station design and other postures. Now we are implementing these ideas in some sectors of economy particularly the glass bangle manufacture and surgical instruments manufacturing”.

“I was also able to include the youth concerns into the Codes of practice being developed by employers in Pakistan for hazardous sectors of economy”.

Centre for the Improvement of Working Conditions and Environment, Lahore, Pakistan

Brazil

One of the good practices identified in the course of preparations for the Pune (India) consultation was a system of documenting the occupational injuries and illnesses of young workers through training of intake staff in city clinics, hospitals, and emergency rooms. This has led to concrete evidence of the high rate of occupational health problems encountered by young workers—much higher than for adults—and thus provides potent ammunition for public (and employer) awareness campaigns. (Several delegates in the consultation expressed interest in duplicating the project.)

ILO Report on India Consultation Workshop, Pune, November 2007

United States and Pakistan

“The best practice experiences from the United States demonstrated how different materials – fact sheets, cartoons, personal stories – could be best used to make an impression on young people. The best practice experiences from South Asia (particularly Pakistan) demonstrated how very simple changes in the workplace, for example – organising tools in the workplace, proper lighting, chairs rather than sitting on the floor, and a new kind of ergonomic loom, could make a workplace safer and more productive.”

And regarding the question about *unintended* benefits:

“One of the unintended benefits of the project has been that discussion and best practices from the Pune workshop were able to be incorporated into the new publication 'Forging Linkages Between Child Labour and Youth Employment Programmes: A Handbook for ILO Staff', which is currently being developed by the ILO Bangkok office.”

ILO ROAP, Thailand

7. Sustainability

Sustainability is crucial, but the question is “What is it that is to be sustained?” Are the research-oriented activities of this Project such that certain activities must continue in order for the benefits to be sustainable – if so, which are those activities? The question is difficult to answer as there are substantial elements of testing, method and methodology development at the core of the still ongoing Project (this is particularly the situation within the Safe Work component). At this stage, one can therefore only attempt to determine the likelihood of sustainability of Project activities.

An important condition to ensure that achievements are sustained and work in this field is continued is full integration into ILO’s overall decent work agenda. In the 11th regional meeting in 2007 for Africa decisions were made to work on/develop linkages of child labour and youth employment. According to information received, the majority of Decent Work Country Programmes in Africa deal with both child labour and youth employment issues (9 of 17 DWCP). However few have so far stressed the linkages of the two issues.

Regarding the **Policy** component, the Ghana work stands a good chance of being sustained, while results of the major study in Brazil are still not available. Guidelines on the mainstreaming of these issues in policies and strategies are still in draft form.

As for the **Career Counselling** component, it has been found that the concept and the guidelines produced are being promoted, even outside the framework of the Project.

Regarding the **Safe Work** component, one could say (from looking at the immediate objective for the theme) that once the capacity of local organisations has been strengthened to guide and monitor small-scale employers on OSH of their young workers, the benefits of the work undertaken are sustained. Some organisations in countries involved in the project surely have increased their knowledge about the subject, having been exposed to and actively taking part in developing the concepts, testing tools, drafting guidelines etc. The national-level capacity-building would not be sustainable without a global mechanism to provide ongoing support. The Community of Practice was developed specifically for the purpose of sustaining the gains of the project and supporting the countries with a web of experts knowledge-sharing and problem-solving.

How far this involvement also has resulted in *strengthened capacity to guide and monitor* small-scale employers - there is not much information available and it does not seem likely that it would be sufficient. Parallel activities such as setting up monitoring systems, developing communications models, building a strong knowledge base about the needs of informal economy players such as managers and employees of micro and small/medium enterprises (MSE, SME), e.g. the formalisation issue, would probably also have been required.

The Pune consultations, for instance, also intended that guidance, technical assistance and information sharing should be provided to Governments and be translated into *policies and laws*. This situation has not yet occurred but is desired by Project managers, without which it is believed that the situation for young workers in hazardous jobs would not improve.

The project has engaged and involved a number of different institutions and organisations, including the tripartite social partners, the private sector and civil society/NGOs. There is not much discussion in the Project documents and progress reports on how to go one step further, in institutionalising knowledge gained and methods developed. However, the fact that Pakistan is now going to be delivering the OSH message (developed through the research, materials, training, etc of previous year) through several hundred technical and vocational institutions is one examples of institutionalisation pointed out by Project managers.

Nevertheless, awareness, knowledge and even guidelines may have a longer life than the two year Project (as perhaps indicated by the continued efforts of the Career Counselling), which could further this concept in the long term, in particular if supported by IPEC projects, in cooperation with other ILO units in the employment sector.

A few statements from the field regarding sustainability may further give light to the issue:

“In fact the impact of many of our awareness activities will be long term in the form of better understanding of the problems of youth and momentum can be built to focus the attention of policy makers, public and employers on this issue.”

And:

“The benefits in terms of awareness activities will be sustainable as we have already incorporated the materials in our regular training activities”.

(Pakistan)

“To fully ensure longer term sustainability, further work should be done to adapt more of these materials to local contexts (eg. working with local social partners, adapting to language etc).

And:

“...the outcomes from this project have the potential to be sustainable into the longer term, however ongoing work will be required. For example, the young worker material of OSH (especially the easy to read fact sheets) have the ability to make a real difference if they were translated into local contexts and used as standard teaching tools in OSH training, or if they were distributed widely to workplaces, schools and training centres. In addition, the youth Community of Practice and the informal networks forged through his project also have the potential to be of long term use”.

(ROAP, Thailand)

8. Conclusions and Recommendations

8.1. Conclusions

Overall

A. The Project is clearly innovative in its efforts and approaches to:

- i) Build, basically from scratch, a knowledge base on the transition from child labour to youth employment, to (in the long run) be able to demonstrate how promotion of social protection systems (such as CCT), skills and vocational training, and safe work for adolescents may facilitate this transition; and
- ii) Develop methods and guidelines geared toward keeping young workers, who are involved in hazardous work, *safe* alternatively remove the hazardous elements from work places for this age group, and promote career guidance and counselling for young workers/former child labourers.

B. Important concept development and a great number of highly relevant activities have been undertaken regarding the needs and risks of youth in the age groups of 14-17 related to employment, at ILO headquarters, and in a wide range of countries across the world.

C. The awareness-raising and advocacy undertaken and messages disseminated together with ILO social partners and stakeholders fit well into the overall goals of the ILO.

D. One component of the Project is clearly policy oriented, while the two others are more practical and “hands on”. Feed-back mechanisms, such as peer review channels between IPEC project managers and other departments were established.

E. The intention in Phase 1 to implement the three main components/themes in the same countries in order to take advantage of synergies that could be realised at the national level proved difficult to realise due to a number of circumstances. While project managers have stressed that it has been able to meet priorities set by stakeholders in individual countries thanks to the flexibility inherent in the Project, the impression is a rather fragmented picture as regards the three main Project themes which largely have been implemented independently from each other.

F. In the project documents and technical progress reports, there is no explanation on how to approach gender concerns as part of the Linkages activities. A positive development is that guidelines addressing girls’ safety at work are produced in collaboration with the Gender Bureau. This is expected to be in demand in many countries.

G. As mentioned in Chapter 3.2, Project objectives have changed over time but reporting against set objectives has not always been consistent. Furthermore, progress reporting in general has not adequately reflected the full range of activities undertaken.

H. Financial management as regards delivery rate of project financial resources has been of concern. As of 31 December 2007, only US\$326,129 was disbursed against the approved budget of US\$828,040 with three months left for implementation¹⁴. Information has recently been received that the Project has been extended to September 2008 which would allow any unutilized funds to be spent and launched activities to receive more follow-up.

Specific conclusions

A. The draft guidelines on how child labour concerns and their linkages with youth employment may be more systematically mainstreamed in major policy frameworks are being developed. These are expected to become useful tools for ILO, social partners and others once adapted and spread.

¹⁴ Source: E-mail from CODEV, ILO on 26/5 regarding financial statements of the project.

B. Regarding the work on conditional cash transfer (CCT) under the policy component, it is clear that in many countries such programmes have been effective means for promoting human capital accumulation among poor households. In Brazil, the Project has studied how it has been used to remove child labourers from work (as in the PETI programme) and to facilitate adolescents' transition to the world of work through provision of skills and vocational training (Agente Joven Programme). The outcome/results is expected to be made available and disseminated before the completion of the Project. In Ghana, the inclusion of the "linkages" issues in LEAP was successfully accomplished. This nation-wide programme has just been launched and therefore it is too early to assess the role of ILO's technical assistance.

C. The Project has to a large extent worked through, and been dependent on, existing IPEC country and/or regional projects but with no field staff "of its own" dedicated to the linkages issues. Progress was made in a good number of countries as shown in this report. In some of the African countries, attempts to raise awareness on safe work or test and adapt materials have reportedly failed. This seems to be partly because there simply was no easy way to identify suitable entry points or infrastructure, as it were, through which messages could be spread and/or internalised. In some cases IPEC country project staff who were asked to assist felt that their responsibilities of managing their projects left little time to, for instance, mobilise partners for the Linkages project.

D. To ensure that young persons above the legal age for employment (but below 18 years of age) are not in violation of international child labour standards, their work and working conditions must not threaten their well being (physical, psychological, moral, health etc.). Regarding the work done on Safe Work for young workers, the evaluation has appreciated the urgency in attempting to improve hazardous work-place environments for adolescents and remove hazardous elements from the work they do, alternatively withdrawing the young workers from the work places. It has also found that there is a lack of consensus on some of the approaches and materials produced for testing under this component among the ILO departments/programmes, and among specialists who have given their comments at design stages of various pamphlets and manuals. In particular this is the case regarding the Young Workers packet "Work Safe!" that addresses young workers directly. These consist of short, reader-friendly descriptions on risks and rights for youth in eight industries intended to be adapted to various countries.

ILO specialists from ACTRAV, ACT/EMP and SAFEWORK have unanimously expressed their views in this evaluation that the responsibility for safe working environments lie with the employers and the trade unions and young workers should not be held responsible for keeping themselves safe at work. A lesson to be drawn here is that it is important to continue the dialogue to attempt to reach a consensus within and outside the ILO regarding which approaches can, and should, be used to keep young workers safe.

8.2. Recommendations

Overall

A. As mentioned in Chapter 7, nine of seventeen Decent Work Country Programmes in Africa deal with both child labour and youth employment issues. The countries that have included both issues seldom link the two. This Project has contributed in making the linkages more visible. The action research results that clearly show these linkages thus need to be incorporated into DWCPs in order for these to influence national development policies and strategies giving higher priority to the issues at national levels, and bringing to scale programmes on e.g. safe working environments for youth.

B. Considering the new developments within the UN system, this work also needs to be undertaken within the framework of its reform and inter-agency cooperation and within the "Delivering as One", the United Nations' harmonised development support.

C. Project managers have shared some of their ideas for future work with this evaluation (Annex V. Project ideas for the Future, Annex VI. Phases I-III of Safe Work component). They

have stressed the need for advanced planning for global action, and with national adaptation in dialogue with specific DWCPs, Youth Employments and UN organisations. It is here recommended that IPEC, based on its experience and research findings from multiple countries, *consolidates these ideas and initiates a proposal for a project/programme* in cooperation with the relevant departments. Between two choices of establishing technical assistance country projects, and applying a global approach - a global programme would have a larger impact at policy levels and reach further in highlighting the issues. The programme needs to be anchored in a few selected regions in Africa and South Asia (where needs for support are the greatest).

Such a proposal should be based on the following:

- ▶ A thorough Participatory Stakeholder Analysis, one that clearly states the division of roles and tasks of the relevant departments at ILO and social partners in the field;
- ▶ A Logical Framework Analysis (LFA)¹⁵, also developed with participation from relevant departments, with elements that support each other. Apart from agreeing on themes and interventions, a clear approach for creating ownership and promoting institutionalisation of the linkages themes should be determined.
- ▶ A thorough LFA will also enable the programme to develop an efficient result based management system with clear management arrangements, adequate work plans, reporting and resource utilization. This would be even more important as activities would move from research to *implementation*, building on knowledge generated in previous phases;
- ▶ A Gender Mainstreaming approach, enabling gender to be treated in dialogue with other organisations as an issue which not only relates to the needs of girls/women but both genders. This should include gender specific indicators, gender analysis, collection of sex-disaggregated data, equitable representation and gender-responsive reporting; and
- ▶ A Monitoring and Evaluation (M&E) system with indicators identified that are specific, measurable, achievable, realistic and time bound so that they can be used as tools both internally and externally to determine achievements and success¹⁶.

Specific

A. The guidelines on policy mainstreaming and the knowledge base on CCT need to be expanded further. Lessons should be drawn on how CCT can be successful as an instrument vis-à-vis youth employment, particularly for the age group of 14-17 largely left out as a target group in other national and international programmes. If positive impact is demonstrated the ILO should be committed to follow through and invest resources in scaling-up, providing further technical assistance in a continued dialogue with constituents and international partners.

B. It is understood that different departments of the ILO use different approaches in its research/testing and technical assistance in member countries. The above-mentioned planning process will assist in reaching necessary consensus on how to approach safe work issues for youth (which has been lacking so far) and which organisations/institutions are likely to carry on the work once ILO withdraws. This concerns IPEC's work with SAFEWORK, ACTRAV, ACT/EMP in particular.

¹⁵ ILO-IPEC guidelines on planning and design calls for use of the logical framework approach throughout its programme and projects. Strategic planning methodologies are also used to place the project in the broader strategic and programme context.

¹⁶ The established approach in ILO-IPEC is to prepare a Project Monitoring Plan (PMP) with targets for each indicator and for clear means of verification to assist in measuring achievement.

Annex I. Terms of Reference



International Labour Organisation

International Programme on the Elimination of Child Labour ILO/IPEC

May 2008

Final TOR

06 June 2008

**Terms of Reference
for
Independent external final evaluation of**

IPEC implemented components of

ILO Project

**Child Labour and Youth Employment Linkages
(Phases I and II)**

(Part of ILO/SWEDEN Pilot Partnership Programme 2006-08)

ILO Project Code	INT/05/58/SID
ILO Project Number	P.340.06.900.058
ILO Iris Code	11377
Duration	26 months
Starting Date	Phase 1: 1 April 2006 Phase 2: 1 April 2007
Ending Date	Phase 1: 31 March 2007 Phase 2: 30 June 2008
Project Language	English
Executing Agency	ILO/IPEC
Financing Agency	Swedish International Development Agency (SIDA)
Donor contribution	Phase 1: US\$428,040 Phase 2: US\$400,000 <u>Total: US\$ 828,040</u>

I. BACKGROUND TO THE EVALUATION

Introduction to IPEC

1. The overall objective of the International Labour Organization's International Programme on the Elimination of Child Labour (ILO/IPEC) is the progressive elimination of child labour, especially its worst forms.
2. IPEC uses the ILO's tripartite approach, which seeks to engage governments, employer organisations and worker organizations toward the goal of ensuring decent working conditions. The political will and commitment of governments and social partners, including non-governmental organizations and other relevant parties, is the basis for all ILO/IPEC action. IPEC provides a variety of technical assistance to its development partners working toward the elimination of child labour.
3. From the perspective of the ILO, the elimination of child labour is part of its work on standards and fundamental principles and rights at work. The fulfilment of these standards is meant to guarantee decent work for all adults. ILO decent work country programmes (DWCP) provide a mechanism for focusing on priorities agreed on between the ILO and national constituent partners within broader UN and international development contexts. DWCPs focus on priorities, operational strategies as well as a resource and implementation plans that complement and supports partner plans for national decent work priorities. Further information is available at <http://www.ilo.org/public/english/decent.htm>.
4. This project involves IPEC and a number of other departments and programmes within the ILO as part of the ILO/Sweden Pilot Partnership programme. The current evaluation is concerned with those components implemented by IPEC, as described in Section III: Scope and Purpose.

Programme/Project Background

5. Identifying the key stages of life when people are vulnerable to falling into poverty is the starting point for understanding the dynamics of life and work of poor communities. The most vulnerable of key life stages are the formative stages of childhood and youth, when control over one's environment and circumstances is minimal, that the most enduring aspects of personal development take shape. The consequences are not only personal; a nation's future is largely shaped by the opportunities available to its younger members for wholesome development. For these reasons, youth employment is one of the targets included in the framework of the Millennium Development Goals and that the elimination of child labour is an essential precondition for achieving some of the high-level goals, such as universal primary education for all.
6. From a labour and employment perspective, the key problems in these early stages are child labour and youth unemployment and underemployment. These early scourges affect hundreds of millions of children and young people around the world, jeopardising their prospects for leading productive and fulfilling lives as adults. A roadmap out of poverty needs to be concerned first and foremost with how these issues may be effectively addressed to lay the foundation for decent work through working life.

7. Child labour tends to exacerbate the problem of youth employment in so far as it detracts children from acquiring the needed education and skills to compete in the labour market as young adults. The importance of that inhibitive effect is an empirical question on which there is relatively little evidence. And then there is also the task of ensuring that those who are removed from child labour are properly equipped to enter the labour market at the appropriate age. It is clearly not sufficient to eliminate child labour without ensuring that the alternative provides opportunities for education and skill acquisition that are in demand and improve young people's "employability". The absence of institutions that could provide such alternatives is indeed one reason why child labour is sometimes seen as precisely the way to acquire the needed experience and skills to improve one's labour market prospects.
8. The efforts to alleviate the problems of child labour and youth unemployment and underemployment are less likely to be successful if each is tackled alone. A concerted effort to address both simultaneously stands a better chance of success in so far as the remedial policies that improve labour market prospects of young people tend to make child labour less attractive to child labourers – actual or potential – and their parents on the one hand, and a reduction of child labour opens up the opportunity of taking advantage of education and skill development facilities that may be available thereby alleviating the skills shortage constraints. The relationship between child labour and the youth employment problem (within families, low-income communities, and socio-economic groups) constitutes a vicious circle that calls for policies to simultaneously break them both.
9. Interest in the problems of child labour and youth unemployment and underemployment has grown substantially in recent years. This global project is concerned with relationship between these, notably in regard to the implications of engagement in child labour for later employment as children grow older.
10. To address these issues the implementation of the Child Labour and Youth Employment Linkages started officially in April 2006 and is expected to end in June 2008. The initial budget for IPEC components was USD \$428,040 for phase I and \$400,000 for the project's phase II.

Project Elements and Expected Outcomes

11. In its initial phase, the project focused on activities in three areas:
 - *Integration of child labour concerns in youth employment national action plans.* The problems of child labour and youth employment are not easily resolved through targeted programmes alone. They can only be addressed effectively and comprehensively within a development process that promotes sustained growth with rapidly expanding opportunities for decent work to ensure reduction in poverty and a more equitable distribution. The project's main focus was to be on integrating child labour issues into national action plans within the context of the UN Youth Employment Network (YEN). The project also was intended to support collaborative initiatives at the international level and in selected countries to promote mainstreaming of these concerns in broader policy frameworks such as the Poverty Reduction Strategy Papers (PRSP).
 - *Targeting hazardous work of adolescents.* Target groups of children and youth fall into partially overlapping age brackets. "Young people" or "children" of 15-18 years of age – who might be referred to as "adolescents" – are, according to ILO's child labour Conventions, generally free to work and be employed so long as they are not engaged in

the so-called “unconditional worst forms” of child labour (slavery, trafficking, commercial sexual exploitation, illicit activities, etc. that are generally illegal activities of a criminal nature) or in hazardous forms of work (such as in mining, construction, etc.). The detrimental health effects of premature employment and hazardous work tend to impair employability during the most vigorous and productive years of youth and sometimes even for a lifetime. Initiatives to remove the hazard(s) from the working environment (e.g. adaptation of equipment or reduction of working hours), or to facilitate the transition of adolescents from prohibited forms of work into non-hazardous occupations were viewed as serving a dual purpose, by helping child labourers make the transition to young employed persons.

- *Career counselling for working children.* The provision of vocational training and education is a cornerstone of efforts to prevent child labour and to withdraw and rehabilitate children engaged in hazardous work. Career counselling is an important component of vocational training that facilitates the socio-professional integration of working children through services of information and guidance. Effective interventions require an understanding of psychosocial dynamics that play a crucial role in the lives of working children and identifying critical needs and generating solutions. The project intended therefore to expand on, and adapt, current methods to cover an in-depth analysis of child labour situation, the needs of industry, the family, gender and discrimination issues, and be sensitive to working children’s circumstances.

12. The proposed initiatives were to be undertaken jointly in a selected number of countries in view of the relatively limited resources available. Countries were to be selected in consultation with IPEC partners, with a particular emphasis on lead YEN countries.

COMPONENT	EXPECTED OUTCOMES
<ul style="list-style-type: none"> • Component 1: Integration of child labour concerns in youth employment national action plans 	Approaches and methods for integrating child labour concerns into national action plans on youth employment are developed
<ul style="list-style-type: none"> • Component 2: Targeting hazardous work of adolescents 	Good practices are documented in reducing hazards from the work of adolescent boys and girls and practical tools developed for monitoring youth employment to avoid abuse and risk.
<ul style="list-style-type: none"> • Component 3: Career counselling for working children 	A knowledge base on career-counselling needs of working children is developed and a career-counselling module is designed

Targets and Indicators.

13. According to the Project’s technical cooperation summary project outline (SPROUT), the development objective is to contribute to the promotion of decent work for youth through effective abolition of child labour. As outlined in the SPROUT, Immediate Objectives, Main Outputs and Activities are as follows:

14. The immediate objective of the IPEC-implemented components of the project were that *By the end of this initial phase of the project, some strategies to tackle the problems of child labour and youth unemployment and underemployment will have been developed, documented and pilot tested.* Under this objective were three outputs (1) developing approaches and methods for integrating child labour concerns into national action plans on youth employment, and (2) documenting good practices in reducing hazards from the work of

adolescents and practical tools developed for monitoring youth employment to avoid abuse and risk, and (3) developing a knowledge base on career-counselling needs of working children and designing a career-counselling module.

15. *Proposed activities associated with approaches and methodologies are developed for ILO constituents to integrate child labour concerns in youth employment plans:*

- Comprehensive review of literature on linkages between child labour and youth employment to identify key issues, knowledge gaps and priority research areas.
- Detailed national policy studies in selected countries on the linkages between child labour and youth employment and their policy and planning implications.
- Based on the national policy studies, undertaking of dissemination and advocacy activities to promote the integration of child labour concerns in national action plans on youth employment and the utilisation of research findings in the formulation of other social and economic development policies and strategies, governmental decision-making in areas such as legislation and resource allocation, and in the design and implementation of interventions for combating child labour and promoting youth employment.

16. *Proposed activities associated with good practices are documented in reducing hazards from the work of adolescents and practical tools developed for monitoring youth employment to avoid abuse and risk:*

- Identification of hazards to which young workers are especially or uniquely vulnerable in informal sector and supply chain jobs.
- Review of field experiences, especially of IPEC's country projects, that show how hazards have been reduced, through document analysis and field visits.
- Undertaking of small pilot activities to test or verify particular approaches for reducing hazards.
- Preparation of user-friendly, youth-friendly guidelines to avoid hazards for specific situations and industries.
- Assisting local authorities in developing reliable systems for monitoring workplaces where young people work.
- *Proposed activities associated with developing a knowledge base on career-counselling needs of working children and designing a career-counselling module were:*
 - In-depth research on career counselling needs of working children.
 - Development of appropriate career counselling models based on research.
 - Implementation of career counselling activities in selected countries.

17. As identified in the SPROUT, indicators of achievement were as follows

- Number of policy-related documents incorporating the linkages between child labour and youth employment.
- Number of projects and programmes incorporating strategies for dealing with child labour and youth employment in a coordinated manner.
- Documented cases of hazard reduction in the work of adolescents.
- Documented cases of improvement in occupational and educational status of adolescents after career counselling.

18. In February 2007, SIDA commented on the proposal for the second phase of this project. SIDA noted that proposals were focused on producing new tools, guides and policies, and that while knowledge building is essential, it needed to be balanced with activities that apply this knowledge in concrete ways and suggested that second year activities be more field oriented. IPEC project management noted that much of its contribution to this project, especially the “safe work for youth” and counselling guidance were not only being developed for the field, but are being developed in the field, and that its work for 2007 and the longer-term effort would be devoted to expanding this work to more countries.

Details on Project Status and Action Programmes

19. In phase two of this project, emphasis has been placed on the first two original components, namely integration of child labour concerns in youth employment national action plans and targeting hazardous work of adolescents.

20. In terms of *integration of child labour concerns in youth employment* national action plans, intended project activities as outlined in the summary project outline included the following:

- *Interregional activities* have included contributing to integrating relevant child labour issues into “Guidelines for the Preparation of National Action Plans on Youth Employment”, which was developed by ILO’s Youth Employment Programme (YEP); contributing to the development of Child Labour – Youth Employment Handbooks for ILO Staff; and consultations on the experience of the project on “Combating the Worst Forms of Child Labour in Central Asia through Education and Youth Employment (EYE) in terms of strengthening child labour / youth employment linkages.
- *Country-specific activities* have included initiating a tracer study of young participants in programmes in Bahia State, Brazil and consultations to extend the study to other areas in Latin America; participation in the design of Ghana’s Livelihood Empowerment Against Poverty (LEAP) to incorporate child labour and youth employment concerns and ensure linkages with existing complementary programmes in these areas.

21. In terms of *targeting hazardous work of adolescents*, intended project activities on two priorities that would contribute to young people being able to work legally and safely, namely the development of knowledge among youth concerning work hazards, and using this knowledge to prepare new materials for young workers and their employers that would make a strong impact on their attitudes and behaviour at work. Activities have included the following:

- Identification of physical, psychological, and social hazards to which young workers are especially or uniquely vulnerable within specific occupations and industries particularly in informal sector and supply chain jobs.
- Documentation of nature and extent of abuse of young workers in the less easily observed aspects of hazardous work, for example, working hours, harassment and intimidation, isolation, repetitive motion injuries, and carrying of weights.
- Review of field experiences, especially of IPEC's country projects, that show how hazards have been reduced, through document analysis and field visits.
- Undertaking of small pilot activities to test or verify particular approaches for reducing hazards.
- Preparation of user-friendly, youth-friendly guidelines to avoid hazards for specific situations and industries.
- Assisting local authorities in developing reliable systems for monitoring workplaces where young people work.

The role of evaluation in IPEC

22. IPEC's Design, Evaluation, and Documentation (DED) section uses a participatory consultation process with key stakeholders to determine the nature and specific purposes of evaluations. The present terms of reference is based on inputs received in the course of this consultative process.
23. IPEC supports planning for the elimination of child labour through the design and implementation of a strategic planning process. Through a participatory process, involving a range of key stakeholders and implementing partners, IPEC works to create broad consensus on theories of change and logical framework models, which are the basis for its strategic planning. In developing the strategic framework, IPEC provides technical assistance to development partners on the definition of terms, clarification and refinement of strategic objectives, and links between various outcomes that support IPEC's overall development objective.
24. The ILO uses a results-based management system that is translated into a strategic policy framework that informs its biennial programme and budget. Evaluation findings are used during the preparation of new projects, programmes, and phases, and evaluation is expected to strengthen the coherence between results, impact, and resource allocation in the programming process. Evaluations can provide information on whether particular strategies should be continued, discontinued, or modified.
25. The ILO has made special efforts to ensure that programmes and projects work more effectively towards the achievement of equality of opportunity and treatment between men and women in employment. For more information on ILO's approach to integrating gender issues into the evaluation process, refer to Guidelines for the Integration of Gender Issues into

the Design, Monitoring and Evaluation of ILO Programmes and Projects, 1995. Further information is also available at www.ilo.org/gender.¹⁷

Previous evaluations of this project

26. No previous evaluation of this project has been conducted. A review of the ILO/SWEDEN Pilot Partnership Programme 2006-08 is currently underway.

II. SCOPE AND PURPOSE

27. Global and inter-regional projects such as this one implemented under the ILO-Sweden Pilot Partnership Programme are part of ILO/IPEC's key strategies to develop cross-cutting mechanisms, policies and approaches to integrate and mainstream child labour issues into its global support to work in Member States, including technical cooperation efforts. The evaluation should therefore provide documentation on the project at a variety of levels on key evaluation areas such as relevance, effectiveness, efficiency, and sustainability at the global level, as well as its contribution to IPEC's work in support of efforts of constituencies at regional, national, and as appropriate, local levels.
28. The evaluation focus is on IPEC-implemented components of this project. As such the evaluator will consider the IPEC-implemented project as a whole and its component action programmes.
29. Because the overall project concerns other department and programmes within the ILO, the evaluator is also expected to interview key stakeholders within the Office concerned with those aspects that most clearly relate to IPEC components, and to draw conclusions and recommendations concerning synergies within the various ILO departments within the context of this project specifically, and on the future of interdepartmental collaboration on child labour and youth employment issues.
30. The general purpose of IPEC's evaluations is to promote learning and accountability. The purpose of the evaluation is to evaluate and document the extent to which the project achieved its stated objectives; contributed to the development of a strategic framework for bridging child labour and youth employment issues, and the specific contributions it has made to the elimination of child labour and youth employment. While considering the project as a whole, the evaluation should also assess the linkages and synergies between individual project components.
31. In addition to documenting project activities, outcomes, and achievements, the evaluation is expected to provide guidance and recommendations for IPEC's future work on the intersection of child labour, youth employment, and work safety issues in general, and specifically to provide input for planning of future project phases on child labour and youth employment.
32. The intended audiences for this evaluation are project implementers, including IPEC management, ILO technical advisors in the field, and partner organizations, donor agencies;

¹⁷ See for example: ILO Bureau for Gender Equality, 2007, *Mainstreaming Gender: an annotated bibliography of selected ILO tools for mainstreaming gender in the world of work*. Available at http://www.ilo.org/dyn/gender/genderresources.details?p_lang=en&p_category=NEW&p_resource_id=538

and other key national and international stakeholders. The results of this study will be used to inform the strategic planning for potential subsequent phases, and as necessary, adjust current strategies; document lessons learned and good practices for application in future projects on linking child labour and youth employment issues.

33. The time period covers the period from initial implementation in April 2006 through the project end date of Phase II in June 2008.

Specific purposes of this evaluation are to:

- Provide input, as appropriate, to adjustment of strategies for potential further phases.
- Provide a synthesis of IPEC work in this area or theme, including identifying viable strategies and models of intervention.
- Assess the extent to which social partnerships have been created and are effective in contributing to the overall goals of the project. The contribution of individual partners should also be highlighted.
- Assess the relevance and utility of the tools and processes developed by the project, and an analysis of the appropriateness and effectiveness of the way in which those tools and products have been used.
- Assess the relationship between the project and the decent work country programmes and national development plans, including youth employment plans.
- Identifying potential good practices, lessons learned, and recommendations for key areas for project follow-up and improvement.

III. SUGGESTED ASPECTS TO BE ADDRESSED

34. The evaluation should address the overall ILO evaluation concerns such as relevance, effectiveness, efficiency and sustainability as defined in the ILO Guidelines on “Planning and Managing Project Evaluations,” 2006. These concerns are further elaborated the “Preparation of Independent Evaluations of ILO Programmes and Projects,” 1997. For gender concerns see: ILO Guidelines for the Integration of Gender Issues into the Design, Monitoring and Evaluation of ILO Programmes and Projects, 1995. Further information on the ILO’s gender approach is also available at www.ilo.org/gender.
35. The evaluation should be carried out in adherence with the ILO Evaluation Policy and Strategic Framework, ILO Guidelines, specific ILO-IPEC Guidelines and Notes, the UN System Evaluation Standards and Norms, and OECD/DAC Evaluation Quality Standards.
36. In line with the results-based framework approach used by ILO-IPEC for identifying results at global, strategic and project level, the evaluation will focus on identifying and analysing results. This should be done by addressing key questions related to the evaluation concerns as well as the achievement of the programme’s immediate objectives using data from the logical framework indicators.
37. The following are the suggested aspects that were identified during the process of formulating the current terms of reference. Other aspects can be added as identified by the evaluation team in accordance with the given purpose and in consultation with ILO/IPEC Geneva's Design, Evaluation and Documentation Section. It is not expected that the evaluation address all of the aspects below. All evaluation instruments, including research protocols or

questionnaires, will be prepared by the evaluator and will be shared with and reviewed by DED at the outset of the evaluation.

Project design and relevance of strategy

- To what extent does the project's framework successfully link inputs, activities, outputs and objectives? Is the rationale for IPEC's involvement in the project clearly articulated in the project design and planning documents?
- How relevant was the planning the intervention? As a result of this process, was IPEC able to identify and forge useful linkages with other relevant project interventions?
- Did project documents include sufficient useful information on previous evaluations, existing knowledge, good practices, or lessons learned from previous experience? To what extent was this previous knowledge incorporated in the project design?
- Did the project document provide adequate guidance on how the intervention would address relevant gender issues? Did the strategy address the different needs and roles, constraints, access to resources and access to project services of women and men, boys and girls, in the target group?
- How does the strategy fit within national development efforts, existing policies and programmes on child labour and interventions carried out by other organizations?
- How, if at all, did beneficiaries participate in the definition of their own needs?
- How useful are project indicators? Are the means of verification for monitoring and evaluation valid?
- Are rationales for IPEC involvement in the project clearly articulated in technical progress reports and other documents relevant to the implementation process?
- What types of strategies were used for delivering project interventions to the different target groups?
- Was the strategy that was implemented by the project consistent with the terms of the original grant as articulated in the summary project outline and other relevant documents?
- To what extent was the strategy modified during the course of implementation?
- To what extent were any modifications logical and coherent within the project context?

Project performance and achievements

- What have been the primary outputs of the project in terms of: a) those benefiting *directly* from initiatives executed by the ILO or its implementing agencies? and b) those *indirectly* benefiting from initiatives executed by other development partners—including government agencies and non-governmental organizations—that occur in whole or in part as a result of ILO support and advocacy within the context of this project
- Assess relevant details related to project set-up and any contextual factors that may have contributed to modifications from originally proposed timelines or approaches; the operation and level of participation of national steering or advisory committees; and relationships between project management, other relevant ILO departments and programmes, governments and social partners in employer and worker organizations, and implementing agencies.
- Did the IPEC component of this project achieve synergies with other ILO work departments and programmes?
- What contributions did partnerships make toward achieving the project's strategic objectives?
- To what extent has the project and component action programmes achieved stated objectives?
- Has the project contributed to the policy environment and the capacity of relevant institutions, at local or national levels, to deal effectively with transitions from child labour to youth

employment? To what extent have child labour issues been mainstreamed into the policy environment and in relevant institutions, particularly into youth employment plans? What contributions has the project made to decent work country plans and other national development plans?

- Has the project contributed to changes in the cultural perception of the relationship between child labour and youth employment among various sectors of the population? To what extent have specific activities to sensitise national and local institutions been successful?
- Identify any unexpected effects within target groups, other sectors of the population, reinforcement of institutional capacity, or gender and other socio-cultural relations.

Replication and sustainability

- What elements of the project would you consider as good practices?
- What elements of the project could likely be replicated in a different location or on a larger scale?
- How sustainable is the project as a whole and its component parts and activities?
- What further technical and material resources will be necessary after the project's completion to continue and further develop activities for the elimination of hazardous child labour and the facilitation of transitions into youth employment? What will the likely gaps in resources be?

38. Not all of the identified outcomes can be directly attributable to this project. In examining the questions above, the evaluator should indicate the degree to which results can be directly attributable to project interventions, or alternatively, the ways in which the project contributed to results.

IV. PROPOSED EVALUATION METHODS

39. The evaluation will be carried out by an external evaluation consultant, who is responsible for designing and conducting a participatory and inclusive evaluation process. This section contains suggested methods for the conduct of the evaluation. These suggested methods can be adjusted by the evaluation consultant in consultation with the DED if changes are necessary. The indicated range of key questions must still be addressed, the purpose maintained, and expected outputs produced at the required quality.

40. The evaluation will be carried out using the following suggested methods:

- ***Desk review and preparation of evaluation instruments.*** The consultant will review materials related to the project and based on this review and the questions and themes suggested in these terms of reference (TOR), will develop specific evaluation instruments. The consultant will provide the relevant DED evaluation officer with draft versions of evaluation instruments at the end of the desk review period.
- ***Pre-visit consultations with DED.*** The evaluator should consult with DED and project staff on methodological approaches and logistical issues as early as possible prior to conducting interviews.
- ***Interviews and/or group discussions*** with key stakeholders as identified below, field staff and partners as appropriate, and other informants as jointly identified by DED and the evaluator.

- **Stakeholder meeting.** At the end of the data collection period, a stakeholder meeting with project management and DED will be held at the ILO offices in Geneva. The consultant will facilitate this meeting, presenting initial findings and soliciting feedback from project stakeholders.
 - **An evaluation report.** References to key components of the evaluation report are listed in the “expected outputs” section below.
41. **Specific interviewees.** As identified by the evaluator during the course of the data collection, it is suggested that, in consultation with DED, this preliminary list should be expanded as appropriate to include other staff and partners in Geneva and in the field. Specific interviewees identified are listed below:
- **Component 1**
 - Hamid Tabatabai, ILO/IPEC Technical Products and Networks (TPN) Section, particularly concerning component 1 of the IPEC component of this project.
 - Sarah Elder, ILO Youth Employment, ILO EMP/TRENDS and Pedro Oliveira on Brazil action programmes.
 - Patrick Quinn, ILO/IPEC on Indonesia action programmes.
 - As available, Regino Monticone and Giovanna Rossignotti, formerly of Youth Employment Network (YEN) and the Youth Employment Programme (YEP).
 - **Component 2**
 - Susan Gunn, ILO/IPEC Technical Products and Networks (TPN) Section, particularly concerning component 1 of the IPEC component of this project.
 - Anne-Brit Nippierd, ILO Bureau for Employers Activities (ACT/EMP)
 - Claude Akpokavie, ILO Bureau for Workers Activities (ACTRAV)
 - Annie Rice, ILO Programme on Safety and Health at Work and the Environment (SAFEWORK)
 - **Component 3**
 - Phan Thuy
 - **Other suggested interviewees**
 - Director of IPEC and Head of Programme Support, Reporting and Resource Planning Section)
 - Atsushi Nagata, CODEV
 - As appropriate, Anna Rahm, Advisor, Division for Market Development, Dept. for Infrastructure and Economic Cooperation, SIDA, or other contact person as identified by CODEV
 - Other ILO and ILO-IPEC staff to be identified

40. Desk Review Materials

Available at HQ and to be supplied by DED	<ul style="list-style-type: none"> • Project document • DED Guidelines and ILO guidelines
Available in project office and to be supplied by project management	<ul style="list-style-type: none"> • Progress and status reports • Partner agency/action programme technical and financial reports • Technical progress reports • Other studies and research undertaken • Action programme or Mini-programme summary outlines and documents • Other project files as appropriate • Mission Reports and national workshop proceedings or summaries • National plan of action documents

41. Evaluation timetable

The total expected duration is 20 days as follows:

- Desk review and preparation of evaluation instrument – 3 days
- Interviews and further document review – 10 days
- Preparation stakeholder meeting and draft report – 5 days
- Preparation of final report – 2 days

V. EXPECTED OUTPUTS

42. The specific outputs that evaluator should produce are the following:

- **Evaluation instruments** typically include lists specific questions to be addressed and proposed methodologies for data collection. The questions can be based on the suggested questions contained in this TOR and other questions that arise from a study of materials prior to conducting interviews. It may be useful to prepare a matrix of questions by respondent type and/or to prepare separate questionnaires or interview protocols by category of respondent. An important part of the development of an evaluation approach is process is *prioritization* of key questions, so that the most important aspects of the evaluation can be addressed within the proposed timeframe.
- **Stakeholder meeting.** Toward the end of the evaluation site visit, the evaluator is expected to conduct a meeting for key stakeholders to discuss the project and preliminary evaluation findings, and to solicit feedback and clarification on key points related to the evaluation.
- A **draft evaluation report**, submitted to IPEC/DED. DED reviews the draft report for factual and methodological issues, and then circulates the report to key stakeholders for comments. Stakeholders normally have two weeks to comment and send their input to

- DED. Stakeholders provide general feedback on the report and can suggest factual corrections if necessary. DED organizes the comments received from various individuals and institutions and forwards these to the consultant.
- **A *final report*.** Based on the comments received, the evaluator is expected to decide which changes are appropriate for the final report and to provide explanations for any comments or issues that should not be included in the final report.
43. At a minimum, the following must be included in the final report. These, along with evaluation concerns of relevance, effectiveness, efficiency, impact, and sustainability, should be clearly marked to facilitate review and cross-site analysis:
- Table of contents
 - Glossary of terms and acronyms
 - Executive summary
 - Introduction
 - Findings
 - Conclusions
 - Lessons learned
 - Good practices
 - Recommendations
 - Annexes
 -
44. The total length of the report should not exceed 20 pages for the main report excluding annexes.
45. All drafts and final outputs, including supporting documents, analytical reports and raw data, should be provided to IPEC/DED in electronic version compatible with Microsoft Word 2002. Ownership of data from the evaluation rests jointly with ILO-IPEC and consultants. The copyright of the evaluation report rests exclusively with the ILO. Use of the data for publication and other presentations can only be made with the agreement of ILO-IPEC. The final report will be circulated to ILO-IPEC management and key stakeholders, including those present at the stakeholder evaluation meeting. Key stakeholders can make appropriate use of the evaluation report in line with the original purpose and with appropriate acknowledgement.
46. The final report submission procedure is as follows:
- The team leader submits a draft report to the **IPEC-DED evaluation officer** in Geneva.
 - IPEC-DED forwards a copy to **key stakeholders** for comments and clarifications.
 - IPEC-DED consolidates comments and sends these to the **evaluation team leader** by the date agreed between DED and the team leader or as soon as comments are received from stakeholders.
 - The final report is submitted to the **IPEC-DED evaluation officer**.
 - **IPEC-DED** then forwards the final evaluation to stakeholders including the donor.

VI. RESOURCES AND ADMINISTRATION

Resources Required

47. Twenty (20) days for independent external evaluator.

48. **Evaluator Profile:** The evaluator should have the following background:

- Progressively responsible for the design, management, or evaluation of social and economic development projects.
- Demonstrated skills in policy analysis.
- Evaluation or other relevant consultation experience within the UN system is desirable.
- Experience in facilitating workshops for evaluation findings.
- Familiarity with and knowledge of specific thematic areas related to the evaluation.
- Experience in the area of child labour, youth development issues, and rights-based approaches within a normative framework is desirable.
- Fluency in English is required.

Management

DED's primary function in this process is to provide methodological support to the evaluation and, for independent evaluations, to ensure the independence of the process. The evaluator reports to the DED.

IPEC project management responsibilities can include the following:

- Suggesting further key questions to be addressed by the evaluation.
- Suggesting implementing partners and key informants to interview, with a justification for why those partners have been proposed.
- Providing support as required to local consultations, including the organization of agendas and logistics for the evaluation and meeting.
- Identify and provide the evaluator with relevant documents that can help to inform the evaluation including:
 - Project/programme documents
 - Progress reports
 - Action Programme materials, including summary outlines
 - Minutes or reports on participatory exercises and stakeholder consultations
 - Mission reports.
 - Other relevant documents, including reports produced by national agencies, implementing agencies, and other partners including references and links to reports and sites available through the internet.

Annex II. Country activities – Safe Work

Pakistan	Study of hazards in supply chain industries. From this, materials were developed for training of employers and labour inspectors. Found that most teachable age for OSH was teens.
Indonesia	Study of hazards in woodworking industries. Working with employers' assoc. developed, "A Practical Guide for Workshops with Young Workers", tested it in Central Java, and trained enterprises on how to reduce hazards.
Ghana	Test: How to reach indigenous and small-scale employers on large scale via the Ghana Employers Association (GEA)
Malawi	Test: how to reach apprentice-masters and artisans.
Pakistan	Test: Going to scale. Use of vocational training institutions, country-wide, as a vehicle for sensitizing youth, their employers, and other stakeholders as to rights and protection of young workers.
Tanzania	By the Employers' Association to its constituent members
Uganda	By the Employers' Association (FUE) to test their ability to reach into the informal sector
Arab states	Test: Use of secondary schools as a means of reaching potential drop-outs with OSH information
Bangladesh	Large-scale trial on the utility and comprehensibility of the materials by semi-literate youth
India	Test: OSH research institute as channel for outreach to young workers and small NGOs
Kenya	Test: Direct impact on 100 girls of materials/training via the employers' association, Federation of Kenyan Employers (FKE)
Nepal	Test: Youth organizations as channels for reaching young workers
Brazil	Documentation of a 'good practice' whereby health care workers are trained to recognize job-related injuries and illnesses of youth, to document these so as to have statistical data on the rates of occupational incidents, and to monitor sectors which are displaying a rise in incidents to pinpoint where assessment and direct intervention is needed. There appears to be interest in replication of this system in other countries, e.g. Thailand.
Global	World Congress on Safety & Health at Work. Poster session and presentation of the SIDA-funded work

Annex III. Evaluation Schedule and Contacts

Date	Technical Unit	Name	Designation	E-mail
Thu-22-May	ILO IPEC, Design and Evaluation (DED)	Michael Midling		midling@ilo.org
Thu-22-May	ILO IPEC Technical Products and Networks (TPN)	Hamid Tabatabai	Programme Officer	tabatabai@ilo.org
Thu-22-May	ILO IPEC TPN	Susan Gunn	Programme Officer	gunn@ilo.org
Fri-23-May	Youth Employment Programme	Sarah Elder	Programme Officer	elder@ilo.org
Mon-26-May	Development Partnerships, Department of Communications and Publications	Regina Monticone	Chief	monticone@ilo.org
Mon-26-May	CODEV	Atsushi Nagata	Programme Officer	nagata@ilo.org
Mon-26-May	IPEC	Pedro Oliveira	Programme Officer	oliveirap@ilo.org
Wed-28-May	IPEC, TPN	S. Gunn and H. Tabatabai	Programme Officers	
Wed-28-May	Bureau of Programming and Management (PROGRAM)	Giovanna Rossignotti ¹⁸	Programme Officer	rossignotti@ilo.org
Wed-28-May	ILO IPEC	Peter Wichmand and Michael Midling		wichmand@ilo.org
Thu-29-May	American Institutes of Research, Brasilia, Brazil	Tanya Breszki Andrade	Principal Project Specialist	
Thu-29-May	ILO IPEC	Sule Caglar ¹⁹	Consultant	Aysesulecaglar@gmail.com
Thu-29-May	ILO IPEC Dar	Leoncia Salakana	Education & Skills Training Progr.. Coord.	salakana@ilo.org
Fri-30-May	Programme on Safety & Health at Work, Environment (SAFEWORK)	Annie Rice	Programme Officer	rice@ilo.org
Fri-30-May	ILO IPEC	Claes Gunther	Programme Officer	
Fri-30-May	ILO IPEC	Chongcharoen Sornkaew	Consultant	g13ipec@ilo.org

¹⁸ Former ILO-YEP Coordinator, ILO Employment Sector

¹⁹ Former ILO IPEC staff

Date	Technical Unit	Name	Designation	E-mail
Fri-30-May	ILO IPEC	Susan Gunn	Programme Officer	
Fri-30-May	Youth Employment Network (YEN) (or YEP)	Sara Spant	Technical YEN Officer	spant@ilo.org
Fri-30-May	Gender Bureau	Geir Tonstal	Programme Officer	tonstal@ilo.org
Fri-30-May	IPEC TPN	Susan Gunn	Programme Officer	
Mon-02-Jun	ILO Dar es Salaam	Leoncia Salakana	Education & Skills Training Progr. Coord.	salakana@ilo.org
Tues-03-Jun	ILO IPEC TPN	Phan Thuy	Head of Section	phan@ilo.org
Wed-04-Jun	Division for Market Development, Department for Infrastructure and Economic Cooperation, Sida, Stockholm	Anna Rahm	Advisor	anna.rahm@sida.se
Wed-04-Jun	ILO Cairo	Badra Alawa		alawa@ilo.org
Thu-05-Jun	Centre for the Improvement of Working Conditions and Environment, Lahore, Pakistan	Saeed Awan	Director	awosh@brain.net.pk saeed.awan3@gmail.com
Sat-07-Jun	ILO Dhaka	Ronald Berghuys	CTA	
Mon-09-Jun	Regional Economic and Social Analysis Section, ROAP	Madeleine Moss	Research Officer	moss@ilo.org
Mon-09-Jun	ILO Jakarta	Abdul Hakim		ahakim@ilo.org
Tue-10-Jun	Bureau for Employers Activities, ILO (ACT/EMP)	Anne-Brit Nippierd		nippierd@ilo.org
Tue-10-Jun	Bureau for Workers Activities, ILO (ACTRAV)	Claude Kwaku Akpokavie	Senior Adviser	akpokavie@ilo.org

Annex IV. Questions for field staff & stakeholders

Evaluation issues/questions for interviews with key informants in regions

The questions below are part of issues raised by the independent external final evaluation of IPEC implemented components of Sida-funded ILO Project: Child Labour and Youth Employment Linkages, Phases I and II (Part of ILO/SWEDEN Pilot Partnership Programme 2006-08).

Brief background

The project has three components:

1. Integration of child labour concerns in youth employment national action plans and increasing knowledge base;
2. Targeting hazardous work of adolescents; and
3. Career counselling for working children²⁰

Development objective

Contribute to the promotion of decent work for youth through effective abolition of child labour

Immediate objectives

1) Immediate Objective 1: By the end of this initial phase of the project, some strategies to tackle the problems of child labour and youth unemployment and underemployment will have been developed, documented and pilot tested.

2) Immediate Objective 2: By the end of this phase, capacity of local organizations to guide and monitor small-scale employers with regard to occupational safety and health of their young workers will have been strengthened.

²⁰ This component was discontinued after the 1st Phase of the project.

THE QUESTIONS BELOW RELATE TO COMPONENT 2: Targeting hazardous work of adolescents

Type of project

How would you characterize the project as being:

- Experimental pilot – testing new ideas/practices.....
- Implementation for long term sustainability.....
- Other?.....

Contributions

What is/has been your contribution to reaching the objectives of the project?

- Networking (country/region).....
- Developing/adapting/providing tools, guidelines, manuals.....
- Organising and attending workshops and events.....
- Dialogue and joint activities with ILO constituents & partners.....
- Monitoring.....
- Evaluating.....
- Reporting to ILO IPEC.....

Outputs, achievements, benefits

Which are the:

- Outputs produced/generated so far from the Sida-funded activities?.....
- Achievements?.....
- Best practices?.....
- Are you aware of any un-intended benefits?.....

Sustainability and replicability

Can you foresee that any project benefits will have long-term outcomes?.....

Is it likely that benefits will be sustainable?.....

Challenges

Have you faced challenges? If so which are they?.....

Were there any unforeseen problems?.....

Role of constituents and partners/stakeholders

What actions from constituents and partner organisations in the country/region have contributed to the project (helped attain project goals)?.....

Support and cooperation from ILO IPEC and or other department/programme in Geneva

How do you view the cooperation with ILO HQ on this project?

.....sufficient support to undertake activities on the project?

.....insufficient support to undertake activities on the project?

Annex V. Project ideas for the Future

The following text is developed by the Project (“SIDA-PHASE III: Initial ideas”) and shared with the evaluation. It describes some of the ideas regarding priorities for the future on the hazardous work component:

This note is divided into two parts: a) some of the general directions which the new Phase might take are, and b) some specific activities pertinent to the hazardous work component.

General directions:

1. Global plan - national adaptation Advance planning will enable us to take stock of each department’s comparative strengths as well as emerging global issues, and from these to develop an integrated strategy. This strategy, in turn, would be refined and made specific at the country level in dialogue with specific DWCPs, pilot UN countries, and YE projects.

2. Regional emphasis: Instead of selecting a few countries for intensive support, Phase III would take advantage of the rather wide reach attained in Phases I and II. South Asia and Africa are the two regions where support is needed most and where there can be economies of scale (common languages, cross-border training and partnerships)

3. Thematic focus: Although gender, child labour, and young workers at risk cross all occupational sectors, some sectors pose special and/or increasing challenges. Two of these are:

- ▶ the exploding urban informal economy
- ▶ areas in crisis and/or conflict

Within each thematic/sectoral focus, the project would include multiple interventions:

- a. research
- b. policy / legal action
- c. monitoring / enforcement
- d. awareness-raising
- e. pilot direct action

4. Social partner collaboration: Phase II showed that, somewhat surprisingly, employers’ groups and trade unions are quite interested in becoming active in issues of the urban informal economy. This will be an important area for capacity-building but also implementation as some of the activities fit well

Hazardous work component

Phase III uses the framework that was created in the first two phases (see diagram) to bring the protection of young workers (age 14-18) to the national policy level and hence to scale. It proposes a ‘Model of Intervention’ on the young worker, 14-18.

Protecting the older child from hazardous work is important to the parents and children concerned, and is highlighted in the ILO Conventions. However, it is often overlooked or given only token attention in projects and in national policy.

Yet, it is a topic with a great positive potential in that it is of common interest for the social partners—both the Workers’ and Employers’ organizations and links to a number of other important areas of ILO mandate:

1. youth employment, which is a priority area in a great many DWCPs,
2. gender because girls are at particular disadvantage,
3. the policies and capacity-building components of standard child labour efforts.
4. non-formal education,
5. vocational preparation and training, skills development (work habits, job skills),
6. job counselling and placement,
7. social protection measures (social security, work conditions & environment),
8. apprenticeships
9. and the whole school-to-work transition.

Based on the field work during Phases I and II, a Model of Intervention for “young worker protection” at the country level would likely have the following components:

1. Mapping: identify and assess capacity of all agencies working in the above areas, or with potential for doing so (especially the social partners);
2. Planning & coordination: Among agencies identified in the mapping exercise, prepare a joint strategy and workplan for the older child at risk.
3. HCL list: determine the current status of the list of work to be prohibited to young workers and its codification into laws and local orders. If not recently reviewed, establish a work item to support a tripartite process to update/revise the list. (This provides the legal basis for action.)
4. Awareness-raising: Workers’ and employers’ organizations conduct campaign (possibly directed to the unorganized sector) on HCL prohibitions.
5. Training & capacity-building: Workers’ and employers’ organizations and Labour Inspectorate conduct training of their membership using the Employers’ Manual Tips for Workshops with Young Workers and the young workers’ packet Work Safe. Emphasis on means of mitigating hazards using practical, low-cost techniques.
6. Direct Action: Implement an area-based project to reach all formal and informal enterprises to assess conditions of young workers (checklist included in Employers’ Manual) and advise employers and young workers on risks-and-rights. Aim: documented removal of ## workers aged 14-18 from hazardous work.
7. Research & statistics: Set up a system to train medical professionals and school teachers to identify occupational injuries, illnesses, and accidents among youth.
8. Child labour monitoring: Design, organize, train, and conduct pilot CLM in areas where there is high youth employment, as well as child labour.

Annex VI. Phases I-III of Safe Work Component

This diagram, produced by the Project, describes some of the ideas for scaling up the Safe Work component in a new Phase:

Youth above legal working age but under 18 (usually 14-17 years old) are still child labour unless they are protected from hazardous work. The Project has sought to address this largely ignored age group as follows:

- Phase I focused on producing a knowledge base: compiling existing research, documenting field experience and field needs
- Phase II used this knowledge to identify and test the best ways to reach young workers and their employers.
- Phase III will work with workers and employers' organizations, vocational training centres, etc. to take action to scale.

