Global Evaluation
of the
Statistical Information and Monitoring
Programme on Child Labour (SIMPOC)

A Programme Evaluation
by an Independent Evaluation Team

October 2003
FOREWORD

I would like first to thank all SIMPOC staff for having opened their door to me with frankness and generosity. It is an important sign of maturity as evaluators are usually seen with suspicion and defensive attitudes are more the rule than the exception. They have been looking to this evaluation as a help for their own self-evaluation. I hope they will not be too disappointed by its candid content and tone. I am, indeed, impressed by the cumulative knowledge they represent in SIMPOC. My main preoccupation is that this knowledge, lessons learned and know-how do not remain confined to individuals but are exchanged and documented within SIMPOC and shared with the outside world, starting right next door with IPEC/OPS. By so doing, SIMPOC’s relevance, efficiency, effectiveness and outreach can continuously improve. If SIMPOC staff experience and lessons learned are not fully documented in an up-to-date and easily accessible system, anyone leaving SIMPOC for whatever reason means an incredible loss of knowledge for the Programme. It also means that new arrivals must reconstruct the many parts of a complex system for themselves. This was in a way my experience in carrying out this evaluation, never entirely sure that I wasn’t missing something of importance.

My gratitude is also addressed to all those who have guided me through interviews and interaction in IPEC, particularly Frans Roselears, Alice Ouedraogo, Frank Hagemann and Guy Thijs, as well as all those who took time to answer the long questionnaires e-mailed to them. Their often vivid comments say a lot about SIMPOC importance.

Lastly, this task would not have been possible without the constant support of Peter Wichmand and the precious assistance of Caspar Merkle, member of the evaluation team whose competence, skills and dedication have been invaluable, in particular in preparing the “Country review of SIMPOC activities”, analyzing questionnaires, coordinating the field missions, translating documents from Spanish and drawing diagrams and maps.

Pierre Spitz

July 2003
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<thead>
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<th>Description</th>
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<td>BS</td>
<td>Baseline Survey</td>
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<td>CL</td>
<td>Child labour</td>
</tr>
<tr>
<td>DED</td>
<td>Design, Evaluation and Documentation Section</td>
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<td>HH</td>
<td>Household</td>
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<td>IPEC</td>
<td>International Programme on the Elimination of Child Labour</td>
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<td>IPEC OPS</td>
<td>IPEC Operations</td>
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<td>IPEC POL</td>
<td>IPEC Policy Development and Advocacy</td>
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<td>MIS</td>
<td>Monitoring and information system</td>
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<td>NCLS</td>
<td>National Child Labour Survey</td>
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<td>NSO</td>
<td>National statistics office</td>
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<td>PRSP</td>
<td>Poverty Reduction Strategy Papers</td>
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<td>RA</td>
<td>Rapid Assessment</td>
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<tr>
<td>SEAC</td>
<td>SIMPOC External Advisory Committee on Child Labour Statistics</td>
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<td>SIMPOC</td>
<td>Statistical Information and Monitoring Programme on Child Labour</td>
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<td>STAT</td>
<td>ILO Bureau of Statistics</td>
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<tr>
<td>TBP</td>
<td>Time-Bound Programme</td>
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<tr>
<td>TOR</td>
<td>Terms of reference</td>
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<tr>
<td>WFCL</td>
<td>Worst forms of child labour</td>
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EXECUTIVE SUMMARY

1. The evaluation of SIMPOC as a Global Programme is based on an extensive review of available SIMPOC documents, interviews of ILO staff members at headquarters, participation in SIMPOC/IPEC meetings in Geneva and Turin, results of ten field enquiries taking advantage of other IPEC evaluation missions and/or national consultants, a review of the available project documentation for 28 countries (annexed to the present report) as well as the information provided by two sets of questionnaires (with a total of 213 answered), each tailored to a specific audience.

2. The first set of questionnaires were sent to:
   - Staff of national statistics offices (NSOs) who have been dealing with National Child Labour Surveys (NCLSS)
   - Researchers involved in Rapid Assessments (RAs)
   - ILO staff/researchers involved in Baseline Surveys (BSs)
   - Government officials
   - ILO staff mainly involved in the use of SIMPOC data as well as SIMPOC staff

   The number of questionnaires sent out to above five groups is 291, with 176 answers. The response rate is therefore of 60 per cent, a very satisfactory figure for an exercise of this nature. This rate reaches 79 per cent for the NSO officers, which bears witness to their commitment to child labour issues, particularly if the relatively frequent turnover within NSOs is taken into account. It is also a tribute to the mobilizing energy of SIMPOC staff. Furthermore, the comments offered by all categories of respondents demonstrate their great interest in child labour issues and SIMPOC work. The answers total 125 pages, including very vivid free comments. The second set of questionnaires were sent to Members of the Global Network of Child Labour Researchers set-up in December 2002 (50 sent with only 14 answers) and users of micro-data from the ILO/IPEC/SIMPOC web site (121 sent with 23 answers).

3. The format of this evaluation did not allow the evaluator to make field investigations and, in particular, to analyse the diversity of processes at regional and country levels, a task which could usefully be undertaken in the near future, provided some donor support is forthcoming.

4. The overall conclusion of the evaluation is very positive, particularly given the extreme sensitivity of child labour issues, as well as the strategic choice to leave actual implementation of SIMPOC activities to national stakeholders — a choice which is not without drawbacks, for instance in terms of timely delivery. It is clear that the existence of SIMPOC has led to a net benefit in the world of child labour research and general awareness of child labour issues.

5. More specifically, the evaluation noted good achievements in capacity building, particularly in relation to NCLSSs. Achievements were unequal in data dissemination and use at the country level, ranging from the triggering of policy changes to more indifferent results, which is normal as even the best efforts may come up against unfavourable national circumstances. At the global level, dissemination through the ILO/IPEC/SIMPOC web site needs to be greatly improved, however. Sustainability also remains an area of concern, but it is an issue largely out of the hands of SIMPOC. Once best efforts have been made to put child labour on the map, to demonstrate the
importance of further data collection and to contribute to national capacity building for data collection, national entities must take on a greater role.

6. The evaluation, while acknowledging the generally favourable performance of SIMPOC, in particular given its small staff and the novelty, complexity and sensitivity of the subject, feels there is a potentially important margin of progression that can be rapidly dealt with to improve performance. The evaluation has therefore issued the following recommendations regrouped under six main headings:

7. **Revisiting collectively SIMPOC’s objectives and monitoring performance**
   
   - It is recommended to organize within SIMPOC a collective and participatory logframe exercise revisiting goals, objectives, activities and their hierarchies. This includes devising indicators and means of verification at the SIMPOC and individual levels to monitor SIMPOC’s and individual staff performance, while reflecting on assumptions and risks. Such a logframe should be periodically revisited, including SIMPOC objectives and priorities (say, every four or six months) on the basis of lessons learned as the basis for a collective agreement on strategy and the distribution of tasks as well as on tools to assess individual performance.
   
   - A monitoring and information system (MIS) which is linked to the participatory dynamic logframe referred to above should be put in place immediately. This will provide management with a tool for facilitating information flows both inside and outside of SIMPOC.

8. **Improving the global data base access through the web site and the quality of information offered by SIMPOC**
   
   - It is recommended:
     
     - to re-assess the dual functions of the web site (up to date synchronic information supported by MIS and institutional memory);
     
     - to develop multilingual options and interactive possibilities (e.g. discussion forum, chat room, monthly Groupwise e-mailing);
     
     - to follow the advice of the SIMPOC External Advisory Committee on Child Labour Statistics (SEAC) on the Web content and, in particular the expediting of the micro-data;
     
     - that in its external communication, whether through the Web or published materials, SIMPOC should clearly date facts, figures and analyses to inform the public in an objective manner;
     
     - to introduce web pages and summaries of sections/studies/surveys in several languages specifically written for a wide audience in a simple and direct manner.

9. **Improving methodological tools and standards**
   
   - It is recommended to consider the SIMPOC Methodology Manual to be finalized in August 2003 for publication in September 2003, as not a “final” text as planned but as a departure point for a wider consultation including, in particular, the NSO officers who have been involved in NCLSs, as well as SEAC members and the Global Network of Child Labour Researchers.
   
   - The Manual should integrate the many recommendations already made by SEAC, in particular in relation to children’s questionnaires and seasonality.
10. Better organizing knowledge exchanges within SIMPOC and between its staff and their immediate partners

- In order to continuously improve surveys and the design and methods of studies and to increase complementarity and, if possible, synergy between the different SIMPOC products, it is recommended that knowledge exchanges through the Internet and meetings (national, regional and global) be much more systematically organized. This should reach all types of actors involved in the elaboration and use of the different SIMPOC products, particularly the NCLS. It is also recommended that these exchanges be documented and made accessible on national web sites, where they exist or can be set up, as well as on the ILO/IPEC web site, where a multilingual staff should act as Webmaster. Symbolic awards could single out the best contributions.

- At headquarters, monthly staff meetings should include substantive issues to be discussed, and workshops held in connection with periodic logframe revisiting. Meetings should be concluded with clear actions to be undertaken and follow-up systematically monitored. The same applies to the numerous documents produced, which should be systematically reviewed for action (or non-action) with a further monitoring supported by the central filing of the MIS.

11. Better linking SIMPOC with the outside

- It is recommended that knowledge exchanges include not only other IPEC staff but interested staff from other ILO units as well. This would help to mainstream child labour both across the ILO and beyond the “Understanding Children’s Work” initiative involving IPEC and specific units of UNICEF and the World Bank. Knowledge exchange should include additional units of these and other organizations, for instance those related to Poverty Reduction Strategy Papers, the Comprehensive Development Framework, the Trust Fund for Statistical Capacity Building, the UNDP Human Development Indicators, PARIS 21, as well as other international undertakings in the field of poverty and social development. The goal is to make child labour a visible indicator of poverty and social deprivation that needs to be periodically monitored and integrated in global indexes. This could be done through a stronger organic relation with the Development Policy Network for the Elimination of Child Labour (DPNet) set up by IPEC/OPS.

12. Strengthening SIMPOC management

- The recommendations above require a more systematic and organized management with a full-time leader. This would considerably improve SIMPOC performance in terms of overall outcome, consistency, quality and relevance. Only a shocking half Regular Budget professional staff position is allocated to SIMPOC and all other staff positions are donor funded on an annually renewable basis, which means that they are guaranteed only as long as external funding is available. If new staff is needed, the profile for recruitment should include high qualifications in statistics as well as social awareness, management skills and the command of at least one ILO official language, in addition to English, for instance French or Spanish. Knowledge of Arabic would also be an asset. This linguistic diversification is badly needed to improve knowledge exchanges as well as geographical coverage. Recruitment would, of course, be smoother if ILO higher management would allocate regular staff positions to SIMPOC in coherence with its declared priority on child labour.
PART 1: EVALUATION REPORT

1. INTRODUCTION: CONTEXT OF THE SIMPOC EVALUATION

1.1 Main evaluation themes derived from the origins of SIMPOC and its revisited objectives

1. Given the increasing attention for child labour (CL) issues in the late 1980s to early 1990s and the paucity of statistics in this area, in 1992-93 the ILO International Programme on the Elimination of Child Labour (IPEC) and the ILO Bureau of Statistics (STAT) carried out experimental child labour surveys in four countries (Ghana, India, Indonesia, Senegal) in close collaboration with the national statistical institutions. Between 1993 and 1996, IPEC and STAT provided both technical and financial assistance to other countries, which enabled them to conduct national child labour surveys. These were: Bangladesh, Cambodia, Nepal, Pakistan, Philippines, and Turkey. In addition, a survey was conducted in Thailand, covering two provinces. Based on the above sources of data, the ILO produced regional and global child labour estimates in 1996.

2. The difficulties encountered in generating these child labour estimates pointed towards the necessity to get more systematic and reliable data with wider coverage. This need was further reiterated in the conclusions of the Amsterdam Child Labour Conference, held in February 1997, which “encouraged ILO, with cooperation and support from all its members, to expand the scope of their work in information gathering, statistical data, and empirical research.” Furthermore, the Oslo “Agenda for Action” (adopted at the International Conference on Child Labour in October 1997) called for supporting the development of information collection, research capacity and monitoring systems related to child labour “to provide countries with a tool for understanding the incidence and root causes of child labour and for planning action and measuring progress in programme intervention.”

3. As a result, the “Statistical Information and Monitoring Programme on Child Labour” (SIMPOC) was launched in January 1998 by ILO. This evaluation will therefore cover SIMPOC activities that have been carried from the inception of SIMPOC in January 1998 until June 2003. Several observations should be made at this point about the characterization, denomination and objectives of SIMPOC.

1.1.1 Characterization

4. In the absence of an up-to-date, consolidated reference document presenting the evolution of SIMPOC, an absence to be regretted along with the non-existence of an even simplified monitoring and information system (a surprising gap for a unit having “Monitoring” in its title), the different versions of the ILO/IPEC web site on child labour statistics help retrace this evolution, at least over the recent period. Consultation of the site on 15/10/02 provided an extremely detailed presentation (22 pages) last updated 14/01/01 but unfortunately deleted later. SIMPOC was then referred to in the subtitle as a Programme of IPEC and the STAT. From 1998 to 2000, this was warranted by the active participation of M.K. Ashagrie, the then Director of
the Bureau, as well as through his involvement as a consultant in 2001. In 1998, SIMPOC also benefited from the transfer of one staff member from the Bureau.

5. The subtitle underlining the collaboration of the two organizational units has disappeared in the more recent versions of the website. What remains is a characterisation of SIMPOC as having been launched “as an inter-departmental programme”. Having been launched as an inter-departmental programme does not mean that this is still the case. The new global estimates on child labour published in April 2002 indeed required the collaboration of the two units. Except for this temporary ad-hoc collaboration there are, as of now, no formal links on a continuous basis but only limited personal interactions. These are declining due to the transfer of a Bureau child labour expert to the Department of Integration. It should be mentioned, however, that a task force has been recently established by STAT and SIMPOC has now actively started to work, and the director of STAT is a full member of the SIMPOC External Advisory Committee on Child Labour Statistics (SEAC).

6. The lack of synergy is a frequent occurrence in organizations due to territorial considerations linked to anxieties about budget and staff, personal and power relationships, fears of unbalanced recognition of joint work and of possible loss of identity, etc. Nevertheless, it is to be deplored, since such a difficult topic requires pooling together creative energy and skills. In particular, in the future “child work” will need to be mainstreamed in ILO statistical endeavours not only of STAT but of other organizational units as well. It should also be noted that SIMPOC was not represented as such in the Advisory Group on Statistics which issued its recommendations in July 2001.

1.1.2 Denomination and objectives

7. “Statistical information” is spelled out in the four overall objectives of SIMPOC, as drawn from the SIMPOC Strategic Plan 2000-02 and formulated in the Terms of Reference (TOR) of this evaluation:

   a) The collection and analysis of tabulated and raw quantitative and qualitative data....
   b) The provision of a framework for (...) interventions
   c) The establishment of a database on child labour in individual countries as well as globally...
   d) The development of standard indicators of child labour ...

8. These formulations are clear except for (b). The rest of each sentence requires, however, a closer scrutiny:

   a) (The collection and analysis of tabulated and raw quantitative and qualitative data) “to allow the study of the scale, distribution, characteristics, causes and consequences of child labour. Special attention is to be given to generate information on the worst forms of child labour..."

1 Comments on the 1st draft of this evaluation also mention “the active involvement of the director of STAT in IPEC interviewing teams for the recruitment of new staff positions in 2001-02 and the systematic referring to STAT to recommend consultants.”
and the girl child. ILO’s technical support also includes strengthening the capacity of national implementing institutions.”

9. This does not mean that “the study” has to be undertaken by SIMPOC. SIMPOC’s role would therefore rather be to make available the necessary elements for study and research. Scale, distribution and characteristics of child labour are elements to be provided, but it is submitted here that analyses of causes and consequences are a matter of research which should neither necessarily nor mainly be conducted by SIMPOC as a statistical programme.

10. In the Web presentation of SIMPOC’s objectives (downloaded on 14/01/03), the word “analysis” has disappeared and has been replaced by “use and disseminate” (“Collect, use and disseminate tabulated, etc.”) The last sentence on capacity building was deleted.

11. As a consequence, the evaluation will attempt to assess the use of SIMPOC data in research within and outside ILO and its contribution to capacity building.

b) (The provision of a framework for) “planning, formulating and implementing multi-sectoral integrated interventions, monitoring the implementation, and assessing the impact of policies and programmes.”

12. “Provision of a framework” does not have a very clear meaning. In the Web presentation of SIMPOC's objectives, it has been replaced by “Create a basis for child labour analysis” (as indicated above, “analysis” was deleted in objective (a) in the web version and reincorporated here) to be used “in planning, etc.”, a much better formulation.

13. As above, the use by others is stressed, SIMPOC itself not being involved in “planning, formulating and implementing interventions,” or “monitoring implementation.” Similarly, “assessing the impact of policies and programmes” is well beyond its capacities as a statistical programme. This indeed is a task (at least as far as the methodology is concerned) of the Design Evaluation and Documentation (DED) section of the operational branch of IPEC (IPEC/OPS). SIMPOC might, however, contribute to such an exercise if repeat surveys allow suggesting trends, a rare occurrence to date. SIMPOC is not equipped to enter into the complex evaluation field of attribution. While at the national level the possibilities of “monitoring” trends are limited as of now and in the near future, periodic releases of global estimates might explain why “monitoring” is so prominently used in the title of the programme. In any case, reference to monitoring in the title of the programme is potentially misleading and somewhat out of place. If the role of SIMPOC data in relation to “implementing interventions” is not very clear conceptually and practically, the use of data for “planning and formulating interventions” (not necessarily “multi-sectoral and integrated”) is indeed a crucial task for SIMPOC. This raises issues with regard to the types of data needed, in particular by IPEC/OPS. The recent development of “Baseline Surveys” by SIMPOC should contribute to better linkages between the two branches.

14. As a consequence, the evaluation will attempt to assess the use of SIMPOC data in planning and formulating interventions. The evaluation will furthermore deal with the crucial issue of awareness raising at the national and global level. It will
not look at the impact of all child labour related policies and programmes as implied in the definition but, more modestly, at the impact of SIMPOC activities as far as their impact can be disentangled from other IPEC activities.

c) (The establishment of a database on child labour in individual countries as well as globally) “consisting of quantitative and qualitative information on child labour. It also includes information about institutions and organizations active in the field of child labour, child labour projects and programmes, industry-level action, and national legislation and indicators.”

15. This description points to an organized information repository rather than a database in the narrow sense.

16. The difficulty of collecting systematic and updated information for this evaluation signals that there is no such system within SIMPOC itself. The evaluation had to rely on documents collected from office to office, without being sure that an important document was not missing. The bibliography, seldom updated, lists only released official papers. There is no systematic listing with numbering/coding/ dating of the numerous “grey” (internal, semi-internal) documents or workshop reports. Draft papers are never finalized and decisions are not taken on them. The lists of activities provided often lack dates. Tables are prepared on an ad-hoc basis for presentation at meetings or on request in the case of this evaluation, but not as an on-going monitoring tool for overall management. Each SIMPOC staff has data fitting individual needs. Data on activities are organized around donor budgetary allocations and consequent specific reporting requests. There is no attempt to satisfy these requirements in an even rudimentary management-information-system framework that cuts across the various donor parameters. The web site is the best proxy for such a database. However, it has several defects. Updating section by section does not give a synchronic picture. As stated above, sections are deleted from time to time, thus depriving the site of its function as a repository of institutional memory. Micro-data are available for only seven countries. The exclusive use of English reduces its use by non-English-speaking visitors (particularly Spanish, Portuguese and French, not to mention Arabic, which requires higher investments but could sensitize further Arabic-speaking countries, an important benefit). The absence of a discussion forum or chat room further minimizes knowledge exchanges. Information at headquarters on the state of the database in individual countries is limited, and there was only fragmentary evidence on this in the field.

17. As a consequence, the evaluation recommends a streamlining of information within SIMPOC in order to improve management, and a reassessment of the web site and of its dual functions — up-to-date synchronic information and institutional memory. It recommends an exploration of multilingual options and interactive possibilities and a revisiting of the objective (c) in individual countries, given the workload of the staff and the practical difficulties in reaching this highly ambitious objective. SIMPOC may at best play a catalytic role in encouraging individual countries to organize and maintain an information repository on child labour issues.
d) (The development of standard indicators of child labour) “both at the global, national and sectoral levels to measure the incidence, causes and consequences of child labour as well as impact of intervention programmes and policies. These indicators also facilitate comparability of data across countries.”

18. It is submitted here that indicators “measuring” causes and consequences of child labour cannot be identified a priori, but only once the required systemic analyses of causes and consequences are completed. Indicators are not a laundry list of elements that are measurable and seemingly related to each other. For instance, relationships between child labour and school attendance are more complex than what a culturally shaped “common sense” indicates. Counter-intuitive results of analyses are not infrequent in child labour studies. As for the identification of indicators “measuring” impact of intervention programmes and policies, they need an analytical evaluation framework best developed by the IPEC/OPS and its DED Section. Causes and consequences furthermore have to be related to different child labour categories. They depend on specific national and even local circumstances, as do impacts. Comparability of indicators related to causes, consequences and intervention impacts across countries is, although a laudable objective, fraught with many conceptual and practical problems. It is not realistic to expect SIMPOC, with its small staff and its heavy task of collecting statistics, to make substantial contributions along this line. What SIMPOC has to deliver (as indicated in objective (d)) are indicators to measure the incidence of child labour in individual countries, taking into account issues of comparability across countries.

19. The evaluation will not deal with indicators measuring causes, consequences or impacts but will limit itself to what has to be reasonably expected from SIMPOC, i.e. indicators measuring the incidence of child labour at the national level taking into account issues of comparability across countries and the need of periodic global estimates.

20. The main evaluation themes will therefore centre on the collection and dissemination of child labour data, including related indicators, and on the use of SIMPOC data for awareness raising, the planning and formulation of interventions, policy and legislation, and research.

21. This revisiting of the four main objectives of SIMPOC was written before the first meeting of SEAC. It is worth noting that the “Advice Record” of the meeting states: “the Committee was informed about the four main objectives of the SIMPOC data collection programme:

   a) National estimation of the extent and evolution of child labour and its basic characteristics.
   b) Identification of the causes and consequences of child labour and their relationships with other socio-economic characteristics.
   c) Estimation of the incidence and nature of child labour in targeted sectors and activities.
   d) Measurement of the magnitude of the worst forms of child labour and their composition.”
22. This rewriting of the four main objectives of SIMPOC for presentation to an important body such as SEAC is significant and has to be taken seriously. It is totally adequate to revisit objectives after a few years, but one would have expected that the rationale for such modifications be explained and documented. As the evaluator is not aware of a strategic document elucidating the reasons for these changes, a rapid comparison is made in order to decipher them.

23. The shorter formulation of these objectives does not mean that what is not mentioned has been abandoned, but obviously that it is given a lower priority. This is, probably, the case of the original objectives (2) (“Provision of a framework for planning, formulating and implementing multi-sectoral integrated interventions, monitoring the implementation and assessing impact of policies and programmes”) and (3) (“Establishment of a database, etc.), which were completely deleted. This is in line with the revisiting done by the evaluator, who, however, retained “the use of data for planning and formulation of interventions”, but expressed his reservations about the establishment of database in individual countries “given the workload of the staff and the practical difficulties in reaching this over-ambitious objective.”

24. The original objective (1) reads:

“The collection and analysis of tabulated and raw quantitative and qualitative data to allow the study of the scale, distribution, characteristics, causes and consequences of child labour. Special attention is given to generate information on the worst forms of child labour (WFCL) and the girl child. ILO’s technical support also includes strengthening the capacity of national implementing institutions.”

25. The first sentence is rewritten more simply: “National estimation of the extent and evolution of child labour and its characteristics.” The “causes and consequences” are shifted to the new objective (2), as seen below, while the reference to the WFCL is the subject of the new objective (4) (“Measurement of the magnitude of WFCL and their composition”). It therefore gives more prominence to this issue, without mentioning the girl child. Capacity building has, on the other hand, disappeared from the newly written objectives, a sign of a lower priority, whether consciously or unconsciously. As mentioned above, it was already deleted from the 2003 Web page. The absence of a reference to the girl child needs not to be interpreted as a lower priority, since the gender dimension is so prevalent in the CL area that it is implicit. However, it certainly would have been better to make it explicit.

26. In relation to the original objective (4) (“Development of standards indicators of child labour both at the global, national and sectoral levels to measure the incidence, causes and consequences of CL as well as the impact of interventions and policies”), it has become the new objective (3) (“Estimation of the incidence and nature of child labour in targeted sectors and activities”). The global level has disappeared as in the other objectives, the national level is mentioned in the new objective (4), but this rewriting attracts more attention to sectors and activities. This implies priority choices. Indicators are not explicitly mentioned. “Causes and consequences”, which were also appearing in the original objective (1), have been shifted to a new objective (2): “Identification of the causes and consequences of child labour and their relationships with other socio-economic characteristics.”
27. These rewritten objectives are in line with the observations made by the evaluator, except that he feels that several elements should be reintroduced:

- use of data for planning and formulation of interventions
- reference to the girl child
- references to capacity building and global-level data

28. Furthermore, the extraction of “the analysis of the causes and consequences of CL” from the former objective (1), the feasibility of which has been questioned by the evaluator with the present SIMPOC set-up, and the transformation of this subject into a full-fledged new objective (2) (“Identification of causes and consequences of CL and their relationships with other socio-economic characteristics”) raises additional interrogations. They seem to be answered through what has been indicated to SEAC by SIMPOC:

“Objective (2) is met by supplementing the national survey with a series of co-ordinated specialised household surveys with appropriate questionnaire contents to be conducted on a less frequent basis using sub-samples of the national survey or complementary probability samples with restricted sample sizes.”

29. The evaluator has enquired about the existence of such co-ordinated surveys and was told that such developments were planned. The use of the present tense is therefore unfortunate as it gives the impression to SEAC that such surveys have been conducted. Unless these complex analyses of causes and consequences are to be undertaken by an enlarged research unit, the evaluator expresses his scepticism on the feasibility of such activity for SIMPOC as it exists today, taking into account its work load and given the problems faced by most National Child Labour Surveys when it comes to analysing results. This is a task requiring less sophistication than the systemic analysis needed for identifying causes and consequences.

30. Out of 4.5 pages of the Advice Record of the SEAC meeting, 1.5 are devoted to the presentation of the four rewritten objectives of SIMPOC and to the manner in which they are met, commented by the Committee through a six-point advice. In the same session, however, a Power Point presentation summarized SIMPOC’s key objectives as:

a) the collection and analysis of CL data,
b) capacity building at national level,
c) development of a global CL database, and
d) indicator development and the assessment of trends.

31. “Capacity building at national level” has thus been reintegrated as well as the “global database”. Both were missing in the four objectives rewritten for SEAC, and “indicator” has been explicitly reintroduced.

32. All these different interpretations of “the main (or key) objectives” are not contradictory. But organized and sound management requires clear objectives and priorities in order to develop a strategy. Objectives may be changed after a serious reassessment of the situation. But the changes noticed so far do not seem to be part of
a documented, somewhat systematic planning and logframe exercise or communicated
clearly throughout SIMPOC, including to the general public on the web site.

33. **It is recommended to organize a collective and participatory logframe exercise**
within SIMPOC in order to revisit goals, objectives, activities and their
hierarchies, and to devise indicators and means of verification at SIMPOC level
and at individual level in order to monitor SIMPOC and individual performance,
while reflecting on assumptions and risks. Such a logframe including SIMPOC
objectives and their priorities should be periodically revisited (e.g. every four or
six months) on the basis of lessons learned, in order to collectively agree on
strategy and distribution of tasks as well as on tools to assess individual
performance.

### 1.2 Structure of the report and the evaluation instrument

#### 1.2.1 Structure of the report

34. At its inception in 1998, SIMPOC’s main focus was to produce national-level data
through National Child Labour Surveys (NCLSs), either as stand-alone surveys or as
modules attached to labour force surveys or any other household-based surveys. These
were occasionally supplemented by establishment/employer surveys, street children
surveys or time-use surveys. It soon became evident that other types of investigations
had to be added to shed light on “hidden” child labour and particularly its worst forms
that NCLSs could not easily reach. The adoption of ILO Convention No. 182 on the
worst forms of child labour in 1999 further highlighted this necessity. This provided
the background to the launching of Rapid Assessments (RAs) with the financial
support of the US Department of Labor (US DOL). The RAs focussed on collecting
quantitative and qualitative information on specific types of child labour that the
NCLS could not provide. In addition to working with national statistics offices
(NSOs), SIMPOC also began working with NGOs, individual consultants and research
entities, a very different experience that implied changes in corporate culture and
modus operandi.

35. More recently, the need for diagnostic studies at the start of relatively large IPEC
interventions in specific sectors and/or geographical areas and the wish to be able to
assess the effects of these interventions led to what was labelled by IPEC/SIMPOC as
“Baseline Surveys” (BSs). While NCLSs have been conducted within a broad
common methodological framework and RAs have benefited from guidelines jointly
elaborated by ILO and UNICEF, such Baseline Surveys are tailored to specific sectors
and types of intervention. Wherever possible, common methodological approaches
have been prescribed by the Baseline Officers in the field. Baseline Surveys serve a
dual purpose of a diagnostic study and of a building element for subsequent
monitoring. Baseline Surveys use a mix of methods which do not necessarily include
“surveys” and should therefore rather be labelled as “Baseline Studies”. Like RAs,
Baseline Surveys are not conducted with NSOs but with a wide array of different
entities and individuals (Bangladesh is an exception to this, as the NSO is conducting
the BS in the country).

36. The evaluation report therefore follows the chronological succession of the
development of these three main SIMPOC products: National Child Labour Surveys,
Rapid Assessments and Baseline Surveys, as each product has its own methodological problems, specific purposes and actual use. The first chapter deals with the NCLS, the second with the (mainly) sub-national RAs and BSs, which have many common features. The third chapter deals with the potential and actual complementarity of these three products, as requested by the TOR of this evaluation that defines SIMPOC as a “global programme” and giving as a title “Global Evaluation of SIMPOC”. The fourth and last chapter consolidates the recommendations and suggests “the way forward”. Part 2 of the evaluation (the Country Review) serves as evaluations of individual SIMPOC projects and provides in-depth and donor-specific information on SIMPOC activities in different countries.

1.2.2 The evaluation instrument

37. The evaluator interviewed 33 ILO staff members at headquarters and participated in the Technical Seminar on Investigating the Worst Forms of Child Labour Using the Rapid Assessment Methodology, Geneva, 11-13 December 2002. On the basis of these interviews, the knowledge acquired during the Seminar and a thorough reading the ample SIMPOC literature, questionnaires were developed for three categories of persons involved in the production of SIMPOC data:

- NSO staff of who have been dealing with National Child Labour Surveys
- researchers involved in Rapid Assessments
- ILO staff/researchers involved in Baseline Surveys

38. In addition, a questionnaire was sent to government officials in order to collect their views on the use, effects and likely future of child labour statistics. Another questionnaire was addressed to ILO staff who are mainly involved in the use of SIMPOC data, but also staff dealing with the production of SIMPOC data. For practical reasons, the number of categories could not be extended to cover the great variety of specific situations.

Table 1: Number of questionnaires sent out for SIMPOC global evaluation and response rate

<table>
<thead>
<tr>
<th></th>
<th># sent out</th>
<th># of Responses</th>
<th>Response rate</th>
</tr>
</thead>
<tbody>
<tr>
<td>NSO</td>
<td>33</td>
<td>26</td>
<td>79%</td>
</tr>
<tr>
<td>RA</td>
<td>41</td>
<td>26</td>
<td>63%</td>
</tr>
<tr>
<td>BS</td>
<td>14</td>
<td>11</td>
<td>79%</td>
</tr>
<tr>
<td>ILO</td>
<td>163</td>
<td>90</td>
<td>55%</td>
</tr>
<tr>
<td>GO</td>
<td>40</td>
<td>23</td>
<td>58%</td>
</tr>
<tr>
<td>Total</td>
<td>291</td>
<td>176</td>
<td>60%</td>
</tr>
</tbody>
</table>

39. The average response rate of 60 per cent for 291 questionnaires sent compares very favourably with similar e-mail enquiries, which rarely obtain more than 50 per cent of answers. The high rate of responses from NSO officers bears witness of their commitment to child labour issues, particularly if the relatively frequent turnover within NSOs is taken into account. More than the response rates, the comments
offered by all categories of respondents demonstrate their extreme interest in CL issues and SIMPOC work. The answers total 125 pages, including graphs and comments, and are in a separate complementary document.

40. Preliminary results were presented to the SIMPOC/RESEARCH Strategic Orientation Workshop, Turin, 31 March – 3 April 2003 and to the SEAC meeting, Geneva, 14-15 April 2003. The evaluator was invited to participate in both meetings. On the basis of the preliminary analysis of the answers and further comments, countries were selected for field visits and TORs were drawn up. The TOR for the SIMPOC evaluation rightly insisted on treating SIMPOC as a global programme and not as an adding-up of country evaluations. With the concurrence of donors represented in a meeting organized on 16 April, it was decided to take the presence of at least two (preferably three) SIMPOC products in a country as a selection criterion in order to identify relationships among the products. Geographical distribution and other selected parameters (e.g. the preparation of a Time-Bound Programme) were also taken into consideration. As a result, the following ten countries were selected for field visits:

- Brazil, Costa Rica and El Salvador
- Ethiopia and Tanzania
- Romania and Turkey
- Cambodia, the Philippines and Sri Lanka

41. The TORs for these country evaluations focussed on the dissemination and the use of SIMPOC products to reinforce what had been learned through e-mailed questionnaires and the desk review. In view of the restricted budget, national consultants were recruited for the field visits. In the case of Romania, Cambodia and Sri Lanka opportunities were seized to add a supplementary assignment to an evaluation mission that was taking place or was planned in the near future. However, the information provided through these missions was limited. In the case of the seven other countries, the reports (totalling around 200 pages) relied on 72 interviews with listed individuals. The interviews carried out in Tanzania should be added to this, but the report did not provide a list of people interviewed. The report for Turkey is a simple desk review compiling data with very few evaluation insights and no interviews mentioned. In the other five countries (Brazil, Costa Rica, El Salvador, Ethiopia and the Philippines) the reports are rich in new information and come closer to an evaluation exercise and will, therefore, be quoted when warranted in this evaluation. The country investigations were carried out in May/June 2003 and the last report was received on 9 July.

42. In addition, a review of the available project documentation was prepared for 28 countries by the evaluation team (see Part 2). From all countries with completed, ongoing or prepared SIMPOC activities in June 2003 (as listed in Annex 1 and 2), 28 countries were selected, taking as a criterion the status of data collection activities. As a minimum requirement, data collection in the field had to be completed. Two countries listed in the TOR are excluded since in these cases SIMPOC’s contribution had been restricted to the provision of technical assistance. The “Country Review of SIMPOC activities” has the following headings:

- Background country information and status of SIMPOC activities
43. During the period of fieldwork and report writing by consultants, the evaluator addressed two other questionnaires. One was addressed to the identified members of the Global Network of Child Labour Researchers (set-up in December 2002), the other to the users of micro-data on the ILO/IPEC/SIMPOC web site. The first one had questions related to the use of SIMPOC data, to their relevance and quality, including open questions to make comments and recommendations. Out of 50 questionnaires sent out, 14 answers were received, a low response rate of 28 per cent, which is commented upon in Chapter 3, section 6. The second questionnaire was addressed to 121 web site users who have downloaded micro-data and who had provided their e-mail addresses. Only 23 answers were received. Comments are made in Chapter 3 section 6.

44. The evaluation report is therefore based on an extensive review of available SIMPOC documents, 33 interviews at ILO headquarters, 10 field missions, and 213 questionnaires. In addition, it makes use of the summarized findings of the Country Review as well as of the participation in meetings in Geneva and Turin.

2 NATIONAL CHILD LABOUR SURVEYS

2.1 NCLSs carried out since January 1998 as of June 2003

45. As of June 2003, 43 NCLSs were completed or on-going since January 1998, in addition to three NCLSs in preparation. These 46 SIMPOC NCLSs have the following geographic distribution: 15 in Sub Saharan Africa, 14 in Latin America and the Caribbean, nine in Asia and the Pacific, four in developed economies, three in transition economies, and one in the Middle East and North Africa. Sub-Saharan Africa (32 per cent) and Latin America and the Caribbean (30 per cent) account for 62 per cent of the total, while Asia accounts for 20 per cent. Amongst the 15 NCLSs carried out in Sub-Saharan Africa, only four were in French-speaking countries. Middle East and North Africa account for less than 2 per cent. See also Annex 1: SIMPOC National Child Labour Surveys for more details. The selection of countries depends on several factors such as availability of resources and funding, donor requirements, interest and commitment on the part of the countries, languages spoken by SIMPOC staff, etc.
Diagram 1: Regional distribution of SIMPOC National Child Labour Surveys

Source: Own elaboration based on information provided by SIMPOC
Map 1: SIMPOC National Child Labour Surveys
Source: Own elaboration based on information provided by SIMPOC
46. It is recommended that efforts be made to diversify language skills and improve geographical coverage (a recommendation which will be repeated below) and that maps prepared for this evaluation be regularly updated (for instance every six months) so as to allow an easy monitoring of the progress made by those interested in SIMPOC.

47. Of these 46 NCLSs, 24 are stand-alone and 22 are attached to other surveys: 17 to labour surveys, one to World Bank Living Standards Measurement Study Surveys (LSMS), two to other World Bank surveys, one to UNICEF Multiple Indicator Cluster Surveys (MICS) and one to another survey. The bulk (90 per cent) of NCLSs carried out with the support of SIMPOC is therefore made of stand-alone NCLS (53 per cent) or modules attached to labour surveys (37 per cent). As of now, there are only four modules attached to World Bank or UNICEF surveys in spite of the numerous references made to these two organizations, thus giving the uneasy feeling that this cooperation is overplayed (see Annex 1).

48. In SIMPOC documentation there is frequent reference to “supplementary approaches to the household-based surveys”: i.e. community/town/village-level surveys (key informants); employer and workplace surveys; school surveys; street-level child labour inquiries (not as Rapid Assessments but conducted by NSOs in the framework of NCLSS). These supplementary approaches were developed before SIMPOC (that is before 1998) and most of them were part of the experimental surveys. There were no such studies conducted in 1998. Two took place in 1999 (school survey in Portugal and street children survey in Zambia), two in 2000 (establishment survey in Cambodia and street children survey in Nigeria), three in 2001 (establishment survey, street children survey and time-use survey in Ghana) and none in 2002. There has been an upsurge of such studies in 2003 as ten are completed, ongoing or in preparation. However, there is no consolidated review of their relevance and usefulness, at least to the knowledge of the evaluator.

Box 1: A NCLS presented by the Minister of Labour in Namibia

The 1999 National Child Activity Survey (1999 NCAS) was designed by the Ministry of Labour to address the lack of adequate socio-economic data on the activities of Namibia’s child population. The absence of quantitative and qualitative information on the practice and consequences of hazardous and injurious work done by children is a matter of paramount policy concern. The ministry has also been aware of the fact that child labour is high on the global agenda and that there is a growing demand for countries and governments to effect scientifically based policies to address this growing global phenomenon. This first national Child Activities Survey was therefore a response to this demand.

Benchmark data have been generated from this survey and indicators of child activities have been produced in this report. Deriving from this study, we know the extent of child labour at various levels (national, rural, urban and regional), as well as aspects of the economic, social and psychological consequences of involving children in the work force in Namibia. Indeed, a scientific basis is established by the 1999 NCAS data and this report for more effective monitoring and reporting on Namibia’s progress towards the UN Convention on the Rights of the Child.

Of the total household population of 1,126,263, children aged 6 to 18 years amount to 445,007 or 39.5 per cent. Of these children, 72,405, or 16.3 per cent, were found to be working. Overall, the labour force participation rate among children is 16.3 per cent for both sexes, 15.4 per cent for females and 17.2 per cent for males. Out of a total of 72,405 working children in the country, 69,050, or 95.4 per cent, are in the rural areas, implying that the phenomenon of working children in Namibia is overwhelmingly rural.
2.2 Methodological issues: a general overview

49. As stated in the TOR, the focus of this evaluation is to review surveys and other instruments used. However, some observations with regard to methodological issues will be made. Process-oriented studies and research allow some flexibility in defining categories — particularly in the complex field of child labour where such a flexibility is itself part and parcel of the analytical drive attempting to focus on different circumstances before deriving more general conclusions. Nonetheless, any statistical survey requires very precise definitions of categories so as to ensure compatibility of results. Child labour categories are amongst the most “constructed” statistical categories. These constructs have multiple dimensions related to “children” on the one hand (as defined physiologically, socially and culturally) and, on the other hand to the type of labour performed, itself identified by its short term and long term effects on health, cognitive and psychological development, future social and economic opportunities and restrictions on degrees of freedom of choices. Age is a major parameter and gender is of crucial importance because damage done to girls is even more likely to impact their own children later, reducing therefore the potentialities of the next generation.

50. The ILO should be credited for having devoted considerable attention to these issues, particularly during the elaboration of Convention No. 182 on the worst forms of child labour, finalized in 1999. It crystallises in legal terms the knowledge acquired thus far, in particular since the adoption of the Minimum Age Convention No. 138 and its associated Recommendation 146 in 1973. The experience of IPEC has been very valuable in enriching this knowledge through its operations and pre-SIMPOC surveys. Since 1998, SIMPOC staff has, NCLS after NCLS, added to this corpus of knowledge, thanks to the lessons derived from the difficulties faced in investigating the worst forms of child labour through NCLSs (hence the need for Rapid Assessments). SIMPOC’s contribution has been impressive in stimulating the carrying out of 43 NCLSs as of June 2003, with three more at the preparation stage. This is even more so if one considers the small size of the staff, the other types of surveys produced, and the extreme sensitivity of the subject for governments and statistical offices.

51. In July 2002, SIMPOC issued a document entitled “Standard Household-based Child Labour Survey Instruments”. This document is the outcome of a series of consultative meetings held within IPEC and the ILO and in the framework of the joint ILO/UNICEF/World Bank “Understanding Children Work “Project. It clearly defines child labour categories in the light of ILO Conventions Nos. 138 and 182, as well as of Recommendations 146 and 190. It defines “economic” and “non-economic” activities, hours of work, target groups (all children aged 5-17 years) and what constitutes a household. A standard household questionnaire with a total of 104 questions and a children’s questionnaire including 59 questions are annexed to the document. A “core questionnaire” comprising 77 questions is also included, which pertains to basic information about child labour related to the magnitude, spread, nature of activities, work hazards, schooling and impact of work on schooling. This shorter questionnaire excludes some questions related to the perceptions of parents, children living away from home, earnings from work and housing characteristics. It is indicated that in
cases where this core questionnaire was used, the children’s questionnaire may not be necessary.

52. However, further clarification efforts concerning CL definitions are needed vis-à-vis NSO officers. The is even more true vis-à-vis ILO staff, maybe because they are more familiar with the complexity of CL issues, thus illustrating the saying “the more you know, the less you know”. In the questionnaire addressed to NSO, 18 (69 per cent) of the 26 respondents stated that they did not encounter problems in defining the different CL categories, leaving only six who did face problems and two who were “not in a position to answer” (probably because they have not been involved at a stage where the definition problem is acute). In the questionnaire addressed to the ILO staff, 51 of the 90 respondents answered that they had been involved, in one way or another, in SIMPOC data collection, processing and analysis. To the question: “Are categories of child labour now perfectly clear?” 28 (55 per cent) of these 51 answered “no”, a worrying result. Here are a few comments:

Box 2: Categories of child labour

| “The problem of the children apprentice is still not very clear.” |
| “The very definition of child labour is as yet not standard across countries. The lower official limit to entering the work force full time is less than 17 years in several countries. Definitions of CL are relative and depend a lot on social traditions and norms.” |
| “How do we consider children working with relatives without wages but paid in kind (clothes, food..)?” |
| “What is the exact definition of child domestic work?” |
| “The issues surrounding the debate on whether commercial sexual exploitation could be considered a type of work are not clear to many.” |
| “No one has a definite definition of hazardous child labour” |
| “Unclear statistical treatment of unpaid work, marginal activities, absence of work during the reference week, hours of work, etc.” |
| “How to define street children?” |
| “Trafficking is defined as WFCL but it is not; it is a process leading to labour exploitation.” |
| “Domestic work within the child’s own household may sometimes involve abuse and exploitation tantamount to WFCL.” |
| “In Brazil there is a list of 83 WFCL that does not include domestic work.” |

Source: Questionnaire data

53. The last paragraph of the July 2002 document referred to above indeed states: “SIMPOC will be compiling additional common concepts and definitions for measuring and quantifying children’s work. In addition, a review of sampling techniques that have been applied in the past and in on-going national child labour surveys will be undertaken in order to recommend the most appropriate model sample design. The outcome of this exercise will be produced in the form of a SIMPOC Methodology Manual. The Manual will cover all the essential stages in planning, preparation and execution of child labour surveys, thereby becoming an important guide for ILO staff and their counterparts in IPEC-participating countries as well as other users.”

54. At the time of writing, this Manual is in the finalization stage and is planned to be made available in August 2003. It certainly requires a considerable work to draw lessons from five years of experience (as well as from the pre-SIMPOC surveys) with the contributions and help of all those who have been involved. It would have been easier to produce if, during these five years, a regular, collective updating of the difficulties encountered and the lessons learned had been done. This could have been
realized, for instance, through quarterly meetings of all relevant headquarters staff, and through knowledge exchanges with NSO officers involved in CL issues at regional meetings. Such collective exercises would have been immensely beneficial for the improvement of the methodology and *modus operandi* all along these five years. This is not to say that experiences have not been exchanged among staff. But such exchanges have depended on personal relationships. They are therefore not systematic and they are not documented. They remain part of an individual and oral culture with all the fragility it implies. Regarding the exchanges between NSO officers from different countries and regions, they appear to have been very limited. The SIMPOC External Advisory Committee on Child Labour Statistics (SEAC) indeed advised that (and the evaluation takes this advise as a recommendation):

55. *It is recommended that “SIMPOC solicit comments from national statisticians involved in the execution of the child labour surveys regarding the field experience in administrating the different types of questionnaires and in particular the strengths and weaknesses of the principal questions of each of the questionnaires.”*

56. This lack of consolidated knowledge, emerging through the documentation consulted and the interviews conducted during the evaluation, coexists with very perceptive and knowledgeable individual views, thus pointing to missed opportunities of synergy for SIMPOC as a global programme. This is particularly the case for the NCLS, since Rapid Assessments — as will be seen later in this report — have a better learning documentation. During the first meeting of SEAC (14-15 April 2003), it appeared that most methodological issues raised by the Committee have been touched upon and dealt with, by one staff member or another, in one country or another. This includes definitions and their operationalization during field surveys, the reliability of age categories, the recording of child activities during the preceding week or year, the differences of answers between parents and children, issues related to the timing of the survey or technical matters, such as sample size, random sampling, etc. The debate and staff interventions confirmed that very few stones had remained unturned during the first five years. At the same time, the lack of integration and systemization of experiences across SIMPOC was underlined.

57. At the time of writing, it is not known by the evaluator whether the children’s questionnaire of the NCLS has been the subject of an *“immediate expert review to ensure its suitability for obtaining reliable information directly from the children themselves”* (as advised by SEAC), and if results of this review have fed into the Methodology Manual. The Manual meanwhile has been sent to SEAC. However, the review of such a manual is a time-consuming task which does not seem feasible in the time frame planned for its September publication in several languages, which is unfortunately before the next SEAC meeting.

58. *It is recommended to consider the SIMPOC Methodology Manual to be issued in August not as a “final” text (as planned) but, on the contrary, as a departure point for a wider consultation, including in particular a large number of NSO officers who have been involved in NCLSs. Besides the SIMPOC External Advisory Committee on Child Labour Statistics, the consultation should as well include the members of the Global Network of Child Labour Researchers set up by the ILO in December 2002 as well.*
59. The TOR of this evaluation state in paragraph 18: “The overall purpose of this evaluation is to assess SIMPOC’s effects and performance, focussing on the SIMPOC programme as a whole and the use of SIMPOC. It should be underlined that it is not a review of the survey and other instruments used. However, where it is appropriate, the evaluation should recommend on how to improve the household questionnaire or other surveys instruments.”

60. Taking advantage of this possibility to make recommendations “where it is appropriate”, it is submitted here (as it was by the evaluator during the SEAC meeting) that the issue of seasonality has not been sufficiently reflected upon in the methodology and the questionnaire design of the NCLS. This has consequences on the quality and reliability of the collected data.

2.3 Seasonality as a specific methodological issue

61. In rural areas the pattern of activities and incomes is predominantly structured by the seasons and, particularly, by the agricultural calendar, even for families that are not engaged in agriculture. Millions of illiterate rural people have experienced such a time structure in their daily lives, and a university degree is not necessary to understand that. It seems trivial and a matter of common sense, but there is a strong resistance to take seasonality seriously into account at the methodological level. This resistance has probably to do with an urban bias reinforced by an industrialized country bias. NSO officers were asked the following question: “Do you think the timing of the survey has influenced the results?” Out of the 26 respondents, only three of them answered “greatly”, 11 “moderately” and 12 “not at all”. Questions about the preceding seven days have an obvious seasonal bias. As for the 12-months-recall questionnaire, memory is freshest for the preceding month and progressively fades away, particularly as the questions are asked about the entire year without any time structuring but requesting details on duration in months of the main activity. For instance, the scattered nature of agricultural and many other activities in the informal sector over time casts a serious doubt on the reliability of the answers.

62. ILO staff was asked a slightly different question which did not mention the effects of the timing: “Was the timing (in relation to seasonal activities, school holidays, festivals, elections…) of the investigation “very adequate” (12 responses out of 34, that is 35 per cent), “fair” (11 or 32 per cent), “inadequate” (5 or 15 per cent); six stated they were “not in a position to answer”. For 67 per cent of the respondents, timing was therefore fair or very adequate. However, the following comments were made: “Some household surveys took place during school vacation time and the numbers of working children might have been higher during this time”; “The survey missed some important seasonal activities by asking about work done in the past week.” These examples denote certain sensitivity to seasonality, although by very few ILO staff. Another comment points towards a very important issue: “The survey took place during the rainy season and that caused difficulties for the interviewers.” As it is often the case in tropical countries, the rainy season (for instance the monsoon months in India) coincides at least partially with the school holidays and the hunger months, during which all family members including children try to find whatever food or income is available in situ or through migrating. On the other hand, the survey logistics are the most difficult at this time of the year. But through avoiding the rainy
season, very valuable information on child labour might be lost. While there is no universal magic solution to this dilemma, it is necessary to be conscious of it and to try to work out solutions in each particular circumstance. If no satisfactory solution is found, child labour estimates need to be qualified accordingly. A better designed questionnaire related to the preceding year would help in this regard, whatever the placement of the fieldwork on the meteorological, agricultural and school calendar.

63. In the case of the NCLS questions relating to the 12 preceding months, it would be helpful to design it with 12 columns and to retrace the activities starting from the immediately preceding month. On such a calendar, key events such as religious festivals would be placed. The school calendar would include holiday periods, and in rural areas the agricultural calendar would indicate peak periods of labour requirements, harvesting periods and the like. This would not be very time consuming at the questionnaire design stage as these events and signposts are the same in a given area. For a national survey, the number of different signposts would, of course, depend on the size and heterogeneity of the country, but it should not be very great. The school calendar is most often national, whereas religious festivals are partly national and partly local. Such questionnaire design will help the respondents to recall their activities, since this time structuring is highly significant to them. For a NCLS carried out in a given year, the division in 12 columns works out whatever the calendar type, whether solar (“western”, Gregorian), solar/lunar (based on the moon, with adjustment to the solar year every two, three or four years, still traditionally used in many countries, such as in rural India), or entirely lunar, that is the Muslim calendar in which festivals advance by 11.25 days each solar year and fall again at the same date of the Gregorian calendar after 33 years.

64. As stated above, in rural areas the period of the pre-harvest months, the so-called lean months or hunger months, is the period of suffering for poor households. They have to make both ends meet with whatever means at their disposal: indebtedness, seasonal migrations, and, of course, child labour. In many cases the lean months coincide, at least partly, with the school holidays. In such cases, child work does not necessarily conflict with school attendance. The 12-months-recall period thus organized in the NCLS questionnaire becomes significant for the respondent as it fits a life structured around time lags between available resources and requirements. If it is strongly felt that children should also be interviewed on their activities over the preceding 12 months, these key signposts would be helpful for going backwards at least for a few months, depending on the child age, the variety of child labour activities undertaken, and his/her memorisation capacity and cognitive development. This is a question still to be debated with SEAC.

65. Regarding questions related to the preceding seven days, this approach permits the placement of such a week in the calendar of activities. The results could be very different if the reference week is in the month before or after the main harvest, during a peak period of agricultural activity or in the off-season, during school-time or during school holidays.

66. The timing of the survey itself should therefore be reflected upon and not entirely dictated by administrative processes, funding availability and donor pressure to respect deadlines. For instance, seasonality has been addressed in the Mongolia child labour survey, where CL data is being collected over a period of 12 months, and in the
Romania child labour survey, which was implemented quarterly as an attachment to the regular quarterly labour force survey. If, however, there is no flexibility at all to choose the timing of the fieldwork, a repeat survey should ideally be conducted at the same time of the year in order to obtain comparable results with the same bias. Modifications could be introduced in the case of Muslim countries. Key religious festivals or periods (Ramadan) have a great influence on activities, monetary needs, and family sources of incomes, including child labour. In this case, the timing of a repeat survey has to be reflected upon in order to take into account the sliding (11.25 x number of years between two surveys) over the solar year.

67. In urban areas, seasonality is of course less prevalent. Recurring time patterns of activities, labour and employment are less firmly established. However, quite a few of them are linked to weather conditions, such as construction work, as well as agricultural production. This is particularly the case in smaller towns involved in agri-processing, marketing and petty trade. In some countries with an active tourism industry, there are also peak periods of activities linked to the high season(s), which have implications for child labour, including prostitution.

68. In all situations, the school calendar remains an important reference for child labour and (at the methodological level) for the memorization process in general. This, together with the key events and festivals of the past 12 months, is a significant signpost for a recall survey. One SIMPOC staff mentioned examples of training and sensitizing enumerators to the use of references to religious festivals or events, in order to help respondents answer the 12 months questionnaire. But, as often in SIMPOC, this was an individual initiative, not systematized. In addition, the issue of seasonality is going beyond training of enumerators for questionnaire and survey design. An example was given on a NCLS conducted at different times of the year in order to reduce the seasonal bias. This approach, which implies higher costs, remains as an isolated example. Lessons have not been drawn collectively on its feasibility, constraints and costs and benefits in terms of data reliability.

69. If enumerators are knowledgeable and committed, they are generally well acquainted with the frequent disjunctions between the conceptual implicit assumptions of the questionnaires designers and the way people themselves see, approach and understand their own world. The more experienced they are; the more practical tricks they know for circumventing these difficulties as to obtain the data required. These roundabouts methods do not appear in the questionnaire. As a consequence, very relevant information about people’s lives, perceptions and understanding is lost.

70. It is recommended to give a thorough attention to seasonality issues in the timing and design of NCLLS, and to redesign the 12 months recall questionnaire in the form of a 12 months calendar incorporating the key elements of the school calendar and recurrent activities (agriculture, migrations...), along with signposts such as religious festivals and key social events that help the memorization process. Repeat surveys should ideally be carried out in the same period in order to obtain the same seasonal bias, therefore improving the reliability of data comparisons.
71. This recommendation is in line with the advice of SEAC formulated as follows. It is repeated here as a recommendation of this evaluation, as it is not known to which extent the SIMPOC Methodological Manual has taken this advice into account:

72. It is recommended that “the sample design of stand-alone surveys take into account the seasonal activities of children, some governed by the very nature of the schooling system and some by the type of economic activities in which certain children are engaged, for example, in agriculture and tourism industries. Data collection would need to be staggered throughout the year as a preferred option to capture a wider range of child labour activities. If the survey is designed into surveys rounds during the year, the sub-sample sizes must be adequate to produce not only reliable of levels, but also estimates of distributions, especially where these are themselves seasonally dependent.”

2.4 Training, data collection and implementation issues

73. Since Child Labour is a new field of enquiry for most of the NSO officers concerned, prior training on NCLSs by the ILO is of particular importance. For 13 of the 26 NSO officers who answered the questionnaire, ILO assistance and training was found “useful” and for ten of them “very useful”, leaving only three who found it “inadequate”. One found it inadequate in relation to the assistance during the questionnaire design. The fact that an overwhelming majority (88 per cent) of the NSO officers directly concerned thought that the training useful or very useful is a very positive achievement of SIMPOC, which has thus contributed to national capacity building and, therefore, to the sustainability of such endeavours, at least at the technical level.

74. ILO staff perceptions confirm the useful role of training and the resulting increased national capacity. It should be noted that this result is not in the nature of a self-assessment as only a few of the 51 respondents were directly involved in these training activities and the overwhelming majority (more than 80 per cent) were not part of SIMPOC. ILO staff considered that prior to training the national capacity to deal with CL statistical measurement was equally divided (13 each) in three categories: very adequate; adequate; insufficient (see Section 3.3, diagram 6). Twelve felt they were not in a position to answer. Asked if national capacity had improved with ILO training, 16 replied that they could not answer. This reflects the fact that a few respondents were not in a position to know the effects of the training, and they gave an honest answer. But quite remarkably, the 13 cases indicating the “insufficient” category was reduced to two, the “adequate” category increased from 13 to 15, and the “very adequate” category from 13 to 18. Two comments were of a particular interest. The first one pointed out that in one country, training as such had not been conducted, but guidance was provided from headquarters through exchange of information, guidelines, and phone conversations. At the country level, meetings had been held, a perfectly acceptable approach given the already high level of statistical capacity of the country concerned. The second comment, very relevant for this evaluation, deals with gender sensitivity which should be improved during training activities. While by its very nature child labour has to do with gender issues, it is always necessary to be vigilant, particularly at this crucial stage of training. The evaluator therefore shares the views expressed by this comment:
75. It is recommended to give an increased attention to gender issues during training and to improve to the greatest extent possible gender-sensitivity all along the process of data collection and analysis.

76. Delays experienced with NCLSs point out to several implementation issues. In the questionnaire sent to NSOs, 19 out of 26 respondents reported delays. Delays were, on average, longest at the analysis/report preparation stage. SIMPOC staff attribute these delays to the fact that most of the financial resources were usually spent upfront to carry out the field survey and the data processing, leaving less NSO staff time, commitment and financial resources for analysis and report writing. This is a task considered as more difficult than the relatively mechanical earlier stages. In light of the experience thus acquired, it could be useful to protect the budget item for analysis and preparation of the report.

77. Before fieldwork started, the longest delay (one year) was reported in Brazil, due to administrative complications in establishing the agreement. Other delays due to similar reasons were experienced in Belize (six months), Ghana (five months), and Ethiopia (four months). At the processing stage the longest reported delay was in Ghana (six months), apparently due to the lack of available staff. The analysis/report preparation of the Nicaragua NCLS experienced a delay of 11 months, due to the difficulty in identifying and recruiting a qualified consultant. A similar delay occurred for the report finalization. In some cases, report writing was contracted out by the NSO for lack of available competent staff, for instance in Zambia. Report finalization requires an interaction of NSO, national authorities and SIMPOC staff to ensure the required quality standard. It was mentioned above that in Nicaragua this process took 11 months. It took two years in Zambia; due to the shortage of funds and lack of expertise. Another long delay in finalizing the report affected El Salvador (nine months) partly for the same reasons and partly due to the decision not to duplicate efforts and to analyse the data together with UCW. The earthquakes of early 2001 contributed to the initial delay in data collection.

78. The approval for public release is submitted to a process much more political in nature. Although the agreements signed include the necessity to publish the NCLS and the authorization for the ILO to release them, the sensitivity of child labour issues might lead to some reticence of official authorities when they are confronted with the end product. The approval for public release took, for instance, two years in Zambia and nine and eight months in El Salvador and in Ethiopia respectively.

79. It is the submission of this evaluation that the delays occurred can in most cases not be attributed to a lack of efficiency of SIMPOC staff. Instead, there are administrative or political difficulties SIMPOC staff are trying to solve to the best of their abilities at individual level. However, it would be helpful to collectively draw lessons from the problems encountered and assess the extent to which standard agreements (financial as well as legal) could incorporate these lessons in order to shorten the delays at different stages. While this should improve efficiency and reduce delays, another delicate issue remains to be solved, namely the trade-off between national ownership and rapid delivery. This can be solved only on a case-by-case basis.

80. It is recommended to collectively draw lessons from the problems encountered during NCLS preparation and implementation and assess the extent to which
standard agreements, financial as well as legal, could incorporate these lessons in order to improve efficiency at the different stages. This is particularly important for the analysis and report preparation stages, through contractual provisions protecting the budget allocated to them.

2.5 Data dissemination and use

2.5.1 Data dissemination

81. NSO officers were asked whether the NCLS report had been released to the public. Out of the 21 respondents, nine answered “yes”, seven stated that the report was not released but was finalized, and five did not know. The next question was “If the report is released to the public, were references made in the written press, radio, television, parliamentary setting or other instances?” The small number of cases (9) does not allow much analysis. In all but one case, there were reports in the written press and features in the radio (5) and television (6). Only in three cases references were made in a parliamentary setting.

82. Field missions conducted for this evaluation give more information as they were specifically requested to do so as well as to document the effects of the SIMPOC statistical efforts. Out of the ten country reports, information is available for eight countries where NCLS final results were published and generally discussed at workshops with stakeholders. In four of these countries, the NCLS had a significant TV, radio and press coverage, namely the Philippines, Cambodia, Ethiopia and Brazil. There was no specific information on Turkey. In Sri Lanka it was reported that the NCLS results received “much publicity in print and electronic media”, without further details. In Romania and El Salvador final results were not yet available at the date of the enquiry. However, preliminary findings had already been presented during a seminar gathering around 100 participants in Romania. In El Salvador, preliminary findings were presented during a Round Table on the Time-Bound Programme as well as during the Poverty Week in 2002, with a slot allocated to them in the framework of the presentation of the National Household Budget Survey Report.

83. In Costa Rica, 26 articles were published on child labour in 2002 with 1998 survey data. Final results of the second NCLS will be made available in August 2003. The dissemination strategy to present them is described as follows:

Box 3: Dissemination Strategy for NCLS results

- Training workshops on how to use the CL data for staff of the Ministry of Labour and Social Security, the Patronato Nacional de la Infancia, the University of Costa Rica and University Nacional
- Database for consultation in the offices of INEC, the national statistical office
- A CD-ROM, available in INEC and the IPEC office in San Jose
- Dissemination of selected data through the INEC web site
- Qualitative data available at the Ministry of Labour and Social Security
- Reports and data available at IPEC’s web sites (HQ and San José)
- A national workshop to which over 80 persons from different ministries, government agencies, NGO’s, international agencies, universities, research institutes, etc. are invited

Source: Questionnaire data
84. It is also mentioned that the CL database has been requested by the Institute of Economic Investigations, researchers on the rights of children at the University of Costa Rica, the Ministry of Education, and some municipalities.

85. In the Philippines, the launch of the 2001 NCLS was a smaller event than what was organized for the 1995 NCLS. Nevertheless the special guest was the Chairman of Congress Oversight Committee on Labour and Employment, and one TV channel and a radio covered the event. Excerpts from the survey were reported in the press. In Cambodia the NCLS findings were also announced on TV and radio.

86. In Ethiopia, a half-day dissemination workshop was held this year with more than 120 participants from different governmental and non-governmental organizations, academic institutions, mass media as well as international organizations. This was followed by three radio programmes of about 20 minutes each on the local FM radio station, which covers Addis Ababa and its surroundings, with a population of 3 million inhabitants. There were also one programme of eight minutes of the Voice of America and two reports of 15 minutes each on Radio Fana, which has a national coverage. Radio Ethiopian reported results in the local languages and in English. The Ethiopian TV had two programmes on child weavers during which NCLS results were quoted. Several newspapers had articles on the NCLS findings.

87. In Brazil, the “National Household Sample Survey: Child Labour 2001” was launched on 16 April 2003. The IBGE (the national statistical office) organized a public event in Rio while, simultaneously, the ILO organized the release in Brasilia with key national personalities in the fight against child labour. The results are available on the IBGE web site and in all IBGE libraries across the country. Summary of the research is also available on the Ministry of Labour web site. As a result of the launching of the survey, 35 articles appeared in national and regional newspapers, 22 on the Internet, and there were two radio broadcasts and ten TV features. On 10 July 2003, a workshop sponsored by the National Forum on the Prevention and Elimination of Child Labour and IPEC is planned to analyse in detail the child labour statistics collected by IBGE; 16 State forums from the five regions of Brazil and 31 groups which are members of the National Forum will attend together with labour and employers organizations and NGOs.

2.5.2 Impact of the NCLS

88. The impact of the NCLS on awareness raising, advocacy, policy and legislation is not easily isolated from other SIMPOC and IPEC activities. In Chapter 4, “SIMPOC as a Global Programme”, some attempt will be made to assess the combined impact of the three main SIMPOC products. The authors of the country reports prepared for this evaluation were nevertheless requested to collect views and perceptions about the NCLS impact. This could be done only in countries where NCLSs had been released and when a sufficient time had elapsed. These views, of course largely subjective, range from the absence of discernable impact in one country to the drafting of legislation in another.

89. More specifically, it was stated that in Ethiopia the Ministry of Labour and Social Affairs “is planning to draft a Plan of Action against child labour” and that the NCLS had a definite role in the ratification of Convention No. 182. The Government of
Tanzania, uses NCLS data in formulating employment policies, particularly those pertaining to minimum age for employment and laws on child labour, as well as in policy on poverty eradication. Child labour is mentioned in the Poverty Strategy Paper (PRSP) and CL indicators introduced in the PRSP monitoring system. Child labour issues were also included in District Development Programmes. In Cambodia, the report was considered by the Council of Ministers and it was agreed to include CL data as part of the indicators of the country PRSP. In Brazil, NCLS data has contributed to the drafting of a proposal of the National Plan on the Prevention and eradication of Child Labour of the National Commission on the Eradication of Child Labour. This proposal is scheduled to be submitted to the President in October 2003. NCLS data are also used for the design of the Time-Bound Programme, the evaluation of the “Fight against Child Labour” programmes, the formulation of a programme on family assistance by the Ministry of Social Assistance, the review of some education activities by the Ministry of Education, generally not very concerned by CL issues, and seem to have oriented the Agricultural Refinancing Plan. The author of this report gives these examples under the NCLS impact. However, the RAs also contributed to these policies and programmes to an extent that is not easily measurable.

2.5.3 Indicators

90. One important objective of SIMPOC is to develop indicators of child labour. As indicated in the Introduction (paragraph 18), this evaluation will limit itself to what has to be reasonably expected from SIMPOC, that is indicators measuring the incidence of child labour at the national level taking into account issues of comparability across countries and the need of periodic global estimates.

91. As NCLSs are the source of statistically significant indicators at the national level and (as of now) the major source of indicators at the sectoral level, the following question was addressed to NSO officers: “Has the NCLS resulted in identifying standard indicators at the national/sectoral level to measure CL as well as the impact of programmes and policies?”

92. With regard to the national level, 17 out of 21 respondents answered “yes”, one “no” and three did not answer. The negative answer was explained in stating that in order to measure the impact of programmes and policies it was necessary to incorporate questions identifying who have been the beneficiaries and who have not benefited. It was further necessary to ask about the triggering mechanism of the intervention, whether related to government, public sector, private sector, civil society, NGOs, etc. “It means that it is not possible to limit oneself to formal education or training which might have been imparted, without investigating all the other types of support aiming at the elimination of child labour.” This comment is very much in line with the complexity referred to under section 1.1.2.

93. With regard to the sectoral level, the number of positive answers was 11, that is somewhat lower, and the negative answers increased from one to 3. One respondent pointed out the difficulty of developing indicators at the sectoral level, the regional or rural/urban distribution being considered as more meaningful and easier to grasp.

94. ILO staff was asked the following question: “How do you rate the relevance of existing CL indicators at national, sectoral and global levels?” With regard to the
national level, 64 (72 per cent) of the 90 respondents rated the indicators “relevant” or “very relevant”, with perfect equality between the two categories. The number of “very relevant” ratings decreased from 32 at national level to 24 at sectoral level and to 19 at global level. The number of “relevant” ratings increased from 32 at national level to 36 at the two other levels. As a result, the total of the two categories “relevant” and “very relevant” is relatively stable (64 per cent at national level, 67 per cent at sectoral level and 61 per cent at global level), as well as the category “not very relevant” or “not relevant at all” (8, 12 and 11 per cent respectively) and the category “not in a position to answer” (20, 21 and 28 per cent). Like other results of the same nature concerning the ILO staff, these answers do not reflect a self-assessment, as few SIMPOC staff are among the respondents. They point out that whatever ILO non-SIMPOC staff might say, the majority has a fair confidence in the indicators derived from NCLSs.

95. However, another question brings much more divided opinions: “To what extent does the data generated through SIMPOC allow comparison amongst regions and countries?” Nobody answered “not at all”, a category offered by the questionnaire, but 36 per cent answered “not very much”, 33 per cent “to a great extent” and 31 per cent did not know.

96. These divided answers are not surprising. They depend on the familiarity of the respondent with the subject as well as with attitudes and value judgements. The complexity of the subject is illustrated by a table provided by IPEC together with comments (see Annex 4). The Global Estimates on Child Labour includes economically active children, children in child labour that requires elimination and the extent to which children are engaged in hazardous work and other forms of child labour.

### Table 2: Child labour concepts from the view-point of standards

| What are we counting? – Global estimates from the view-point of standards | (for details see Annex 4) |
|---|---|---|---|---|
| **Work that is NOT covered by minimum age; e.g. household chores, work as part of education** | **‘Non-hazardous’ types of industries or occupations: hours of work (per week) used as a proxy of hazardous / light work criteria** | **43 hours or longer. Because of long hours*, considered hazardous [3] even from 15-17 age group** | **Hazardous child labour = one of the WFCL C. 182 Art. 3 (d). by classification of industries (i.e. mining and construction) or occupations [2]** | **Unconditional worst forms of child labour (WFCL)** |
| Age 15-17 (only WFCL, incl. hazardous work, is prohibited) | Less than 14 hours per week considered permissible as light work [4] as from 12 years ** | Non-hazardous employment or work [1] 15 years of age is taken as the age cut-off | | As under C. 182 Art.3 (a) to (c) [5] (e.g. bonded labour, prostitution, illicit activities, etc.) |
| Age 12-14 (prohibited to work, unless it is “light work”) | | | | |
| Age 5-11 (prohibited to do even “light work”) | **permmissible light work, therefore NOT child labour** | | | |
| Age Under 5 | Presumed not to be at work for the purpose of the estimation | | | |

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97. As stated in these comments, “generally, children of different ages perform “work” of different types, for different reasons and in different conditions. How can a line be drawn between “acceptable” forms of work by children (even regarded sometimes as something positive) on the one hand, and child labour that we aim to eliminate (because of negative consequences) on the other? Furthermore, within “child labour”, another line needs to be drawn between “the worst forms” which require action as a matter of urgency and the rest of child labour. International labour standards concerning child labour do not offer a single set of definitions in answer to the above questions applicable throughout the world. Minimum Age Conventions include many optional or flexibility provisions. Many points are left to national determination. This is also the case for the definition of hazardous work, which is also a part of the worst forms of child labour.” Therefore not all respondents to the questionnaire might be aware of this complexity. For the purpose of the global estimation, a single set of cut-off criteria was used for all countries, as explained in the Annex. Having the international standards in mind, efforts were made to take as much as possible the average level or criteria prevailing in national legislation. However, in order to be reflected in the estimates, any criteria need to correspond to the statistical classifications or disaggregations of available data.”

98. All those who went through the painful and heroic effort to produce global estimates of child labour know these difficulties and limitations. Some of them, the more “perfectionist”, even feel that too many hypotheses and adjustments had to be made to consider these estimates as “scientific”. Those who know little about the complexity of the subject feel suspicious. Others feel that the preparation of the estimates was too confidential, thus preventing comments and potential improvements. It is not for this evaluation to make any pronouncement about the validity of these estimates. But there is obviously a trade-off between the adaptation of the survey instruments to national circumstances, adaptation linked to national ownership, and the desired comparability of data across countries. However, it should not be forgotten that such estimates have to be treated in accordance with their own nature and purpose: a) they are no more than estimates and do not pretend to be measurements; b) they give an indication of the rough magnitude of the child labour problem worldwide on the basis of the least unsatisfactory treatment of whatever data are available; and c) governments and policy-makers have understood these limitations well and have also seized the importance of the problem and its world dimensions. This allows them to take a less defensive attitude in relation to their own constituencies and a more pro-active role towards the elimination of child labour in their own countries, while donors countries have been further sensitized to their ethical — apart from trade-related interests — responsibilities in this area. SIMPOC’s contribution to the “Global Estimates of Child labour” and to the debate on the definition of child labour has therefore greatly contributed to put child labour issues on the international scene and, as a consequence, among national policy issues.

99. There is certainly a fair margin for further progress of the reliability of indicators at the national level and an even wider margin at the global level. But indicators have a dual role. The first is to give a snapshot of the situation at a given time. This allows decision-makers to get a sense of what should and could be done. The second is to monitor the evolution of the situation over time. It requires repeat surveys, an issue
examined further under the sustainability section. Changes in the values of indicators are not, by themselves, explanatory.

100. Evaluation and analytical processes have to be carried out in order to identify causes (including actions and non-actions) and consequences of changes as well as to clarify attribution at different levels. This is an issue we will revisit in Chapter 3 (SIMPOC as a Global Programme) under the section on SIMPOC’s global impact.

101. While work on indicators should continue to improve them, it is recommended that a greater effort be made to explain to a wide audience the difficulties faced in defining and measuring them and the limitations imposed upon their use. Their role tends to be overplayed by the development community at large for their apparent simplicity, at the expense of knowledge generation through the analysis of processes, which is essential for the identification of effective interventions aiming at reducing/eradicating child labour. As will be indicated further on, such analysis could be best approached through inter-organizational action-research, rather than being confined in one unit or set of activities.

2.6 Cost-efficiency and sustainability issues

102. Cost-efficiency is part of each and every TOR of a standard evaluation. It is quite natural for an organization and particularly for donors to attempt to get an estimate of the nature of the input/output ratio. While financial and staff inputs are relatively easy to measure, it is certainly less so in relation to outputs, outcomes, effects and impacts, particularly when there is little possibility to compare through benchmarking in a synchronic and/or diachronic manner. It is very much the case for the statistical measurement of child labour, a relatively new field of investigation characterised by the difficulty to get reliable estimates of activities often fragmented over time and having a reduced visibility, with as a consequence, increased costs. In addition, as one major objective of SIMPOC is to raise awareness so as to produce new legislation and enforcement of rules and regulations, as well as change attitudes of employers and parents, a cost-efficiency exercise becomes rather illusory.

103. Recipients of the questionnaire were asked the following question: “In your judgement is the cost-efficiency of SIMPOC activities you were involved in high, medium or low?” 19 (38 per cent) of the 51 ILO staff respondents chose the possibility to answer “I have no idea” for NCLSs. The percentage of respondents giving this candid answer rose to 46 per cent for RAs and 54 per cent for BSs. The “high” response was given by 15 respondents (29 per cent), “medium” by 13 (25 per cent), and “low” by only four (8 per cent). Whatever subjective values are attached to such judgements, those who chose to venture in giving a scoring to cost-efficiency of the NCLS ranked it high or medium at an overwhelming majority (88 per cent) against 68 per cent for RAs.
However, there is a more objective approach, if not for NCLSs as a whole at least in relation to the stand-alone surveys vs. modular surveys. For obvious reasons, the latter are less costly. The difference as computed by SIMPOC is on an average from one to two. The average cost per household covered by modular surveys comes at $10.7 for 18 modular surveys, against $23 for 15 stand-alone surveys. If the outcome is of a comparable magnitude, modular surveys would be, according to these calculations and on an average, more “cost-efficient” than stand-alone surveys. However, if the latter are conducted it is generally because there is no prospect in the near future for a suitable survey (labour, employment, MICS, etc.) to be conducted so as to become the receiving structure of a child labour module. Choices are therefore limited. In addition, there is an obvious trade-off between the cost reduction through a “lighter” survey, which is being considered by SIMPOC, and the richness and value of the information obtained. This is particularly the case if the data is expected to support analyses of “causes and consequences of CL and their relationships with other socio-economic characteristics” as spelled out in one of the four objectives rewritten for SEAC. Strategic choices have therefore to be made by SIMPOC, which should not content itself with ad-hoc individual arrangements.

Cost efficiency is closely related to sustainability. If repeat NCLSs are conducted with little or no outside support, for the government the expected benefits justify the costs. Sustainability was dealt with in the questionnaire addressed to NSO officers. The first question was: “How do you assess the probability of repeating NCLSs?” This question was further subdivided into two categories: a) without external support and b) with moderate external support. The prospect for a) was found poor or nil for 17 respondents (65 per cent), medium for seven and high for only one respondent. One said that he/she was not in a position to answer. In relation to b) the
prospect is much more encouraging as it was considered high by nine respondents (35 per cent), medium by 12 (46 per cent) and poor or nil by only 2. It is therefore noteworthy that 81 per cent of the NSO officers find a high or medium prospect for repeating NCLSs with only a moderate support.

106. Answers to the second question give a somewhat less optimistic outlook. The formulation was as follows: “Would you consider that NCLSs have (or could) become part of the regular statistical programmes of your country?” Only seven (27 per cent) answered positively, the other 19 (73 per cent) chose the category “not yet” but no one the category “doubtful that it will ever be”, a reassuring sign.

107. The third question was: “Do you think that even in the worst case of human and resource availability (thus precluding repeat NCLSs) the experience acquired could help maintaining the visibility gained on CL issues?” Positive answers numbered 20 (77 per cent), the rest of the respondents doubting that it could.

108. In the questionnaire addressed to government officials the sustainability issue was formulated as follows: “In your opinion, what is the likelihood that data on CL will be collected again, with little or no assistance of SIMPOC?” 12 respondents out of 23 (52 per cent) assessed the likelihood as being high or medium for NCLSs against nine (39 per cent) for Rapid Assessments or Baseline Surveys, thus denoting a higher sense of ownership for NCLSs than for the other two, a rather natural result as NCLSs are carried out by NSOs under government sponsorship while the two others are the products of various entities (only exceptionally including NSOs) and individuals.

109. There are certainly conjectural and subjective elements in the answers given by NSO officers and Government officials. However, they are the best placed to envision the likely availability of the financial and human resources needed for NCLS repeat surveys. ILO staff are less equipped to assess the sustainability of NCLSs as demonstrated by the fact that 41 of them out of 90, that is 46 per cent, stated they were not in a position to answer the following question in relation to NCLSs: “What is the likelihood that CL data will be collected again with little or no assistance of SIMPOC?” The percentage is slightly higher for RAs (49 per cent) and reaches 62 per cent for Baseline Surveys. But nearly one third (32 per cent) answered that the prospects for repeat NCLSs with little or no assistance of SIMPOC were medium or high. ILO staff are therefore more pessimistic than Government officials (52 per cent as mentioned above) and much more pessimistic than NSO officers (81 per cent of the NSO officers were of the opinion that NCLSs could be repeated with only moderate support). Most of the free comments on the sustainability of NCLSs offered by ILO staff revolve around the lack of funding and of insufficient national priority given to CL issues. Insufficient technical capacity is mentioned for a few countries only.

110. The more pessimistic opinions might undervalue the persistence of the effects produced by the ratification of Convention No.182 and by the various ILO initiatives to date, including NCLSs. They might equally neglect the impact of future ILO initiatives. The more optimistic opinions might include partly represent wishful thinking. This in itself denotes that progress is desired on CL issues. One NSO officer gave this comment:
Box 4: Sustainability of child labour data collection

“Some little support will always be necessary to help the office which manages the data base and to continue to receive information from the ILO child labour site, so as to maintain the information up-dated, including documents, surveys, research coming from other institutions. This, however, is not a substitute to the necessity to continue household surveys in order to measure child labour with a certain periodicity which could be every two years.”

Source: Questionnaire data.

111. It is unrealistic to expect that once the demonstration effect is obtained at the country level, the ILO would be able to count solely on the country to maintain the effort on NCLs. This is at least the case of the less developed countries as observed by an ILO staff member who felt that this sort of sustainability would be really only possible for emerging economies and more developed countries. It is therefore also to the ILO to sustain its efforts and mainstream child labour in its organization with less reliance on donor funding and, in particular, as will be recommended later, to allocate staff on regular budget in accordance with its declared priority on child labour.

112. The sustainability issue should usefully be placed in a broader context given the link between child labour and poverty. In particular in International Development Association (IDA) countries, every effort should be made by ILO/SIMPOC to integrate child labour issues in the Poverty Reduction Strategy Paper (PRSP), thus attracting the attention to the necessity to periodically collect data. In Tanzania, thanks to an individual staff initiative, SIMPOC results have influenced the Government to include child labour issues in various policies, in particular in the PRSP. SIMPOC has produced several statements indicating how a CL input into PRSP could facilitate the mainstreaming of CL in national statistical surveys, hence contributing to the desired sustainability. But statements do not suffice: the introduction of CL into PRSP requires a strategy and systematic efforts across IDA countries. For instance, SIMPOC should follow closely the activities of PARIS21, the Partnership in Statistics for Development in the 21st Century, hosted by the OECD’s Development Cooperation Directorate, which aims, inter alia, at fostering a closer dialogue between producers and users of statistics around poverty issues, with a special attention (but not exclusive) attention given to PRSP. Many national, regional and subregional workshops have been organized over the last two years, as well as task teams on Strategic Statistical Development Plans (OECD led), Rural and Agricultural Statistics (FAO led), Statistical Capacity Building Indicators (IMF led), Improved Statistical Support for Monitoring Development Goals (World Bank and EU led), and Census (UNFPA led). This evaluator has overseen the evaluation of PARIS21 and, as far as he knows, has noticed only a very limited participation of the ILO Bureau of Statistics and no references to child labour or to SIMPOC direct or indirect (through national associates) participation. Attendance at workshops in El Salvador, Senegal, Ethiopia, Cambodia, Philippines, etc. would have provided a greater visibility to CL issues and an opportunity to plead for mainstreaming them in national statistical instruments. Other opportunities have to be explored in the framework of the World Bank Trust Fund for Statistical Capacity Building whose evaluation the evaluator is also overseeing.

113. It is recommended to link SIMPOC activities with other international undertakings in the field of poverty and social development so as to make child labour visible as an indicator of poverty and social deprivation that needs to be
periodically monitored through national surveys and integrated in global indexes, such as the UNDP Human Development Indicators.²

114. The number of countries for which child labour statistics are available should, of course, be sufficiently large to allow a CL related indicator to be integrated in such global indexes. In addition, it is necessary to have consistent CL statistics below 15 with the distinction of the 5-15 category, as all UNDP indicators as well as Millenium Development Goals consider adults as 15 and above (for instance, adult literacy or female economic activity rates) and have a special indicator for population under 15, as well as a special “youth” category 15-24 for MDG1 (youth literacy rate), MDG2 (ratio of literate females to males), MDG4 on HIV and MDG10 on youth unemployment, this last category conflicting somewhat with CL paradigmatic framework.³

3: RAPID ASSESSMENTS AND BASELINE SURVEYS

3.1 Rapid Assessments and Baseline Surveys as of June 2003

115. A single list for RAs and BSs by regions and by country (status as of June 2003) is provided in Annex 2. It lists 86 RAs and 89 BSs that are completed or ongoing, altogether making a total of 175. SIMPOC’s contribution is therefore as impressive in the field of Rapid Assessments and Baseline Surveys as it is in carrying NCLSs. The total of these different products as of June 2003 is 221, including three NCLSs in preparation.

116. The list provided in the annex is an example of what is being made available in the absence of a MIS. It is without precise dates and status. References to the years were added by the evaluator, as they concern the RAs funded by the US DOL for which a consolidated documentation exists. The regional distribution is as follows:

² In a comment on the 1st draft of this evaluation, it is argued that “the suggested integration of CL indicators in global indexes such as the HDI would be unrealistic in the near future, due to the lack of data with standardized international definitions over a period of time.” However, this comment leaves some hope to arrive at standardized international definitions allowing such integration in a not too distant future.

³ As an independent view, outside the scope of this evaluation, a cut-off point of 15 appears much more realistic than the 18 of ILO Convention No. 182. Furthermore, and especially for WFCL, a severity index should be used with, for instance, a doubling of its value when going from the 13-15 age group to the 11-13, then 9-11, 7-9, 5-7, as the harm done to children is not irrespective of age but increases rather exponentially when age decreases.
117. Diagrams 3 and 4 show a dominance of RAs and BSs in Latin America and the Caribbean and a much reduced share in Middle East and North Africa (Lebanon, Jordan and Yemen). The Sub-Saharan Africa share of RAs and BSs is around 20 per cent, a reduction compared to the 32 per cent in the case of NCLSs, with only three French-speaking countries. For comparison, the regional distribution of NCLSs is repeated below.
Diagram 5: Regional distribution of SIMPOC National Child Labour Surveys

<table>
<thead>
<tr>
<th>Region</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Latin America and Caribbean</td>
<td>30%</td>
</tr>
<tr>
<td>Sub Saharan Africa</td>
<td>32%</td>
</tr>
<tr>
<td>Asia and Pacific</td>
<td>20%</td>
</tr>
<tr>
<td>Middle East and North Africa</td>
<td>7%</td>
</tr>
<tr>
<td>Transition Economies</td>
<td>2%</td>
</tr>
<tr>
<td>Developed Economies</td>
<td>9%</td>
</tr>
</tbody>
</table>

Source: Own elaboration based on questionnaire data
Map 2: SIMPOC Rapid Assessments and / or Baseline Surveys
Source: Own elaboration based on information provided by SIMPOC
118. It is recommended that efforts be made to diversify language skills in SIMPOC and to improve geographic coverage as well as knowledge exchanges.

119. The Rapid Assessment idea surfaced when it became clear to SIMPOC staff engaged in NCLSs that household-based national surveys were facing great difficulties in obtaining information on the worst forms of child labour, often relatively “hidden” or “invisible” and the most dangerous, illegal or unhealthy types of activities or occupations. The adoption in June 1999 of ILO Convention No. 182 and the accompanying Recommendation 190 on the prohibition and elimination of the worst forms of child labour for all persons under the age of 18 reinforced the necessity to look for other types of data-collection methods and analysis. Methodologies to gather information relatively quickly have been used for more than two decades, in particular in rural areas in connection with development project design. Some of them were derived from agro-ecosystem analysis by Gordon Conway in the late seventies in Thailand and became known as Rapid Rural Appraisals. During the eighties, social anthropology approaches were adopted in Rapid Assessments Procedures in the health and nutrition field, as well as Rapid Ethnographic Assessments, which used conversations, observation, informal interviews and focus groups, and reduced the time required for fieldwork. All of these approaches were more or less strongly linked with what has become the family of Participatory Rural Appraisals, incorporating “participatory action-reflection research” derived from Paulo Freire and participatory action research. These links will be further reflected upon in the recommendations of this present evaluation.

Box 5: Research methods for investigating children in prostitution in Jamaica

A variety of Rapid Assessment research methods should be used and data triangulated to verify information. A high level of professionalism is required. Identifying and collaborating with key informants to get access to the target group of children, building trust, rapport and confidence, respecting confidentiality; probing leads to make children more visible and moving beyond the barriers of social and personal prejudice are key elements for conducting this kind of research. Security risks need to be addressed. Budgets need to take account of related costs associated with conducting research at night, meeting the cost of food, drink, entry fees to clubs and higher transportation costs for taxi drivers with information on key locations. Special attention to recording and analysing data and writing graphic, non-sensational reports that respect and protect the identity of key informants are also challenges. Selection of an experienced and skilled team with strong community and institutional links is also vital to success. Using well-known and trusted persons is especially important in working with the children.

The 269 persons consulted included:
- 129 children (48 per cent), the majority of who were females; and
- 140 adult stakeholders (52 per cent).

Given the well-known difficulty of gaining access to children in prostitution and related activities, the large number of children consulted was considered a major achievement.


120. In 1999, the ILO and UNICEF built on their experience and that of others to draft some “Guidelines for Rapid Assessment” for investigating child labour. The

4 Gypmantasiri et al. and Gordon Conway (1980): An Interdisciplinary Perspective of Cropping Systems in the Chiang Mai Valley: Key Questions for Research, Multiple Cropping Project, Faculty of Agriculture, University of Chiang Mai, Thailand.
draft was issued in January 2000 and was to be finalized after field tests, a task which is underway at this time of writing. In the introduction, the reader is reminded of “intentional” RA pilot studies which were carried out by the ILO and UNICEF during the 1990s in Pakistan, Colombia and Bangladesh: “…while other researchers using RA ideas from various sources also began to research limited geographical areas, or else specific occupations in their own countries. Sometimes they called their research approaches RAs, sometimes not, but these research efforts have much in common. Slowly it is being appreciated that these approaches could be useful ways for gathering information relatively quickly and at low cost to describe the specific labour situations; these could be utilised immediately for action programmes, and also serve to complement the findings of large scale surveys which, together, facilitate the formulation and implementation of both specific or focussed regulations and activities as well as national policies and large scale programmes for combating child labour in all its different forms, particularly the worst forms.” The ILO-IPEC programme on Combating Trafficking in Children for Labour Exploitation in the Mekong Subregional also developed a comparable approach in early 1998.

121. The reference quoted above is reiterated in the main text (page 10) of the draft “Guidelines” under the first section “What is a RA?” “It is usually done with the objective of formulating a project or some kind of intervention.” Baseline Surveys were introduced later on to identify the target groups and to establish underlying information to monitor and evaluate large IPEC projects in specific sectors or geographical areas. While SIMPOC has produced many documents on RAs, BSs have received less attention to conceptualise their nature and, in particular, to clarify their specificity in relation to RAs. The difference is not at the methodological level, as will be seen below. It is also not in relation to establishing the basis for future monitoring and evaluation, at least if one takes seriously what the draft “Guidelines” state in the same section (page 10) already quoted: “If the research has been done well, the findings will be reasonably accurate and representative of the issue that was investigated. They can even be replicated, with a fair degree of reproducibility”, thus suggesting the possibility of repeat surveys or enquiries allowing the monitoring over time of the evolution of the situation. There is therefore proximity between RAs and BSs that allows us to examine them in the same chapter and clarify their links, which are stronger than with NCLs.

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6 A SIMPOC comment on the 1st draft of the evaluation states the following: “It is argued that BS are different from RAs in their definition, goals, methodological procedures and uses. For instance, BS unlike RAs provide the possibility to generalize to a wider population.” This comment also suggests to “add a comparative matrix to explain the similarities and differences between RAs and BS”, a useful recommendation SIMPOC is best placed to follow.
Box 6: The human dimension offered by a RA: A typical working child in mining

Tumijisho is a 15 year-old boy working full-time at an artisanal mine in Geita. He lives with his mother in a nearby village and has seven brothers and sisters. Tumijisho dropped out of school in standard five because, after his father died, his mother was unable to pay his school fees. He works seven hours a day, digging and ferrying gold ore and mud from pits, carrying bags of mud on his back to sieving sites, sieving the mud and crushing the gold ore. He is paid in cash at the end of each day. Tumijisho suffers from severe shoulder and back pain and frequent bouts of diarrhoea. His younger sister, Daria, is 13 years old and works full-time at a food stall - 10 hours per day. She was raped by a miner one night as she was returning home at 9pm. She is now five months pregnant.


3.2 Methodological issues

Since the draft “Guidelines” on Rapid Assessments were issued in January 2000, SIMPOC has made great efforts to reflect on the best methodologies to be followed for each particular category of child labour and to learn from experience. The interactions between SIMPOC staff seem to have been much more significant for the RAs than for the NCLSs, even if one staff member was handling a large number of RAs. The reporting requirement to one of the SIMPOC donors (USDOL), even if too frequent and heavy for an already overworked staff, played a positive role in triggering the production of an explicit documentation on what was achieved, on the difficulties encountered and lessons learned. A Synthesis Report on 38 RAs commissioned to an external team of researchers contributed to the debate. In draft since July 2001 it had yet to be finalized at the time of this writing. A revised version was presented to the Technical Seminar on Investigating the Worst Forms of Child Labour Using the Rapid Assessment Methodology, organized by SIMPOC, at ILO headquarters in Geneva, 11-13 December 2002. This seminar stimulated further exchanges within SIMPOC and between its staff and researchers involved in RAs. According to the final participant list, 19 researchers representing a total of 22 of the RA reports and one national report took part in the seminar. Research in 12 countries (Bolivia, Brazil, Costa Rica, El Salvador, Ethiopia, Jamaica, Nepal, Philippines, Romania, South Africa, Tanzania and Turkey) and one border area (Mekong) was also represented. Additionally, participants included a number of IPEC partners such as workers’ and employers’ organizations; UNICEF, WHO, the ILO, World Bank, and FAFO; the US Department of Labor; representatives of ILO departments, IPEC field and headquarters staff as well as consultants, including the author of this evaluation. It is to be regretted that such extremely positive knowledge exchange did not take place for NCLSs.

This exchange of experiences was considered “useful” or “very useful” by 12 of the 15 respondents (3 did not answer) to the questionnaire addressed to researchers involved in RAs and who happened to have attended the seminar. Nine of them found that, as a result of the seminar, issues had been clarified, while six felt that they were only partly clarified. For nine of them satisfactory solutions were only partially found, while the other six did find that satisfactory solutions were identified. Many documents presented and distributed at the seminar were found particularly useful. One comment deserves to be quoted in extenso:
Box 7: Seminar on Investigating the WFCL

“The most useful element of the seminar was for me the insight that I gained from the many discussions (within the breakout sessions and in the general sessions) on the issues faced by the researchers in the field – particularly (in relation to) the form of WFCL they were investigating, the usefulness of the manual, and other unpredictable topics. I think that this form of knowledge transfer and exchange was richer and more effective than any document could ever hope to be. And that, more than any of the myriad of informative and interesting documents that were provided, is what made the session a success. The lessons of this interchange are the ones that I will take with me into future projects, both from a process perspective (the importance of providing a venue for information exchange) and from what I have learned from the researchers about the application of research methodologies in this complex area.”

Source: Questionnaire data

124. During the seminar, the RA methodology was submitted to a “strengths, weaknesses, opportunities and threats” (SWOT) analysis. The results are given in Annex 3. This evaluation commends the SWOT analysis, generally agrees with its diagnostic and will make comments on only a few points. The first one, under “weaknesses”, is about quantitative vs. qualitative approaches, representativeness and statistical significance. This debate is present in all the family of the rapid approaches referred to above but has a particular acuity in the case of child labour and particularly the WFCL. Choosing the best times and locations for interviews, the best way to establish a rapport with the children and get reliable information (including basic and seemingly simple data like ages) in their own cultural setting, while respecting ethical issues and security concerns, are important obstacles to a satisfactory quantification and, even more, to the representativeness of the children interviewed. But this issue takes a different turn if one is interested in understanding the complex web in which these working children are positioned and the processes they are submitted to, rather than in estimating numbers. There is a strong likelihood that, in most instances, both the systemic relationships and the processes revealed by a RA have a relevance which is not confined to the local and specific situation investigated by the RA. The challenge is therefore to identify what could be specific and what might have a larger significance, rather than to try extrapolating numbers. This being said, any effort by RA researcher to quantify better their enquiries is, of course, welcome. This could be done by associating RA researchers with statisticians, and, particularly, with NSO officers involved in CL. The common view opposing these two groups (and through them NCLCs and RAs) maybe too simplistic, as evidenced by the answers of NSO officers to the following question: “Do you think it would be feasible to include in NCLS questionnaires more qualitative elements related to attitudes, expectations and perceptions?” Out of the 26 respondents, 17 (65 per cent) answered “yes”, thus suggesting their openness and interest, even if they might actually have some difficulty doing it for a number of reasons. In the next Chapter “SIMPOC as a global programme”, this NCLS/RA relationship will be dealt with further.

125. The second comment on the SWOT analysis is related to a “threat” rightly pointed out: “If the studies are not followed by (more or less immediate) action, there is a danger of not coping with expectations raised in the communities. It might be better not to do anything if it turns out that nothing gets done as a consequence of the study.” Half of the 26 RA respondents were indeed of the opinion that RAs raised the expectations of the children interviewed; nine of them felt that it was maybe the case, and 4 that it was not the case. But 20 confirmed that an absence of follow-up or a long time-lag raise ethical issues, as shown in the following comment:
Box 8: Ethical issues related to child labour research (1)

“The RA raises children and community expectations. If there are no interventions it is better to leave the children in their situation”.

Source: Questionnaire data

126. Another comment gives a different view:

Box 9: Ethical issues related to child labour research (2)

“In the case of urban CL, we interviewed children in the streets, just once, which makes no sense of continuity in the relationship. We also had some workshops with some of the children, but we called the events “The day of the Working Child”. During the day, the children shared experiences, had some food, played soccer and we gave them a T-Shirt each one. At the end of the day, we said good bye. We did not raise expectations.”

Source: Questionnaire data

127. The following policy oriented comment was also offered:

Box 10: Ethical issues related to child labour research (3)

“It seems clearly irresponsible for the investigations not to lead directly into the design of potential interventions. (...) I do think there is an ethical responsibility attached to doing research in this area, and researchers should be prepared to help put what they have learned to good use. (...) Once the RAs have been used to identify appropriate interventions or policies, and the organizations that should undertake each, however, I do not think that researchers or IPEC have an ethical obligation at an institutional level to immediately and directly intervene in the lives of participating children beyond what has been determined as an appropriate role for them through the RA analysis.”

Source: Questionnaire data

128. We are back to the issue mentioned above of the RA objective stated in the draft “Guidelines”: “(An RA) is usually done with the objective of formulating a project or some kind of intervention”, and back to the somewhat blurred line between RAs and BSs as far as objectives are concerned. One definition of the BS used within SIMPOC is: “Conceptually, a baseline survey is a study, composed by a set of instruments that provide adequate, precise, useful, and high-quality information prior to the design and/or the implementation of an action program” (given by the SIMPOC BS Officer based in Costa Rica). We have already referred to the fact that a RA does not necessarily lead to an intervention, while a BS is linked to an already decided intervention, generally of a relatively large size, typically a Time-Bound Programme. Another difference is a more quantitative orientation, as the lessons learned both from NCLSs and RAs have shown that such orientation was desirable and feasible. It is even pointed out in the above mentioned document that BSs could “provide information and quantify CL at the national level through a national survey (e.g. cluster sampling) at selected sites followed by an extrapolation or through using BS results and extrapolate them at the national level using data from secondary sources”. It is however also indicated that BS primary data can be qualitative (through in-depth interviews, direct observation, life stories…). In that sense baseline “surveys” are not necessarily surveys and should more correctly be labelled as “studies”. BSs using different approaches, including RA approaches as well as probability-based sample surveys, are therefore not defined by a methodology. Instead, they are defined by their objectives already mentioned to which one should be added: building the basis for future monitoring and evaluation.
Over the last two decades most development programmes and projects have conducted baseline studies in order to fine-tune interventions, particularly in relation to the identification of target groups, the processes they were involved in and the likely changes brought about by the intervention, as well as to constitute the basis for future monitoring and evaluation (M&E). The latter M&E objective implies repeat enquiries/surveys with a sufficient comparability to assess/measure changes over time, as well as the identification of some elements allowing clarification of the attribution issue. As former Chairman and Convener (1989-98) of the M&E Panel of the UN ACC Sub-Committee on Rural Development, grouping together the evaluation heads of some 20 agencies, including the World Bank, the evaluator is in a position to safely state that baseline studies/surveys, when conducted, have rarely played a useful role in M&E as far as constituting a basis for future data gathering of sufficient comparability. The usefulness of the best of them was more on the qualitative part, and in particular in the identification of processes at the start of the intervention and the analysis of their modifications during and after it. This is not to say that SIMPOC should not attempt to build a basis for M&E. It is simply to state that expectations should not be too great in relation with the building of such a basis, an intellectually satisfying objective difficult to achieve in most cases. This is even more the case in relation to CL, as, with time passing, children leave the original cohort identified by the BS for adulthood and other children join, while contextual parameters for many of their activities tend to change fast in a globalizing world, a further methodological difficulty when it comes to measuring children’s withdrawal from CL and their integration into school. Unless they are nominally monitored (a solution which cannot be applied to large numbers) attribution thus becomes a delicate problem.

The above explains why the first question in the questionnaire addressed to ILO staff and researchers involved in BSs was: “While it is understood that a major objective of the SIMPOC BS is to obtain relevant information (data as well as causal links and processes) for a given intervention on CL, another important objective is to establish a basis for future monitoring of the project and its evaluation at different stages. Is this duality of objective a source of difficulties?” The questionnaire was sent to 14 persons and answered by 11, a high response rate. But, more importantly, all those responsible for BS design participated in this exercise. Four of them did find that this duality of objectives was a source of difficulties, the seven others being of the opposite opinion. The following question was: “If yes, are the difficulties related to the fact that, on the one hand, the project has yet to be designed on the basis of the survey while, on the other hand, the monitoring system can be designed only after the project is fairly well shaped?” The same group agreed with this formulation of the difficulty to pursue this dual objective.

As for repeat surveys, the following question was asked: “What is the likelihood that repeated surveys (probably on a smaller scale) for M&E would in the future be conducted in a statistically significant manner?” The overall response was positive as five of the 11 respondents rated this likelihood as medium, four as high and only one as poor, another respondent not feeling in a position to answer.

As indicated earlier for NCLSs, the TOR of this evaluation indicate that the latter is “not a review of the survey and other instruments” but “where it is appropriate the evaluation should recommend on how to improve the household questionnaire or other surveys instruments.” In relation to Rapid Assessments each
one of them had — within the general framework of the UNICEF/ILO draft Guidelines — a specific methodological approach fitting particular circumstances; the most sophisticated having been developed in Nepal. As for the baseline surveys, each BS officer developed her/his approach, however with dialogue taking place between the BS officers in Costa Rica and Bangkok, dialogue which could contribute to streamline the BS approach and should be generalized\(^7\). The only comment this evaluation would like to make is to bring again the attention on the timing of either the RA or BS in relation to school, agricultural and employment calendars.

133. **It is recommended to clarify SIMPOC strategy in relation to the role of future stand-alone Rapid Assessments vs. Baseline Surveys, which incorporates some of the RA features. It is also recommended to reflect more on the dual functions of BSs as helping to shape an intervention and as a basis for future monitoring and evaluation.**

### 3.3 Training, data collection and implementation issues

134. The assessment of the 51 ILO staff who answered the questionnaire related to the impact of training for RAs and BSs on local research capacity is, on the whole, positive but less so than for NCLSs. In order to easily compare the results on RAs and BSs with the one on NCLSs, the impact of training for the three products is summarised in graphic form. The number of those who are not in a position to answer is greater for RAs than for NCLSs, as it is more difficult to have a global judgement given the greater heterogeneity of RAs The heterogeneity is even greater for BSs, given their newness. The impact of training on local capacity is clearly remarkable in all cases.

**Diagram 6: Local research capacity: National Child Labour Surveys**

![Diagram 6](image)

\(^7\) A comment on the 1\(^{st}\) draft of the evaluation adds: “It would be useful to know from the evaluator to what extent this information exchange has been formalized”, something SIMPOC is in a better position to know.
Diagram 7: Local research capacity: Rapid Assessments

Source: Own elaboration based on questionnaire data

Source: Own elaboration based on questionnaire data

Diagram 8: Local research capacity: Baseline Surveys

Source: Own elaboration based on questionnaire data

135. Half of the researchers involved in RAs found the training useful (for eight out of 26) or very useful (for five of them). Twelve declared that no training was
carried out, the answers contrasting with the assessments made by the ILO staff. However, some qualifications to these negative answers were offered in the comments: “It was more of an orientation than a training”; “I was trained by the Regional Working Group on CL”; “There was no specific training; we were given the “Guidelines” and supported by IPEC during the design of the enquiries.” It is therefore most probably a question of definition: while some formal training did take place in some cases, in others the training was on the job with the assistance of SIMPOC/IPEC. This explanation is comforted by the answers to another question: “Do you have any major complaints on the quality of ILO assistance in terms of methodology, administration, finance, etc.?” Only seven of the 26 respondents answered “yes”, while the other 19 did not have any complaint. The comments of the negative answers did not refer to an absence or insufficiency of training or a lack of assistance on methodological matters. They mostly referred to administrative complications and financial matters (insufficient budget, delays in disbursements and reimbursements). The general satisfaction of RA researchers is expressed in response to another question; “If you were to do the same assignment again, and with the benefit of insight, would you do it again?” All answered yes to this question. Asked whether they would do it differently, 15 said “yes”. They suggested a more quantitative approach (“Combine sampling techniques with the RA methods”, for instance), more time for preparation, background research, and data collection “on what the stakeholders and authorities think about WFCL in the area of child domestic work.” A comment related to the latter was: “the selection of topics needs broader discussion at the national level.”

136. Only one comment requested a better training. Furthermore, the following suggestions were made:

**Box 11: Training on child labour research**

- “Ensure that a feedback forum with working children is built into the budget and process. Broader participation/consultation with children in the design and implementation of the data collection process, the evaluation and recommendations. Improve sample framework where possible.”
- “Hold workshops for employers and local leaders as part of the methodology”
- “More qualitative data from the adolescents themselves regarding cultural and social context in which sexual exploitation occur, violence in their lives, community perception of sexual work and sexual relations between adults and minors.”
- “Control groups of non-working children may not be necessary. Causes of child labour should be investigated in the regions from where they migrate.”

Source: Questionnaire data

137. These comments linked to the methodology are indicative of what could be discussed further during training sessions when and if RAs continue to be conducted.

138. In relation to BSs, eight of the 11 respondents did not have any complaint “on the quality of ILO assistance in terms of training, methodology, administration”, while two had some complaints and one felt not in a position to answer. On the whole, the training for RAs and BSs, whether formal or on the job with SIMPOC assistance, was considered as satisfactory not only by ILO staff but, more importantly, by the researchers. This indicates an increase in the local capacity to deal with child labour and, in particular, with its worst forms. This impact on the local capacity is positively appreciated by the 37 ILO staff who felt that, in relation to RAs, they were in a
position to answer the question: “Please assess to what extent SIMPOC has contributed to enhance the capacity of countries to collect CL data?” Out of the 37, 32 answered “to a great or fair extent” and only five “not very much or not at all”. Out of the 33 ILO staff who answered in relation to the BS impact on national capacity, 30 answered “to a great or fair extent”, and only three “not very much or not at all”. As indicated earlier these responses are not in the form of a self-assessment, given the small number of SIMPOC staff.

Box 12: Example of a RA: Children in drug trafficking

The collection of quantitative data carried out through semi-structured interviews, seeks to gather information on the life conditions of children involved in drug trafficking. Further to this, it seeks to reveal the views of community members and professionals on the topic and possible alternatives to confront this activity. The universe surveyed consisted of 40 children, all male; ten young adults, between 20 and 30 years old, three of whom are female and all of whom are involved in drug trafficking schemes; five family members of the children; five police officers; ten members of the local branch of the judiciary system; five principals of public schools; five low-income community members, some of whom are community leaders; 20 children and young adults from low-income communities who are not involved in the trafficking business, ten being drug users and ten who do not use drugs. Altogether, one hundred (100) people were interviewed.

The team managed to collect data on children working in drug trafficking in 21 different communities. The most difficult task of the investigation process was to reach the people who should be interviewed. This was achieved in two ways: (i) members of the research team that live in low-income communities of Rio de Janeiro contacted children active in trafficking directly, and (ii) interviews with children committed to intensive care institutions were authorized by the children’s court (2ª Vara da Infância e Juventude). Data were collected from two institutions: Instituto Santo Expedito and Instituto João Alves. Only three girls active in trafficking were interviewed, as the time was limited and female participation in drug trafficking is relatively small. Children who had stopped working in trafficking or who come from the middle classes were not interviewed at this stage. None of the children interviewed in the institutions belonged to this social stratum. Moreover, it was not possible to find middle class children active in drug trafficking as they are dispersed throughout a vast area.

Generally, the children and adolescents involved in trafficking of drugs were interviewed in public spaces, such as bars and trailers, or in residences of people involved in the traffic. The other interviews took place in the subject’s residences or workplaces.


The implementation problems are different from the ones encountered in NCLSs. The delays experienced by most, if not all, RAs have to be assessed against an overambitious objective of completing them in three months. In other forms of rapid appraisals, particularly with a strong participatory approach, a period of six months is considered as reasonable, and this has been now well understood by SIMPOC staff and donors alike. The adjective “rapid” is still warranted if compared with NCLSs. The difficulties of implementation have to be viewed not only in relation to the identification of competent and committed researchers, but, above all, to the very characteristics of the WFCL issues the RAs (and BSs) attempt to assess/measure. The sensitivity of WFCL issues might delay the political support needed for the study and does not facilitate it, to say the least, at the local and community level. An excellent draft paper produced in November 2002 by a SIMPOC staff member makes this point about the need of “top” and “bottom” support, after having dealt with the duration issue and timing (including related to seasons, school calendar, political events such as
elections, unpredictable natural disasters). This paper entitled “Lessons learned and good practices” clearly analyses RA implementation difficulties such as:

**Box 13: RA Implementation difficulties**

- Timing of the children interviews, with examples in relation to children working in sugarcane plantations (best time being early morning before work in El Salvador) or to children in prostitution, because of the difficulty to locate them during day time (best times being in the evenings and nights on Fridays and Saturdays, but with precautions vis-à-vis employers and clients).
- Interview location, given the possible interference of parents or employers.
- Selection of local research capacity, combining people who know well children and might be known by them (such as, in Jamaica, a well-known actress, TV personality and child rights activist) with creative and competent researchers.
- Connecting with children, with examples from Turkey, where elements of sports and music were entry points to establish a connection with street children; from Romania, where researchers spend time playing with street children, going to the swimming pool, to the cinema or taking a snack with them; from Vietnam, with social activities like picnics or going to movies.
- Ethical issues, including informed consent, avoiding putting children at further risk, raising children’s awareness of their rights, language and approach, trust, conditions of listening, coping strategies, compensation, the right to privacy and the sharing of research.
- Adaptability of the research approach, taking for instance the opportunity of the return of children to their place of origin during festivals in Thailand; or moving away to another province when it becomes clear that girls in prostitution are threatened by their employers if they answer researchers, as in Costa Rica.
- Security issues, a top consideration in the case of child soldiers enrolled in the Moro Islamic Liberation Front (MLIF) of the Philippines, which gave its clearance for entering in the area under its control but objected to mapping sites and households to avoid possible intelligence leakage; other security issues relate to drug trafficking, prostitution, and other illegal or criminal activities which require not only courage and dedication of the researchers but also budgetary means to pay informants (e.g. taxi drivers), entry fees in night-clubs, etc., expenses not usually provided for in the UN accounting system.
- Cross-checking information, taking care of cultural beliefs (e.g. in Tanzania, once a girl has engaged in sexual intercourse, which happens before she is 18, she is no longer considered as a girl but as a woman and therefore free to go into prostitution), age definition and verification.

Source: Informal document “Lessons learned and good practices from 38 RAs”

140. These are some of the difficulties of implementing RAs. BSs dealing with the WFCL have very much the same difficulties, compounded by the attempt to quantify even further and to use sampling methods, often on a larger scale. This evaluation does not wish to repeat what is already well known by SIMPOC staff, or, at least wishes to minimise such repetitions in attracting the attention to what seems to be less integrated in the approach or acted upon. This might be the case of the methodology proposed on action-oriented research by the Regional Working Group on Child Labour in Bangkok, in particular its approach of the triangulation methods aiming at comparing and contrasting results obtained by different methods so as to reveal similarities and differences. Although IPEC is one of the founding members of the Group, it is sometimes viewed as an exotic, if not eccentric, relative while the Handbook produced on the WFCL has a lot of food for thought to provide. Another well known area that maybe not sufficiently taken care of is the ethics of conducting research on WFCL, on which an excellent paper has been prepared entitled “Ethical considerations when conducting research on children in the worst forms of child labour in Nepal”. This paper is a “draft for discussion” dated September 2002, which, although it has a preface by the Director of IPEC praising the “important ethical
considerations” of the document is not yet considered as final and is absent from the publications list January 2002 - December 2003. The paper mentioned above on “Lessons learned and good practices” shares the same predicament of many interesting internal contributions made by the staff — a loose treatment that leaves documents floating around indefinitely with no decision approving or rejecting their observations and reflections.

141. It is recommended to include in the training package for RAs and BSs documents on action-oriented research, triangulation methods and ethics, documents which therefore require to be translated in several languages.

3.4 Data dissemination, use and impact

142. Data dissemination and data use were the subject of a question addressed to the RA researchers:
   - When the report was finalized, did you participate in dissemination meetings with IPEC-ILO staff and government officials?
   - Was a media conference organized for the release of the RA report?
   - Was the report mentioned in the press?
   - Was it mentioned on TV?
   - Was it mentioned during a parliamentary debate?
   - Was a video prepared?

The results are shown in the following graph:

Diagram 9: Dissemination of RA results

<table>
<thead>
<tr>
<th>Dissemination Method</th>
<th>Yes</th>
<th>No</th>
<th>Not in Position to Answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Dissemination meeting with IPEC-ILO &amp; the Government</td>
<td>15</td>
<td>9</td>
<td>2</td>
</tr>
<tr>
<td>Media conference</td>
<td>14</td>
<td>9</td>
<td>3</td>
</tr>
<tr>
<td>Mentioned in the press</td>
<td>16</td>
<td>7</td>
<td>3</td>
</tr>
<tr>
<td>Mentioned on TV</td>
<td>16</td>
<td>5</td>
<td>5</td>
</tr>
<tr>
<td>Mentioned during parliamentary debate</td>
<td>7</td>
<td>9</td>
<td>10</td>
</tr>
<tr>
<td>Preparation of video</td>
<td>8</td>
<td>7</td>
<td>11</td>
</tr>
</tbody>
</table>

Source: Own elaboration based on questionnaire data

143. The responses are therefore very positive for the first four questions (government, media conference, press, TV), ranging from 14 to 16, out of 26 respondents. In only eight cases was a video prepared, and in seven was the RA mentioned in a parliamentary debate.
Box 14: Recommendations of a RA for policy intervention

**Prevention**

- Regulation of the work of porters between the ages of 14 to 18 according to labour law specifications. Legislation that limits allowable weights for minors should be enforced on each porter route and at all areas where child porters are used. Adult porters should be organized in unions and against child labour.
- Provision of alternatives to child labourers aged 14 to 18 years, including vocational training and Start and Improve Your Business programmes. Vocational and skill development training should be available to interested teenagers.
- Reduction of economic vulnerability in sending areas through support for programmes aimed at generating income-earning opportunities for the rural poor. Income generation programmes such as vegetable farming, agri-business and marketing skills should be targeted at the parents of child porters in marginalised districts.
- Improving the quality and eliminating the cost of education in sending areas in order to support a meaningful, quality and child-friendly education system.
- Improved monitoring systems within District Child Welfare Committees should reach the local level with ample provision for recording and evaluating the situation of child workers in a pragmatic way.
- Campaigns for raising awareness in source DDCs/VDCs should be combined with the mobilization of municipality authorities, workers and employers’ organizations. They should be encouraged to work collaboratively in advocating against the use of child porters and other exploitative child labour.

**Protection**

- Identification of work areas: of the origin of short distance child porters; of porter routes; as well as wards, villages and families where children work as long distance porters. This should form part of an expanded effort to identify the most vulnerable areas, and design practical action programmes to combat hazardous forms of child labour in Nepal.
- Support for regular tracer studies and monitoring, to protect former child porters from returning to the worst forms of child labour.
- Establishment of mobile health facilities on long distance routes for the use of porters, especially child porters, these should offer improved medial help for all sick children.

**Rehabilitation**

- Increased participation of child porters in vocational (or skill development) training programmes, and increased attention to the needs of children who do participate.
- Guarantee of job placements after completion of vocational training programme.
- Improved arrangements for educational opportunities to child porters who want them.
- Expansion of programmes for rehabilitation and non-formal education so that they reach isolated villages where child porters originate.
- Continued withdrawal and rehabilitation of working children below 14 years of age, in order to reunite these with their families and to mainstream these into primary education.


The missions fielded for this evaluation give some more details on dissemination, use and impact. In Tanzania, for instance, the findings of the RAs carried out in different sectors (mining and informal sectors, child prostitution commercial agriculture and domestic service) were reported to the National Round Table (NRT) on the Time-Bound Programme held on 23-25 April 2001. The NRT was chaired by the Prime Minister and attended by more than 100 participants, including representatives from the Central Government, child labourers, parents, district officials, trade unions, employers associations. The proceedings of the NRT were published soon after. The RA reports have been very instrumental in shaping the TBP. However, they do not seem to be widely distributed. They are not translated into Kiswahili. The RA results on child prostitution were used to plan action programmes.
while the RA on commercial agriculture has contributed to speed up the ILO/IPEC subregional programme on “Prevention, Withdrawal and Rehabilitation of Children in Hazardous Work.”

145. In the Philippines, the RA on child soldiers had been the subject of several validation workshops but was not launched at a national consultation. A TV cable programme reported on the study, as did several newspapers. There seems to be a better understanding of the child soldiers issues, in particular that they should be seen as victims rather than offenders. A House Bill that bans the utilisation of children in combat was introduced and the Congress is having intense discussions on the issue. The RA on children in the drug trade also had validation workshops but greater media coverage in newspapers and on TV. RA results contributed to the Dangerous Drugs Act approved in 2002.

146. In Costa Rica, the RA on child sexual exploitation (CSE) was used to organize public discussions forums, to carry out training workshops with the police, the Judicial School, the International Tourism Organisation, and has been discussed in University seminars. A broader dissemination strategy was devised for the RA on child domestic work taking into account the demand for information from different segments of the population. It included brochures, TV messages, radio broadcasts and a documentary.

147. In El Salvador, selected as one of the countries for a TBP, six RAs and two BSs were carried out between 1999 and 2002. In 2003 two BSs are being developed and two more will be initiated soon. The dissemination campaign of the six RAs included press briefs, interviews and the placement of articles. In 2002, 14 articles were published. A video was produced and distributed to NGOs and governmental institutions via a CD-ROM. RAs have become the basis for selecting the five worst forms of child labour. Their results contributed to the identification of some of the WFCL and led to the implementation of BSs in four sectors.

148. In Brazil, the RA on children in drug trafficking published in 2002 generated a demand for similar undertakings in different states, a demand that the ILO could not respond to for lack of financial resources. The RA results were instrumental in triggering a meeting at ministerial level involving the Ministry of Justice, the ILO and UNICEF. On 27-28 November the First National Seminar on WFCL: Children in Narco-Plantation and Drug-Trafficking took place in Brasilia. Newspapers published 16 articles on the RA, which was also the subject of 13 features on Internet and of reports on six TV channels. The National Report “Child and Adolescent Domestic work in selected years from 1992 to 1999” was published in English in January 2003. The absence of a translation has limited its dissemination. It is, nevertheless, used as a guideline for a Masters Programme in Social Sciences.

149. In relation to the use of RAs for direct interventions, 15 RA researchers (out of 26) stated that such interventions were developed in the area where RAs had been carried out, while nine answered that it was not the case, and two did not know. This question was not asked to BS researchers as, by definition, a Baseline Survey presupposes the existence of an intervention. Comments have already been made on the issue of the lack of follow-up in relation to expectations raised.
150. The impact of the RAs is assessed very positively by the RA researchers, as shown in the following graph:

Diagram 10: Impact of RA data

On the whole, how do you assess the impact of the RA on... (RA researchers, n=26)

<table>
<thead>
<tr>
<th></th>
<th>High</th>
<th>Medium</th>
<th>Poor / Nil</th>
<th>Do not know</th>
</tr>
</thead>
<tbody>
<tr>
<td>Further Research</td>
<td>11</td>
<td>7</td>
<td>12</td>
<td>0</td>
</tr>
<tr>
<td>Project Design</td>
<td>8</td>
<td>12</td>
<td>6</td>
<td>6</td>
</tr>
<tr>
<td>Policy &amp; Legislation</td>
<td>14</td>
<td>5</td>
<td>1</td>
<td>11</td>
</tr>
<tr>
<td>Awareness-raising, Advocacy</td>
<td>11</td>
<td>2</td>
<td>8</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: Own elaboration based on questionnaire data

151. One of the researchers who answered “I do not know”, commented as follows: “(In my country) it would be very hard to assess the impact because the researcher did not monitor it and no programme was done by the ILO to do advocacy and awareness raising after the research much to the dismay of the researcher.” Some other comments pointed out a very high impact in terms of legislation (Tanzania), others the necessity to publish the report in local language (Nepal). Two detailed comments deserve to be quoted in extenso:

Box 15: Impact of SIMPOC Data

“In terms of policy, three results are important: 1) The Ministry of Labour established five main areas of CL to work in; 2) the Ministry of Education is starting to give some subsidies to the child workers in an important fishing locality; 3) the Minister of Education said through the media that “it is important to establish specific Education Programmes for Child Workers.” (El Salvador)

“Major impact: raising public awareness, outrage and demand for action as well as mobilization for action. Increased public awareness of CL in general and on children in prostitution cannot be quantified in absolute terms but has also impacted at tertiary level. The First Caribbean Labour Conference sponsored by the University of the West Indies in April 2003 included a component on CL and this workshop was one of the most popular based on attendance. ILO’s study was also mentioned in the plenary panel presentations and papers were disseminated through a CD-ROM.” (Jamaica)

Source: Questionnaire data

152. Such examples show that interesting initiatives have been taken in some countries. There are, however, examples from other countries that are not known to SIMPOC or the evaluator. While in each country opportunities are different, it is nevertheless important to exchange experiences and define a general strategy that could guide the search for the most effective way of disseminating results in each specific case.
153. It is recommended to organize information exchanges on the good practices of disseminating RA and BS reports and to define a general strategy of dissemination and communication policy at the country level.

3.5 Sustainability issues

154. Sustainability is a key issue for NCLSs. It corresponds to the mainstreaming of child labour in national statistical surveys, thus allowing the tracking of the evolution of child labour over time and its integration into policies and interventions. RAs are more in the nature of one-shot enquiries conducted in an ad hoc manner mainly by NGOs and/or academics (individually or as an organizational unit) according to funding opportunities offered by donors. When an established entity is involved and has developed an interest in CL issues beyond the RA carried out with SIMPOC, funds might be mobilized independently of IPEC. If this is the case it is certainly to the credit of SIMPOC to have triggered such development, but if it is not the case this discontinuity has to be put in perspective, as it is not a major objective of RAs to be repeated, a significant difference with NCLSs. It is even more the case of BSs, typically linked to an intervention, which includes in its budget follow-up surveys. However, it is worth noting that the Inter-American Development Bank is beginning some direct action on CL, which includes preliminary investigations somewhat similar to SIMPOC Baseline Surveys.

155. Against such a background, the ILO staff responding to a question on sustainability of RAs and BSs might be too optimistic: One third of the 90 respondents rated- the likelihood of RAs being undertaken again as “high” or “medium”. This rating falls from 33 per cent to 21 per cent in the case of BSs. The following graphs illustrate the ratings given to the sustainability of the three products, as perceived by ILO respondents.

Diagram 11: Sustainability of SIMPOC data collection

What is the likelihood that CL data will be collected again with little or no assistance of SIMPOC? (ILO Staff, n=90)

<table>
<thead>
<tr>
<th></th>
<th>Household based Surveys</th>
<th>Rapid Assessments</th>
<th>Baselines</th>
</tr>
</thead>
<tbody>
<tr>
<td>High</td>
<td>46%</td>
<td>49%</td>
<td>62%</td>
</tr>
<tr>
<td>Medium</td>
<td>22%</td>
<td>18%</td>
<td>17%</td>
</tr>
<tr>
<td>Poor</td>
<td>21%</td>
<td>30%</td>
<td>17%</td>
</tr>
<tr>
<td>not in position to answer</td>
<td>11%</td>
<td>9%</td>
<td>4%</td>
</tr>
</tbody>
</table>
156. The researchers directly involved in RAs show a similar optimism as eight (31 per cent) out of 36 respondents rated the likelihood that RAs will be carried out again with little or no assistance of SIMPOC as “high” or “medium”, while nine (35 per cent) considered this likelihood as “poor” and nine other felt they were not in a position to answer. The question asked to BS researchers was about the likelihood of having repeat surveys for M&E purpose and has already be dealt with above.

157. While the evaluator is more on the pessimist side as far as the sustainability of RAs and BSs is concerned, it should be clear that, for all of us, these are subjective judgements. Future will tell, but the relative optimism of ILO staff is a positive signal of their conviction, commitment and hopes. There is no specific recommendation of the evaluation on the sustainability issue as it is well known by SIMPOC staff, and it is a subject of concern addressed collectively as well as individually.

4: SIMPOC AS A GLOBAL PROGRAMME

4.1 Spatial distribution of the various SIMPOC products

158. Mapping SIMPOC activities gives two sets of information at a first glance. The first one relates to the spatial distribution of SIMPOC presence, whatever the product or products considered. In that respect there is a good coverage of Central and South America, of Eastern and Southern Africa, of South Asia, and to a less extent of South-East Asia. SIMPOC is also active in Southern Europe and West Africa, less in Central Africa and absent from North Africa and the Middle-East. This distribution can be explained through greater or lesser donor interests as well as political sensitivities and national circumstances the evaluation needs not to go into.

Diagram 12: Regional Distribution of SIMPOC National Child Labour Surveys, Rapid Assessments and Baseline Surveys
Map 3: SIMPOC National Child Labour Surveys, Rapid Assessments and Baseline Surveys

Source: Own elaboration based on information provided by SIMPOC
159. It is however recommended to get a better coverage in the future, particularly in Arabic and French speaking countries. In addition to better opportunities in such countries to carry out statistical work on child labour, such broader coverage would also require more diversified language skills in SIMPOC as, at headquarters, only one staff directly supporting SIMPOC activities in the field can work in French but is also dealing with Portuguese and Spanish countries, while all other professionals only have English as working language, an unfortunate situation in an international organization.

160. The second set of information relates to the variety of combinations of products. Some countries only have one of the three main products, some have two or three. All in all the maps display seven different categories. This heterogeneity is striking, but, again may be explained by different opportunities. What is troublesome is the absence of a reference within SIMPOC to an “ideal sequencing” and, more generally, to the relationships between the different products. In each scenario of sequencing, in particular between NCLSs and RAs, there are pros and cons: to reflect on them would have given a better structure of SIMPOC as a global programme.

4.2 Sequencing of NCLSs and RAs viewed by ILO staff respondents

161. In the questionnaire addressed to ILO staff, 51 respondents commented on sequencing. The question was: “Do you think that, ideally, a National Child Labour Survey should be completed before initiating a Rapid Assessment?” While 15 (29 per cent) answered “yes” and 20 (39 per cent) “no”, nine (18 per cent) did not know and seven (14 per cent) found that it was not important. Opinions were therefore divided. However, an overwhelming majority (71 per cent) found either that the sequence should be the other way around or that it had no importance, or they had not reflected on the matter. Answers to the question asked immediately afterwards “If the answer is no or no importance, please elaborate” threw more light on the reasons for such a variety of opinions. Explanations were given by 26 respondents.

162. A few stated that, even if a NCLS should not necessarily come before a RA, a NCLS before a RA could be useful in pinpointing specific problems, groups or areas, and would help in providing the information background before embarking on RAs or interventions, particularly if “nothing is known about child labour”. For those who feel that a RA should come before a NCLS, “RAs can successfully inform us on area-specific sectors that can be measured at the national level through NCLSs”, “the results of a RA should be used in the sample design of a NCLS”, “qualitative research is needed prior to national surveys in order to ensure that questions are context based and appropriate”.

163. Others took a very pragmatic approach and stated that NCLSs take a long time to both organize and deliver results, while RAs are much more rapid. So, whatever comes first is the result of circumstances. The difference of purpose was most often underlined, particularly around the issues of the WFCL. The overall assessment of the respondents is that NCLSs and RAs are two independent products. Even for those who favour one sequencing the benefit appears rather marginal and the relationship between the two products rather weak.
4.3 Views of ILO staff respondents on complementarity/synergy of SIMPOC products

To the question “Are the different SIMPOC elements related to each other in a synergistic manner?” 51 ILO staff responded as follows: 23 (45 per cent) “yes” and 19 (37 per cent) “no”; nine (18 per cent) stated they were not in a position to answer. The predominance of positive answers contrasts somewhat with the preceding question on sequencing, which did not give the impression that respondents had a clear perception of the links (or of the absence of links) between NCLSs and RAs, which were simply seen as coexisting side by side. The two SIMPOC elements were perceived to have some complementarity (national coverage/quantitative and statistically significant but not analytically strong and missing WFCL, versus area or sector based, qualitative and not statistically significant but addressing processes and focusing on WFCL), but not a real synergy. Maybe these positive views of synergistic relations between the different elements of SIMPOC reflected more an ideal to reach than an assessment of the existing situation. Or synergy was taken as synonymous with complementarity. Among the 19 ILO staff who did not see a synergy, eight however found that the products were strongly related, but the same number expressed the opinion that the products were not really or only loosely related; while three felt they were not in a position to answer.

4.4 Views of researchers involved in RAs and of NSO officers on the NCLS/RA relationship

The questionnaire addressed to researchers involved in Rapid Assessments was answered by 26 recipients. To the question “Was a NCLS conducted in your country?” 17 (66 per cent) answered “yes” and four (15 per cent) “no”. Five responded that they did not know, an answer slightly worrying, even if the number is low. To those who answered that a NCLS had indeed been carried out in their country, two other questions were asked: a) “Were the NCLS results accessible before designing the RA?” b) “If yes, do you think these results have had an influence on selecting the subject/area/design of the RA?” 9 out of the 17 respondents stated that the results were not accessible, six that the NCLS results had not influenced the RA selection, and only two that they had an influence on the RA. The proposal “Feel free to comment on the relationship (if any) between NCLS and the particular RA you were involved in” attracted 19 comments, and the following proposal “Feel free to make recommendations on what should be the ideal relationship between NCLS and RA” was answered by 16 recipients.

Opinions on the role of each product were on the whole the same as those of the ILO staff referred to above, with the same divided views on ideal sequencing but with more nuances. Examples are given in the following:
Box 16: Sequencing of NCLSs and RAs

“NCLSs should probably be conducted first, provided that there are sufficient people with experience relevant to child labour issues available to help in the design of that survey. RAs should then be done either in known problem areas (i.e. known to exist even before the surveys results are available), or in problem areas as identified through an analysis of the survey results. However, if RAs were conducted first, it could certainly deepen the understanding of problem areas, which could help greatly in the design of survey instruments and methodology.”

“RAs should be done on the WFCL to inform the NCLS. Based on RA results, researchers and analysts should determine whether or not research on a specific form will benefit from inclusion in the NCLS. RAs can also be used to check the results of the NCLS, especially for areas of child labour that researchers and policy-makers believe may be hidden, underreported or misreported.”

Source: Questionnaire data

167. These nuances might reflect the fact that the researchers were not part of the decision-making process, while ILO staff might have been unconsciously inclined to justify what has been done, although the process was strongly influenced by elements on which the staff had little control (opportunities in the country and donor interests). But the free comments of the researchers bring a new dimension not perceived by ILO staff (or at least not expressed in their answers): the necessity to organize relationships between the main actors involved in NCLSs and RAs, as expressed in the following statements:

Box 17: Relationship between NCLS and RA researchers

“There was no contact at all between NCLS and RA researchers.” (with, it seems, one exception in El Salvador)

“No collaboration or networking between NCLS and RA members leading to wastage of financial resources and human capital.”

“Relationship between NCLS and RA is crucial (as well as) exchanges of knowledge between RA researchers and statisticians.”

Source: Questionnaire data

168. The following recommendation is entirely supported by this evaluation: “Local IPEC office should share the results of the NCLSs with all CL researchers in the country. Workshops would be very helpful in helping to understand and take advantage of these results as well as sharing the outcomes in CDs, as a basis for other related research.” The evaluation would add that RA results should also be shared with NCLS officers and other researchers so as to have a complete knowledge exchange.

169. Answers by NSO staff directly involved in NCLS given to questions related to RAs further reinforce the pertinence of this recommendation. The first question was: “Are you aware of Rapid Assessments carried out in your country?” 11 (42 per cent) out of the 26 respondents answered “yes” and nine (35 per cent) “no”. Six (23 per cent) did not answer, probably not aware of what RAs were. The second question was: “Have you read any RAs?” Only seven (27 per cent) answered “yes”; 15 (58 per cent) chose a rather puzzling “not in a position to answer”, which therefore should be added to the four who answered “no”, as confirmed by the 19 (72 per cent) who, as an answer to the third question, said they had not read any RAs. The remaining seven who had read RAs were almost equally divided between the four who found them “useful” or “very useful” and the three who found them “not very useful” or “useless”. In addition, only four among the 26 respondents had access to the
ILO/UNICEF methodological guide on RAs. In one case, documented by a mission carried out in the framework of this evaluation, the Ministry of Labour contracted the NSO to undertake the NCLS but was not informed about the ILO initiative to carry out a RA, entirely initiated by SIMPOC staff at headquarters. The Ministry therefore refused to endorse the RA that was considered as an ILO report and not a government report. As a consequence, no formal dissemination workshop has so far (as by June 2003) been organized.

170. Exploring the “global” nature of SIMPOC as evidenced by the possible synergy/complementarity between two of its major products, the evaluation examined the actual as well as desirable relationships between NCLSs and RAs through the sequencing angle, allowing deciphering what one product could bring to the other. Thanks to the seriousness, attention and thinking given by the NCLS/RA researchers who have answered the questions, the issue has shifted from the relationships between products to the relationships between actors. There is obviously a lack of communication between NCLS officers and RA researchers. Such communication needs to be organized, particularly since NCLS officers belong to well established governmental organizations which are supposed to carry out future activities on child labour statistics. The RA researchers were freelance consultants, NGO staff or academics contracted for a one shot enquiry with remote, or at least uncertain, prospects of replication. It is therefore up to the ILO staff to make a deliberate effort to foster needed knowledge exchanges. This does not mean that such exchanges did not take place or that ILO staff have not individually integrated the lessons of one exercise into the next one. But this feedback is not systematic; it very much depends on the concerned individual and is not shared in larger circles that include NCLS, RA and other CL researchers, other stakeholders at the country level and other SIMPOC colleagues in the field and at headquarters. Synergy or complementarity of SIMPOC products might therefore “happen” at times to varying degrees, but not systematically as the result of a strategic, concerted and collective effort.

171. It is recommended to organize a network of NSO officers who have dealt with CL issues so they could exchange knowledge and lessons learned in regional or subregional meetings and through appropriate web sites, including the ILO/SIMPOC web site which could — as an element of the debate and as an incentive — post the better and most useful contributions. Selected NSO officers should also be invited to take part in meetings organized at headquarters to discuss methodological issues.

4.5 SIMPOC global impact: Views of government officials and ILO staff respondents

172. A question was included in the ILO staff questionnaire on their views on the impact of SIMPOC at the global level. The results are shown in the following graph:
While awareness raising/advocacy ranks highest, policy and legislation have the lowest score. When asked to freely comment on what could be the best possible indicators for assessing the overall impact of SIMPOC, it is indeed the change in legislation as well as its enforcement which is most often quoted. The second indicator is the number of quotes of SIMPOC estimates in policy statements and papers. The third is the reference to SIMPOC data in research papers. Then come various proposals by one or two respondents (education level, references in ILO Governing Body documents, ratification of Convention No. 182, etc.) A proposal worth noting is the use of findings in Poverty Reduction Strategy Papers, which, however, is restricted to IDA countries.

The number and variety of responses demonstrate that a good approach for building indicators is to set up a participatory process that unleashes creativity and reflects different national circumstances. Once such a process is launched and results are obtained, some ordering needs to be done, conceptually and practically. For instance, if repeat surveys identify a declining number of working children, the best indicator would relate to the overall goal or role of IPEC vis-à-vis other socio-economic trends in the country. Another indicator would be in relation to the elimination of CL. The problem of attribution remains to be solved, in particular with regard to the role of SIMPOC vis-à-vis IPEC interventions. We could choose an indicator which could be more directly linked to SIMPOC activities that has less acute attribution problems (particularly if there is no other IPEC intervention), such as data used to change legislation on child labour. The problem of attribution remains with regard to the impact of such a legislation on the reduction of the number of working children. But legislation on compulsory schooling, driven by a political will to raise the education level might have an effect on reducing the number of working children, even if it is not its primary goal.
175. As an example, in Turkey, a comparison of the 1994 Household Labour Force Survey with the same survey five years later in 1999 shows a 50 per cent reduction in the number and percentage of working children in the 6-14 age group, from one million to half a million (and from 8.5 per cent to 4.2 per cent). This remarkable progress cannot be attributed to SIMPOC, which started in 1998. But IPEC most probably played a role in this, as Turkey was one of the first countries selected when IPEC started in 1992. Since then, a large number of IPEC projects and programmes have been carried out in different sectors supported by a strong government commitment to combat child labour. However, a major factor in this reduction is the new law enacted in 1997 raising compulsory primary education from five to eight years. At the same time, a national campaign was launched to mobilize social and financial support to ensure the implementation of this legislation. The political will of raising the education level was the prime mover, which benefited CL reduction. In turn, the Government’s efforts to reduce CL — stimulated by IPEC interventions — have benefited school attendance. Only a careful and detailed evaluation through a systemic approach could give elements of attribution by setting this change in the overall economic and social development of the country during the same period.

176. The same applies to the Philippines, which however experienced a change in the other direction between the two surveys on children in 1995 and 2000, although of a smaller amplitude. Economically active children aged 5 to 17 years constituted 16 per cent of the total population of children in the same age group in 1995. This percentage increased slightly to 16.2 in 2001. But as a consequence of the overall rapid population expansion, the absolute number of child workers increased by 12 per cent over this six-year period. The Philippines signed a Memorandum of Understanding with the ILO in 1994 and child labour issues also seem to have received a high Government support. The country benefited from as many projects and programmes as Turkey, but is it really possible to conclude that with the same level of IPEC intervention, the results would have been the same? We would like to think that this would have been the case, but again only a very detailed analysis replacing child labour in the overall economic and social development of the country, and particularly the increased proportion of people living below the poverty line, would allow identification of elements of an answer. The increasing demand from donors for indicators to satisfy their constituencies raises a serious issue: up to which point could complexity be simplified? At which point do indicators become simplistic (an issue which is essentially an ethical one rather than a scientific one)? It should also be clear that, when SIMPOC and IPEC are both active in a country, it is extremely difficult to attribute results to one or the other. Their respective activities should be seen as complementary or even, ideally, synergistic.

177. Government officials were asked questions of a more general nature about the (eventually) changing scene of CL in their countries without systemically referring to SIMPOC. The answers are given below:
Diagram 14: Knowledge about child labour

<table>
<thead>
<tr>
<th></th>
<th>Very well known</th>
<th>Known by most</th>
<th>Known by a few</th>
<th>Not known</th>
</tr>
</thead>
<tbody>
<tr>
<td>In your ministry</td>
<td>5</td>
<td>6</td>
<td>12</td>
<td>0</td>
</tr>
<tr>
<td>In other relevant ministries (health, social affairs, …)</td>
<td>1</td>
<td>5</td>
<td>17</td>
<td>0</td>
</tr>
<tr>
<td>In parliament</td>
<td>0</td>
<td>7</td>
<td>16</td>
<td>0</td>
</tr>
<tr>
<td>Among development / humanitarian agencies</td>
<td>2</td>
<td>12</td>
<td>7</td>
<td>2</td>
</tr>
<tr>
<td>Among the general public</td>
<td>3</td>
<td>17</td>
<td>3</td>
<td>0</td>
</tr>
</tbody>
</table>

Source: Own elaboration based on questionnaire data

Diagram 15: Recognition of child labour

Do you think that since 1998 the recognition & understanding of CL issues in your country has made... (Government officials, n=23)

Source: Own elaboration based on questionnaire data
178. The answers are therefore encouraging, as they tend to support the view that, indeed, changes are taking place in the right direction. On the whole, this is also the case with regard to the perceptions of government officials on sustainability. Out of 23 respondents, more than 50 per cent demonstrated some feeling of ownership and commitment in relation to household-based surveys, although a bit less (39 per cent) for RAs and BSs.
Diagram 18: Sustainability of child labour data collection

In your opinion, what is the likelihood that data on CL will be collected again, with little or no assistance of SIMPOC? (Government officials, n=23)

<table>
<thead>
<tr>
<th>Method</th>
<th>High</th>
<th>Medium</th>
<th>Poor</th>
<th>Not in position to answer</th>
</tr>
</thead>
<tbody>
<tr>
<td>Household based surveys</td>
<td>4</td>
<td>8</td>
<td>8</td>
<td>3</td>
</tr>
<tr>
<td>Baseline surveys</td>
<td>1</td>
<td>8</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>Rapid Assessments</td>
<td>3</td>
<td>6</td>
<td>9</td>
<td>5</td>
</tr>
</tbody>
</table>

Source: Own elaboration based on questionnaire data

4.6 Establishment of a database globally and at the country level

One of the overall objectives of SIMPOC is “the establishment of a database on child labour in individual countries as well as globally, consisting of quantitative and qualitative information on child labour. It also includes information about institutions and organizations active in the field of child labour, child labour projects and programmes, industry-level action, and national legislation and indicators.”

If knowledge exchanges are not systematically organized, a minimum condition for complementarity/synergy to express itself into a “global programme” is to have the information put together in an organized manner allowing easy retrieval for those who wish to establish linkages, draw lessons, use the data in a comparative framework for action, policy formulation or further research.

In the first chapter on the context of the SIMPOC evaluation, it has already been stated that this objective points to an organized information repository rather than a database in the narrow sense. Difficulties to collect information for this evaluation have also been stated, as well as the absence of an even rudimentary management information system. The best proxy for such a database or information repository was therefore considered as being the ILO web site on child labour, in particular the SIMPOC web pages within this web site. Several defects of this site were mentioned (Lack of synchronic and diachronic information, micro-data available for only seven countries, exclusive reliance on English, absence of a forum of discussion or chat room).
Diagram 19: SIMPOC web site visits

Source: Own elaboration based on data from the ILO Intranet

Explanation: Data Sets were downloaded 153 times from the SIMPOC web site in a five-month period (October 2002 – February 2003) = average of one data download per day

182. As indicated above, the number of monthly visits to the SIMPOC web site in 2001 was in the range of 2000 to 4000. In 2002 it increased to a peak around 10000 followed by a relative fall in the first five months of 2003 in the range of 6000 to 8000. Such numbers, of course, do not say much about the nature of the visit, i.e. whether it was a simple hit or a more substantive consultation. It would also be interesting to know the number of revisits, particularly in view of the slow updating, a definite weakness in the Internet world. As diagram 17 shows, in a five-month period (October 2002 – February 2003) data sets were downloaded 153 times, an average of one data download per day. A short questionnaire was sent to the 121 web site users who downloaded micro-data and who were requested to identify themselves by providing their e-mail addresses, asking them about the purpose of their consultation, the usefulness of the data, the user-friendliness, etc. The response rate was low, as there were only 23 answers (19 per cent), thus pointing out a certain lack of interest for the site. For those who answered, the main purpose of downloading micro-data was for university/research work (19 of them, or 83 per cent), followed by general information for three users, documentation for mass-media for one user (for a short TV documentary on CL) and none for advocacy purposes. The data was found useful by 14 users, very useful by seven and not very useful by two. About half of them came to know about the site through an Internet search engine, the others through colleagues or links. Once the site was reached, the required information was found easily by 16 users and only seven had difficulties. Data on South Africa was the most used (by 14 of them), while that on Kenya and Zimbabwe were used by only eight. Another question was: “Did you use data/information/analyses from other sections of the web site?” The most visited section was “Facts and Figures”, the least “Guides and Indicators”. These results have been reported for the sake of complete information but are not very informative, given the low number of respondents and the lack of very significant comments.
The number of respondents to the questionnaire addressed to child labour researchers had a better response rate (14 responses for 50 questionnaires sent out, or 28 per cent), and were of greater significance. While the questionnaire to the web-site users was sent to “unknown clients” who had individually consulted the web site, the questionnaire to researchers was sent to individuals who were invited to the Global Network Meeting of Child Labour Researchers which took place at ILO headquarters on 5-6 December 2002. The mailing list of 50 recipients included 33 who participated, 15 who were unable to attend and two officials who are researchers and users. The concept paper prepared for this meeting rightly concluded:

“A small number of critical factors will combine to make a network (of researchers or of any group) a success. The key ones include:
- the need to communicate,
- the means to communicate,
- the participants must want to communicate. This is the crucial factor. If this fundamental, underlying desire to communicate is missing, nothing else will save the network in the medium and long term.”

While answering the questionnaire was not an activity of the Global Network as such, the questions asked about the use of data for research and about the relevance/quality of SIMPOC statistics and the invitation to make recommendations, should have attracted more responses, if only as a courtesy by those who were invited to the meeting and had spent hours travelling to attend it. Unfortunately, many were unwilling to devote twenty minutes to answer questions related to their field of research.

There was no section of the web site consulted more or less than any other, except the “Guides and Indicators”, which was consulted by only three researchers. Regarding the use of the information provided by the web site, the most used was “Methods of data collection” (by nine researchers), followed by the RA section (8). Less used was the National Reports section (4).

This questionnaire is not only significant in relation to those who did not care to answer it, but is also full of insights through the free comments provided by the 14 who did:

**Box 18: Use of information from SIMPOC web site**

- “Because my econometric models are usually complex, they require large samples for sufficient statistical reliability. My observation to date of SIMPOC data is that a number of the national surveys are usable (I am exploring the possibility of using the data from the Philippines) but the data underlying some of the RAs on WFCL are not really usable (sample sizes are too small)”
- “I tried to use SIMPOC but stopped doing so. The main reason is that it does not contain the kind of data I want. This is, for example, the number of children by individual age year from 5 to 14 who are working in the various countries.”
- “The micro-data posted on the Web are not in a user-friendly format. In addition, data for only a few countries are posted on the web site.”

Source: Questionnaire data

Five respondents made a reference to (or used) SIMPOC data in their publications, including one who did it also in teaching. The question was asked “In
relation to your needs what should be the priority for the continuation/expansion of the SIMPOC programme?” The answers vary, from prioritizing WFCL to repeat NCLs “to give a sense of how CL changes over time”. Criticisms were made about the statistical competence of the staff, the absence of sophisticated analyses, and the lack of “sound management” of SIMPOC. The web site itself was also criticized: slow posting, absence of data formatting such as STATA, SPSS, etc. (“These are easily converted between applications and save the user from having to enter data labels, etc.”) Recommendations were made about quickly posting data sets, particularly micro-data (along with usable codebooks), as well as key research papers (“not only those written by the ILO”) and discussion papers. The World Bank LSMS web site was referred to as an example to follow as “greater data documentation should be available on-line, as more information than the codebook and questionnaire is needed to use the data”. Another comment about codebooks is formulated as follows: “They were not very helpful in that they often did not contain information such as variables against which one could check their own calculations to make sure the data had been downloaded properly. I know that I am not the only potential user who has had these reactions.” There were several exasperated remarks on the small amount of data on the site compared to what is known to be available in SIMPOC. Part of the answer was attributed to the insufficient productivity of the staff assigned to work on data sets for web posting, while another part was related to the official status of these data: are they or are they not in the public domain? Regarding issues of substance, three were mentioned:

- the importance of including “information like non-economic activities and schooling”;
- the importance of interviewing local teachers and health workers and collecting serious data on children’s health; and
- the importance of reflecting more on the formulation of the questions and cognitive testing (an issue also raised in the April meeting of the SIMPOC External Advisory Committee on Child Labour Statistics).

**Box 19: Interviewing children in NCLs**

| “I am concerned that many questions cannot be answered by many of the respondents – particularly when they are children – because terms are not adequately defined, single questions are often too complex containing too many conditions, and/or asked in too direct a way for sensitive information. Cognitive testing of the survey instrument is clearly needed. Since I am not confident in the survey instrument, I am not confident in the data, and do not use them.”

Another respondent states: “All current questionnaires (long form, short form and children’s questionnaires) must be reviewed by survey methodology and cognitive specialists. In general, SIMPOC needs to take seriously the advice of the SIMPOC External Advisory Committee on Child Labour Statistics.”

Source: Questionnaire data

188. On most of these issues SEAC had indeed provided some advice, which should be taken into account, as already stated, in the Methodology Manual, before it becomes the standard reference for future surveys and studies. SEAC also had specific views on the web site. The Committee advises that (and the evaluation endorses it as a recommendation):

| (It is recommended that) “SIMPOC expedite the posting of micro-data and related materials on the web site for use by researchers and committee |

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members. To make the web site serve as an archive of survey-related materials, the following priority items should be considered for prompt posting as they become available and these should not be held back until the formal release of the data: questionnaire in language(s) of country as well as the English translation; description of sampling procedures; interviewers training manual; response categories’ codebook; documentation on the construction of sample-to-population weights and other weights adjustments; notes on data evaluation and fieldwork experience such as rates of non-response or statements on why a question did not work well in the field; and finally the edited, anonymous micro-data for public use.”

190. In the Internet world of today, a web site is an essential channel of communication as well as a crucial element of the world image of SIMPOC, IPEC and the ILO. However, it needs frequent updates, signalled as such, as visitors quickly lose interest with somnolent sites. While the arguments used to explain the slowness of posting results (and, more generally, the absence of a coherent policy to organize the site and its maintenance) have not convinced the evaluator, one issue remains whose seriousness does not seem to have been well perceived by the Committee: the trade-off between publication in the public domain and confidentiality in the context of the sanctions debate that is linked, in particular, to trade. It is not in the TOR of this evaluation to elaborate on these delicate matters, but their existence should not be ignored.

191. The state of databases in individual countries cannot be expected, in all fairness, to be on the whole better than at headquarters. ILO staff was asked the following question: “Is SIMPOC data accessible and easy to obtain for national stakeholders?” For 33 respondents out of 90, that is for 37 per cent, the answer was “I do not know”. Such an answer points out the lack of visibility/accessibility of the data generated, at least as perceived by ILO staff. However, only five respondents stated that the data “was not accessible”. The rest, that is 52, divided their answers almost equally between “rather difficult access” (27) and “easy access” (25). 33 ILO staff offered free comments. A frequent comment related to the difficulty and cost of accessing the Internet. This means that the question was understood as relating to the ILO site, in rare cases to national CL sites and not so much to documents produced in the countries and available in printed form. Other comments concerned language issues, that is, the predominance of English in printed documents or its exclusive use on the web site. Finally, about one third of the comments referred to the lack of a national political will to disseminate results given the sensitivity of the issues at stake. One comment referred to the lack of an ILO accessibility strategy at the country level and another offered the following recommendation:

Box 20: Availability of SIMPOC data

“A regular clear overview of what is available in terms of SIMPOC data would facilitate the access and use of it, e.g. through monthly groupwise e-mailing”, a recommendation consonant with the general thrust of the recommendations of this evaluation for more systematic management and knowledge exchanges.”

Source: Questionnaire data

192. A further observation needs to be made about the web site. Its intended audience should not be limited researchers, expert or persons able to easily read UN-style prose. It should also be directed at a wider audience and, therefore, should have
pages written in an attractive and vivid manner in order to sensitize casual visitors as well as union leaders, journalists, opinion leaders and other directly concerned with CL issues. A country evaluation report puts this issue in strong words: “Union leaders do not have time to read all his statistical stuff, they do things. A statistician does not show reality.” We might at least add “directly” at to the end of the statement. In any case, this comment clearly shows the need to put statistical information in simple and direct terms.

193. ILO staff was also asked the question which is part of the TOR of this evaluation: “Is there a firmly established database in the countries you are involved in, consisting of quantitative and qualitative data on CL, information about institutions and organizations active in the field of CL, CL projects and programmes, and national legislation and indicators?”

194. Again a significant number of respondents stated “I do not know”, but was somewhat lower than the response to the preceding question: 22 (24 per cent) against 33 (37 per cent). These additional 11 might feel that they are in a position to answer the second question because they know of the existence of a database but they are not in a position to say that its access is easy for national stakeholders. The rest of the answers is almost equally divided between yes (33) and no (35). Thirty-three comments were given from those who answered negatively. One relates to a territorial aspect: “Please note that SIMPOC is not at all involved in collecting information at country level about institutions and organizations, projects, legislation, etc. This is a job being undertaken by IPEC OPS.” Whatever the division of labour between SIMPOC and OPS on this issue, the TOR were right in mentioning the “non-quantitative and qualitative data” as the key question is whether a firmly established database on CL exists or not in the country. Such a database should not be split into two, one for each sub-branch of IPEC. Further comments refer to the different contents of the database in the proper light:

Box 21: National child labour database

“A lot of quantitative and qualitative data on CL is available at the national level, but these are through reports and CD-ROM mainly. Also the data is scattered rather than consolidated at a national web site. A large volume of data is also available on institutions and organizations active in the field of CL, and on CL projects and programmes, but again there is no comprehensive country level database”

“Different organizations have their own database”
“ALL these data are there, but not in place and not maintained systematically”
“LIKE for other technical cooperation projects, once the work is completed the database seems not to be maintained”
“SIMPOC does not have a standard database design/module to be offered to countries for use as a model. As a result, the quality of the database is very much dependent on the quality of the staff in individual countries”
“A significant failing is the lack of IPEC web sites at the national level in most countries. If these did exist, they would provide a framework for organizing access to such varied information which may well exist but are dispersed”.

Source: Questionnaire data

195. The difficulties of establishing a database in fact reflect the diversity of SIMPOC products, mainly NCLSs on one hand and RAs and BSs on the other. Once officially released, NCLS data are available through the usual NSO channels, as printed documents, CD-ROMs or a NSO web site if it exists. However, CL data collected as a module of a larger survey may not be necessarily available as a special
feature attracting the attention of users, while CL data collected through a stand-alone survey has more opportunities to be singled out. In any case, NCLS documents (whether in printed or in electronic forms) are disseminated through the usual distribution channels to government offices, libraries, university centres, etc. This does not mean that RA, BS and other CL data will be available through the NSO channels, as the latter has no responsibility for them. RAs and BSs are, indeed, generally produced by consultants, NGOs or research institutions, which have limited or very specific dissemination channels. There are, however, possibilities to pool these data together at the ILO country office and/or in a ministry (e.g. the Ministry of Labour), which may be willing to make them accessible through a web site (IPEC local web site and/or a Ministry web site, if available), a CD-ROM, or in printed form. Such possibilities are exploited in a few countries depending on circumstances.

196. In Brazil, for instance, “The National Household Sample Survey: Child Labour 2001” was released through the IBGE (the Brazilian NSO) web site. A CD-ROM enabled a wider and more user-friendly approach to the data. The Technical Inspection Office of the Ministry of Labour produced a summary which was published on the Ministry web site, while also distributing copies of the RA “Children in Drug Trafficking”, which was translated into Portuguese by the Ministry. But the National Report “Child and Adolescent Domestic Work” remains in English, with a very limited distribution. The only other example reported in the ten country evaluation missions undertaken for this evaluation is in Costa Rica. The NCLS survey can be consulted on the INEC (the Costa Rican NSO) web site or on a CD-ROM available from INEC and in the IPEC Office in San Jose, while the qualitative database can be consulted in the Ministry of Labour. The RAs are posted on the IPEC web site but not on the web site of the Subregional Office. The consultant added in his report: “A visit to the Documentation Centre of the ILO (in San Jose) allowed to say that neither the RAs nor the promotion material was available to the public.” In the Philippines report, it is stated that reports are available from the ILO office in Manila, but, unfortunately, “the public normally do not have access to the office and the office is not set-up for reading by visitors.” Last but not least, provided that a database on CL exists, a communication and advertising strategy is needed to reach the potential users, a strategy that is so far lacking.

197. As previously stated, a minimum condition for complementarity/synergy to express itself in a “global programme” is to have the information put together in an organized manner and periodically updated and allowing easy retrieval. This does not seem to be generally the case at country level and is only partially the case at headquarters level through the child labour web site. As a result, SIMPOC remains very much a collection of elements, sometimes remarkable, but scattered with weak links. Opportunities for interaction are thus missed as are the dynamics that such interactions would entail.

198. In order to increase complementarity and, if possible, synergy between the different SIMPOC products, it is therefore recommended to organize much more systematically knowledge exchanges between all actors involved in the elaboration of the different SIMPOC products, to document these exchanges and to make them accessible on national sites as well as on the ILO site on child labour. These web sites could also develop a forum or chat room to stimulate and facilitate exchanges. As another recommendation points to the
necessity to diversify language skills among SIMPOC staff, the ILO Internet site is a crucial point where a multilingual staff should act as webmaster.

5: CONCLUSIONS AND RECOMMENDATIONS

5.1 Overall assessment of SIMPOC in regard to outputs

The evaluation assesses SIMPOC very positively in terms of the impressive number (221) of the National Child Labour Surveys, Rapid Assessments and Baseline Surveys undertaken. SIMPOC staff efficiency could be considered as being on the high side, if this considerable output is related to the small staff involved: in 1998, there were only two full-time staff, plus two part-time OPS/SIMPOC staff and one part-time Statistical Bureau/SIMPOC staff. This is the equivalent of 3.5 staff, which rose to 4.5 in 1999 with the addition of a secretary. In 2001 a data and systems administrator was added. A coordinator was added in late 2002, sharing his time between SIMPOC and the Research Unit. In 2001, SIMPOC staff increased to nine at headquarters plus two Baseline specialists appointed in the field. In 2002, SIMPOC headquarters staff decreased to 8.5; however, three additional appointments were made in the field bringing the total field positions to five.

Table 3: SIMPOC staff turnover 1998 – 2003

<table>
<thead>
<tr>
<th>Statistician Latin America</th>
<th>1998</th>
<th>1999</th>
<th>2000</th>
<th>2001</th>
<th>2002</th>
<th>2003</th>
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<tbody>
<tr>
<td>Statistician Africa</td>
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<tr>
<td>OPS, partly SIMPOC</td>
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<td>OPS, partly SIMPOC</td>
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<td>STAT, partly SIMPOC</td>
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<td>Secretariat</td>
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<tr>
<td>Data Systems Administrator</td>
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<tr>
<td>Coordinator</td>
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<tr>
<td>Data Analyst</td>
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<tr>
<td>Research Assistant</td>
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Professional Staff (Project Budget) | Staff (Regular Budget) | Professional Staff (1/2 Time)
SIMPOC is part of a branch of IPEC called Policy Development and Advocacy, in short IPEC/POL. As of March 2003, SIMPOC and Research had 19 staff positions (including field positions), out of which 15 were in SIMPOC, two in Research and two divided between Research and SIMPOC (the coordinator and the secretary). The overall coordinator is a staff position funded by a combination of the ILO Regular Budget and Programme Support Cost from Technical Cooperation. It should be noted that the only Regular Budget professional staff position of SIMPOC is therefore a half-time (or part-time) position of the coordinator: all other staff positions are dependent on funding from donors and therefore vulnerable to their respective budget cycles and decisions. IPEC/POL human resources also include a senior legal officer and a legal officer, the manager of the Global Campaign Project, an additional secretary and a part-time documentalist. The director of IPEC/POL, assisted by a secretary, directly oversees the manager of the Global Campaign, the senior legal officer and the coordinator of Research/SIMPOC and indirectly the 23 other staff, including the 15 belonging to SIMPOC.

In the light of the precarious situation of SIMPOC staff, its efficiency is even more remarkable. However, it could be further improved with a full-time SIMPOC leader, particularly if some of the main recommendations of this evaluation are acted upon.

The quality of the products delivered is, on the average, satisfactory given the novelty of child labour statistics and the extreme sensitivity of the subject. Everything contributing to a better knowledge of child labour is, indeed, welcome in these mostly uncharted waters. There is a sizeable margin of improvement for NCLSs in terms of survey and questionnaire design, particularly children’s questionnaires as well as other methodological features on which SEAC has provided detailed advice. The large pool of experience now derived from NCLSs has been only partially tapped. The learning curve is long as far as the systematization and implementation of lessons learned are concerned. This is not the case of Rapid Assessments, which have been the subject of a dynamic process of self-evaluation and knowledge exchanges. This should benefit not only future RAs but also BSs, which attempt to marry quantitative and qualitative methods. After a period during which Baseline officers were relatively isolated from each other and developing their own approaches, exchanges have started and should develop further, resulting in more common approaches and further quality improvement.

8 Comments on the 1st draft of this evaluation have rightly pointed out that baseline surveys, as they are developed for a particular target group, will not be readily applicable across continents. Despite the particularities in each sector / region, Baseline Officers in the field have reached a consensus with regard to the goals of BS and share common methodological approaches. According to these comments “to the extent possible this is being reflected in the SIMPOC methodology manual and the TBP manual.”
5.2 Overall assessment of SIMPOC in relation to its contribution to the objectives originally defined

203. As stated in the introduction, SIMPOC’s objectives were not sufficiently or clearly defined from the beginning and some of them are overambitious. This is the case, for example, of the reference to analysing the causes and consequences of CL in the first and last objective, which SIMPOC, as a statistical programme and in its present set-up, is not in a position to undertake in a scientific and objective manner. The excellent recommendations made to analyse “causes and consequences” of child labour in the guidelines “Building the Knowledge Base for the Design of Time-Bound Programmes” (page 8 of the draft of February 2002) assume a series of enquiries, including community surveys, so far seldom undertaken. The children’s consultation organized in Tanzania provided interesting insights of a subjective nature which need to be confronted with other viewpoints and hard data. Only a limited contribution can be expected from SIMPOC in the provision of relevant data enabling researchers to analyse causes and consequences (an interpretation possible of the ambiguous language of the first objective), and to derive significant indicators measuring causes and consequences, a non-ambiguous injunction of the last objective. SIMPOC cannot be expected either to “assess the impact of policies and programmes”, as requested by the second objective, or to develop indicators “to measure the impact of programmes and policies”, a complex evaluation tasks best to be driven by the Design, Evaluation and Documentation Section of IPEC.

204. It is also overambitious to aim at establishing CL databases in individual countries, including “information about institutions and organizations active in the field of child labour, child labour projects and programmes, industry-level action and national legislation and indicators.” SIMPOC could, at best, be a catalytic element in such a process.

205. But it was absolutely necessary and not overambitious to establish such a database “globally”, in the language of the second objective, that is, in the ILO. On that account SIMPOC has failed for lack of a proper management of the web site and for the absence of a monitoring and information system that is regularly updated and that contributes both to feeding a “global” database and improving management.

206. SIMPOC has contributed positively to the other objectives, or elements of objectives, which were realistically within its reach. Child labour statistics have been useful for “planning and formulating interventions”, in particular in contributing directly to IPEC interventions through the Baseline Surveys (or rather Studies) undertaken and less directly through NCLSs and RAs (although several interventions were based on RAs). They have also stimulated, through the global estimates, a worldwide awareness, reflected by sizable funding of interested donors. It has had not only a definite impact in raising awareness on child labour issues amongst the global constituency of the ILO, but also in countries where National Child Labour Surveys and Rapid Assessments have been conducted. It is clear that the existence of SIMPOC has led to a net benefit in the world of child labour research and general awareness of child labour issues. The “special attention” required by the first objective, “to be given to generate information on the worst forms of child labour and the girl child”, has been given and has resulted in the remarkable series of Rapid Assessments. These have shed new light on processes thus far hidden, thanks to the commitment of researchers who in many cases put themselves at risk while interacting with children in illegal or
criminal activities, including child soldiers. The objective of strengthening the capacity of national institutions has been on the whole met thanks to a training generally recognised as useful, in particular in relation to national statistics offices as well as thanks to the knowledge acquired during surveys and studies.

207. At a more general level of outcomes, the effects of SIMPOC cannot be easily delinked from the effects of other IPEC activities, in particular the interventions of its operations branch. Two observations should be made in this respect. Firstly, to disentangle SIMPOC effects from the effects of other IPEC activities is not impossible. It would, however, require very careful analysis of the chronology of IPEC and SIMPOC interventions in every country, with a detailed assessment of the hypothesized effects of each in order to solve the difficult problem of attribution. While this could lead to a typology across countries, the efforts required would be very time consuming and costly. Secondly, what is the value of such exercise? Is it worth the candle? Each activity has its rationale. Why try separating out activities which should be complementary and even synergistic? Evaluation concerns should not override wisdom in this sensitive area of the relationship between SIMPOC and IPEC/OPS.

208. IPEC/OPS obviously play their part in the general awareness raising on child labour through their discussions with national authorities during the preparation and formulation of interventions, as well as during the interventions which raise new issues to be solved with all stakeholders. Moreover, the results of the interventions demonstrate that child labour can be combated successfully.

209. SIMPOC and IPEC/OPS both contribute to awareness-raising. But, like any human organization, units develop their own corporate subculture and territory, particularly when sizeable funding is at stake. The OPS corporate culture is, naturally, one of “doers”, without a particularly high regard for data gatherers. Such an inclination has been reinforced by criticisms coming from ILO staff not associated with SIMPOC, itself a subject of jealousy because of the funding it has attracted. Very strong, often conflicting, perceptions and views of the work of the other units were expressed. This is certainly not a win-win course of action for each unit, for IPEC, and, globally, for the ILO and its member States.

210. Nuances have to be introduced in this overall picture. Bridges exist between individuals of OPS and SIMPOC, but as interpersonal links, not inscribed in organizational dynamics — at least not directly. Rapid Assessments have modified in a positive manner the perception OPS had of SIMPOC staff and, more recently baseline exercises entail a closer collaboration in the field. Joint meetings, such as that which took place in Turin at the beginning of April 2003, also play a useful role in creating more positive interactions between the two units. It should be clearly understood that statistical information is absolutely essential for attracting the attention of decision-makers on child labour issues and, therefore on raising funds and in creating the political environment conducive to undertake interventions in the countries where child labour is still prevalent. It is the considerate opinion of the evaluator that tensions between the two units and within SIMPOC have a lot to do

9 A comment on the 1st draft of the evaluation states: “The scepticism of staff reflects their frustration with the lack of control they have over the process in determining priorities in data collection and in ensuring quality.”
with the precarious contractual situation of most of the staff. IPEC as a whole will benefit considerably from a less unstable staffing situation: it is incomprehensible that so few regular staff positions are given to IPEC, leaving it massively dependent on the goodwill of donors. If child labour is indeed a declared priority of ILO Management, this priority has to be reflected an IPEC staffing level at least equivalent to that allocated to other programmes and departments.

5.3 SIMPOC as part of IPEC: a way forward?

211. Relationships between SIMPOC and OPS have already been dealt with. But one subject is worth reflecting upon: the nature, role and place of research within IPEC. It is not within the terms of reference of this evaluation and will not be elaborated upon but simply signalled as a possible area for Management consideration. This subject is prompted by the answers to the question asked to ILO staff: “Do you think that action-research activities should, in the future, be given more importance?” Eighty-one staff out of 90 answered “yes”.

Diagram 20: Role of action research

212. This overwhelming response reflects a felt need for interaction between action and research, one feeding the other and going beyond the territorial considerations that fragment IPEC, the uneasiness or even frustrations about the separation between data collection and analysis activities and operations. Research priorities should stem from problems identified through the collecting of child statistics as well as (and maybe primarily) through the implementing of field operations. The experience of the Regional Working Group on Child Labour in Asia, which was set up as a forum for shared initiatives is perhaps not sufficiently reflected upon within IPEC, although IPEC is part of the Group along with several international organizations and NGOs.

213. The presence of a small research unit in IPEC/POL justifies the “Policy” label of this IPEC sub-division on “Policy Development and Advocacy”. But at the
same time at least one sub-section in the other IPEC branch (IPEC/OPS) focuses on development policies, investigating links between child labour and macro-economic development, poverty alleviation, population and labour market issues. The Design, Evaluation and Documentation section of IPEC also has research activities linked to evaluation. It is located within IPEC/OPS while also having responsibilities in relation to IPEC/POL — it could more rationally be attached directly to IPEC Direction. The rationale of these organigrams is somewhat blurred, if not elusive. IPEC Management might reflect on the organigram, and in particular on the research elements of it, in order to strengthen the functional links between the different units of IPEC for their mutual benefits.

5.4 Recommendations

214. Recommendations of this evaluation are meant to help improve performance, that is, to attract the attention of management, staff and stakeholders on what is perceived by an external observer, maybe wrongly, as being ignored or not sufficiently recognized, insufficiently done or not acted upon. Such thrust gives this exercise a certain specificity because it implies choices and does not follow the usual evaluation pattern. For instance, the evaluation could recommend that the definition of child labour categories be further clarified, something which is not helpful, as all staff are very conscious of this necessity and are struggling with it.  

215. This evaluation has devoted space to answers, comments and observations of the 176 respondents to the e-mail questionnaires, to whom should be added all those who interacted with the evaluator. This is in line with the overall concern of the evaluator about the insufficiency of information and knowledge exchanges within SIMPOC and between SIMPOC and the rest of IPEC, the ILO and larger circles having to do directly and indirectly with child labour issues. This evaluation report was considered by his author as giving them the opportunity to express more fully their views and recommendations, therefore contributing to the documented exchange which has been recommended. Many of these recommendations are included in the response to the questionnaires, which is why a separate, complementary document is made available. Other analytical reviews in a different context might find the information useful. Last but not least, some of the recommendations have human resource and financial implications. It is to IPEC and higher management to consider them and take decisions accordingly, including in relation to funding requested from donors.

216. The recommendations are regrouped under six main headings.

➤ Revisiting collectively SIMPOC’s objectives and monitoring performance

217. It is recommended to organize within SIMPOC a collective and participatory logframe exercise revisiting goals, objectives, activities and their

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10 Similarly, as a comment of the 1st draft of this evaluation rightly highlighted, the strategic choice to leave the actual implementation of its activities to national stakeholders, thus giving SIMPOC a facilitator and technical advisor role, has obvious political advantages. But it carries serious drawbacks e.g. in terms of timely delivery. The recommendations therefore have to be read against these inherent constraints.
hierarchies. This includes devising indicators and means of verification at the SIMPOC and individual levels to monitor SIMPOC’s and individual staff performance, while reflecting on assumptions and risks. Such a logframe should be periodically revisited, including SIMPOC objectives and priorities (say, every four or six months) on the basis of lessons learned as the basis for a collective agreement on strategy and the distribution of tasks as well as on tools to assess individual performance.

218. A monitoring and information system (MIS) which is linked to the participatory dynamic logframe referred to above should be put in place immediately. This will provide management with a tool for facilitating information flows both inside and outside of SIMPOC.

> Improving the global database access through the web site and the quality of information offered by SIMPOC

219. It is recommended to re-assess the dual functions of the web site (up to date synchronic information supported by MIS and institutional memory), to develop multilingual options and interactive possibilities (e.g. discussion forum, chat room, monthly Groupwise e-mailing).

220. It is also recommended to follow the advice of the SIMPOC External Advisory Committee on Child Labour Statistics (SEAC) on the web site content and, in particular the expediting of the micro-data.

221. It is recommended that in its external communication, whether through the Web or published materials, SIMPOC should clearly date facts, figures and analyses to inform the public in an objective manner.

222. It is also recommended to introduce web pages and summaries of sections/studies/surveys in several languages specifically written for a wide audience in a simple and direct manner.

> Improving methodological tools and standards

223. It is recommended to consider the SIMPOC Methodology Manual to be finalized in August 2003 for publication in September 2003, as not a “final” text as planned but as a departure point for a wider consultation including, in particular, the NSO officers who have been involved in NCLSs, as well as SEAC members and the Global Network of Child Labour Researchers.

224. The Manual should integrate the many recommendations already made by SEAC, in particular in relation to children’s questionnaires and seasonality.

> Organising better knowledge exchanges within SIMPOC and between its staff and their immediate partners

225. In order to continuously improve surveys and studies design and methods and to increase complementarity and, if possible, synergy between the
different SIMPOC products, it is recommended to organize much more systematically knowledge exchanges through Internet and meetings (national, regional and global) between all actors involved in the elaboration and use of the different SIMPOC products, including in particular NCLSs, to document these exchanges and to make them accessible on national web sites, when they exist or could be set up, as well as on the ILO/IPEC web site, where a multilingual staff should act as Webmaster. Symbolic awards could single out the best contributions.

226. At headquarters, monthly staff meetings should include substantive issues to be discussed, and workshops held in connection with periodic logframe revisiting. Meetings should be concluded with clear actions to be undertaken and follow-up systematically monitored. The same applies to the numerous documents produced, which should be systematically reviewed for action (or non-action) with a further monitoring supported by the central filing of the MIS.

➤ **Linking better SIMPOC with the outside**

227. It is recommended that knowledge exchanges include not only other IPEC staff but interested staff from other ILO units as well. This would help to mainstream child labour both across the ILO and beyond the “Understanding Children’s Work” initiative involving IPEC with specific units of UNICEF and the World Bank. Knowledge exchange should include additional units of these and other organizations, for instance those related to Poverty Reduction Strategy Papers, the Comprehensive Development Framework, the Trust Fund for Statistical Capacity Building, the UNDP Human Development Indicators, PARIS 21, as well as other international undertakings in the field of poverty and social development. The goal is to make child labour a visible indicator of poverty and social deprivation that needs to be periodically monitored and integrated in global indexes. This could be done through a stronger organic relation with the Development Policy Network for the Elimination of Child Labour (DPNet) set up by IPEC/OPS.

➤ **Strengthening SIMPOC management**

228. The organizational model of SIMPOC is dominated by individual self-management, a model which has its virtues in a new endeavour requiring the creativity of everyone. This self-management reflects the lack of a co-ordinator in 1998 – 2001, SIMPOC’s formative years. The appointment of a part-time Coordinator in 2002 did not drastically change this model however, which once established demonstrates some built-in resistance. The recommendations above require a more systematic and organized management with a full-time leader. This would considerably improve SIMPOC performance in terms of overall outcome, consistency, quality and relevance. Only a shocking half Regular Budget professional staff position is allocated to SIMPOC and all other staff positions are donor funded on an annually renewable basis, which means that they are guaranteed only as long as external funding is available. If new staff is needed, the profile for recruitment should include high qualifications in statistics as well as social awareness, management skills and the command of at least one ILO official language, in addition to English, for instance French or Spanish.
Knowledge of Arabic would also be an asset. This linguistic diversification is badly needed to improve knowledge exchanges as well as geographical coverage. Recruitment would, of course, be smoother if ILO higher management would allocate regular staff positions to SIMPOC in coherence with its declared priority on child labour.
### Annex 1: List of SIMPOC National Child Labour Surveys

(Status as of June 2003, information provided by SIMPOC)

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(Status as of June 2003, information provided by SIMPOC)

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<td>✓</td>
</tr>
<tr>
<td></td>
<td>Agriculture (coffee)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Senegal</td>
<td>Agriculture (commercial)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Agriculture (fishing)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Uganda</td>
<td>CDW</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Agriculture (commercial)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Trade &amp; border</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Urban informal work</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>CSE</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>CL &amp; HIV/AIDS</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Armed conflict</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Zambia</td>
<td>Agricultural (commercial)</td>
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<td></td>
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<tr>
<td></td>
<td>CDW</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>CSE</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Street children</td>
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### Asia & Pacific

<table>
<thead>
<tr>
<th>Country</th>
<th>Sector</th>
<th>RA</th>
<th>BS</th>
</tr>
</thead>
<tbody>
<tr>
<td>India</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Brick</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Fireworks</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Footwear</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Glass bangles</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Lock</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Matches</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Silk</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Stone</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tobacco ( bidi)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Pakistan</td>
<td>Glass bangles</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Mining (coal)</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Surgical instruments</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Tanneries</td>
<td>✓</td>
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<tr>
<td>Philippines</td>
<td>Child soldiers</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Drugs</td>
<td>✓</td>
<td></td>
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<tr>
<td>Sri Lanka</td>
<td>CDW</td>
<td>✓</td>
<td></td>
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<tr>
<td></td>
<td>CSE</td>
<td>✓</td>
<td></td>
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<tr>
<td>Cambodia</td>
<td>Agriculture (fishing)</td>
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<td></td>
<td>Rubber</td>
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<td></td>
<td>Salt</td>
<td>✓</td>
<td></td>
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<tr>
<td>Bangladesh</td>
<td>Automobile workshops</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Battery recharging and recycling</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>Road transport</td>
<td>✓</td>
<td></td>
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<tr>
<td></td>
<td>Street children</td>
<td>✓</td>
<td></td>
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<td></td>
<td>Welding</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Nepal</td>
<td>Bonded labour</td>
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<td></td>
</tr>
<tr>
<td></td>
<td>CDW</td>
<td>✓</td>
<td>✓</td>
</tr>
<tr>
<td></td>
<td>Ragpickers</td>
<td>✓</td>
<td>✓</td>
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</table>
### Porters

<table>
<thead>
<tr>
<th>Country</th>
<th>Sector</th>
<th>RA</th>
<th>BS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thailand (incl. border)</td>
<td>CDW</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Viet Nam</td>
<td>CSE</td>
<td>✓</td>
<td></td>
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</tbody>
</table>

### Trafficking

<table>
<thead>
<tr>
<th>Country</th>
<th>Sector</th>
<th>RA</th>
<th>BS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Thailand (incl. border)</td>
<td>Drugs</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>Viet Nam</td>
<td></td>
<td></td>
<td>✓</td>
</tr>
</tbody>
</table>

### Middle East & North Africa

#### Country Sector RA BS

| Lebanon | Agriculture (tobacco) | ✓  |    |
| Jordan  | CL & education       |    | ✓  |
| Yemen   |                        |    |    |

### Transition Economies

#### Country Sector RA BS

| Russian Federation | Street children (Leningrad) | ✓  |    |
|                   | Street children (Moscow)    | ✓  |    |
|                   | Street children (St. Petersburg) | ✓  |    |
| Ukraine           | Several WFCL                |    | ✓  |
| Estonia           | Drugs                      | ✓  |    |
| Romania           | Street children             | ✓  | ✓  |
|                   | Rural children & education | ✓  |    |

### Developed Economies

#### Country Sector RA BS

| Turkey            | Agriculture (cotton)       | ✓  |    |
|                   | Furniture                  | ✓  |    |
|                   | Street children            | ✓  |    |

### 50 Countries All Sectors 86 RA 89 BS
Annex 3: SWOT analysis on RA methodology: Conclusions

The bullet-points in bold are conclusions reached by both groups. In brackets and italics are issues debated and questions unanswered. The arrows show links between contrasting conclusions (they should be read as “but”).

<table>
<thead>
<tr>
<th>Internal Characteristics of the Rapid Assessment Methodology</th>
<th>Strengths</th>
<th>Weaknesses</th>
</tr>
</thead>
<tbody>
<tr>
<td>• The methodology makes an invisible problem visible. It is therefore relevant for dealing with hidden worst forms of child labour.</td>
<td></td>
<td>• There is an overemphasis on the qualitative approach, while the manual emphasizes the need of quantitative data. The approach is weak to calculate or estimate the quantitative magnitude of the problem.</td>
</tr>
<tr>
<td>• The methodology is flexible; it allows the combination of quantitative and qualitative methods; cross-verification (triangulation) is possible, since a large variety of informants can be consulted. In some cases, the qualitative information can reinforce results / data from other sources.</td>
<td></td>
<td>• The conclusions reached with this methodology are not easy to generalize (because of its focus). Statistical inferences and comparisons are not possible. Its use for policymaking is therefore limited.</td>
</tr>
<tr>
<td>• It is timely (can be done relatively fast), even though not in three months (more likely in six months, depending on sample size and on required capacity building and collaboration efforts). As it can be done quicker, it is more responsive to changes in sectors or industries than other data collection / data analysis methods.</td>
<td></td>
<td>• There is no such thing as a “homogenous” RA methodology, but a series of manuals and guidelines that sometimes contradict each other. It is not clear where RA fits into broader research efforts.</td>
</tr>
<tr>
<td>• It has potential for informing strategic planning and policymaking (debate: is it its main purpose? Are we asking too much from the methodology? How sound is the data made available? Is it not too qualitative?).</td>
<td></td>
<td>• The manual in itself does not identify or promote the involvement of some very relevant actors / stakeholders, such as employers, trade unionists.</td>
</tr>
<tr>
<td>• There is a manual available, which contains the essentials of the methodology (debate: does the existence of a manual limit innovation?).</td>
<td></td>
<td>• Many of the conclusions rely on opinions of people; sometimes researchers cannot be sure that people tell them the truth.</td>
</tr>
<tr>
<td>• It is action oriented, while statistical methods or surveys are not.</td>
<td></td>
<td>• The manual does not provide examples or tools for dealing with specific target groups (e.g., children victims of commercial sexual exploitation).</td>
</tr>
<tr>
<td>• Much information can be gathered with little resources.</td>
<td></td>
<td>• Mapping is overemphasized.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• The focus on horrific examples can be counterproductive, and researchers / users can get emotionally involved.</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• It does not allow for comparisons with non-working children (debate: should the manual reconsider this issue?).</td>
</tr>
<tr>
<td>Opportunities</td>
<td>Threats</td>
<td></td>
</tr>
<tr>
<td>------------------------------------------------------------------------------</td>
<td>--------------------------------------------------------------------------------------------------</td>
<td></td>
</tr>
<tr>
<td>• The methodology points to gaps in laws and policies, or to problems in policy / legislation enforcement. There are normally no other information sources available for these forgotten population groups.</td>
<td>• If the studies are not followed by action (more or less immediately), there is a danger of not coping with expectations raised in the communities. It might be better not to do anything if it turns out that nothing gets done as a consequence of the study.</td>
<td></td>
</tr>
<tr>
<td>• The rapid and massive ratification of Convention No. 182 means that countries should start developing policies and programmes to eliminate the WFCL as a matter of urgency; there is room for developing the methodology as a source of reliable information to inform policies and programmes in this context.</td>
<td>• Excess of bureaucracy in the management of the methodology. Sometimes, coordination problems (different expectations) between IPEC HQ and IPEC field staff.</td>
<td></td>
</tr>
<tr>
<td>• Rapid Assessments promote awareness and create momentum in communities, thus helping with action.</td>
<td>• Lack of cooperation among international / bilateral / national agencies.</td>
<td></td>
</tr>
<tr>
<td>• The efforts to mainstream child labour issues into development programmes and poverty alleviation strategies are conducive to the development of this (and maybe other) data gathering and analysis tools</td>
<td>• Legal frameworks (e.g. definition of the worst forms of child labour) are still weak.</td>
<td></td>
</tr>
<tr>
<td>• International donors are interested in this field.</td>
<td>• IPEC, as one of the promoters of this methodology, depends too much on donor funds. The future application of the methodology will therefore depend on the continuous interest of donors.</td>
<td></td>
</tr>
<tr>
<td>• There is potential for linking RAs with efforts to define baselines. It can also show whether baselines (and therefore interventions) are necessary.</td>
<td>• Media sensationalising.</td>
<td></td>
</tr>
<tr>
<td>• In general, there is sufficient capacity at field level to implement and develop RA studies (e.g. local enumerators).</td>
<td>• Local capacity is essential!</td>
<td></td>
</tr>
</tbody>
</table>
Annex 4: Child Labour from the viewpoint of standards

(Excerpt from informal document “What are we counting? – Global Estimates from the view-point of standards”, referring to Table 2 p. 25 in the evaluation)

Generally, children of different age perform “work” of different types, for different reasons and in different condition

- How can a line be drawn between “acceptable” forms of work by children (even regarded something positive) on the one hand, and child labour that we aim to eliminate (because of negative consequences) on the other?
- Furthermore, within “child labour,” another line needs to be drawn between “the worst forms” which require action as a matter of urgency and the rest of child labour.

International labour standards concerning child labour do not offer a single set of definitions in answer to the above questions applicable throughout the world. Minimum Age Conventions include many optional or flexibility provisions. Many points are left to national determination. This is also the case for the definition of hazardous work, which is also a part of the worst forms of child labour.

For the purpose of the global estimation, a single set of cut-off criteria was used for all countries, as summarized in the table above and explained below. Having the international standards in mind, efforts were made to take as much as possible the average level or criteria prevailing in national legislation. However, in order to be reflected in the estimates, any criteria needs to correspond to the statistical classifications or disaggregations of available data.

The choice of one set of criteria for this estimation was purely for the purpose of obtaining figures that would guide us to assess the extent of the problem. The chosen criteria, by no means, replace, revise or put into question the existing international standards, or national provisions in force in each country. Inevitably, some situations included in this estimate may in fact be allowed in terms of national or international standards, and in turn, certain other situations not included may be child labour to be eliminated.

<1> C.138 requires fixing of minimum age for employment or work. The notion of “employment or work” has often been considered equal to being “economically active” (see Mehran first para.)

- Under C.138, even the general minimum age is left to national decision as long as it is not lower than the end of compulsory schooling. It should normally be at least 15 years of age, but developing countries may fix 14, and a number of countries have fixed it at 16. For the purpose of the estimation, the age of 15 is taken as the general cut-off for all countries.
- The statistical definition of economically active includes “unpaid economic activity in the family farm or business”. It has not been possible to separate the number of children in this category from the rest. However, such work in family undertaking — whether paid or unpaid — may be permitted as an exception to the minimum age standards (both in developing or developed countries). E.g. C.5 of 1919 on minimum age in industry excludes family undertakings - “an undertaking in which only members of the same family are employed”. By including this category, the estimate may be showing a considerably larger figure (including in developed countries) than what is required to be abolished under international labour standards.
- On the other hand, as to so-called “informal sector”, as long as family business is concerned, it is covered by the estimate as explained above.
- Economically active includes not just being employed, but also self-employment or other activities without employment relationship. This inclusion is in line with the international standards.
- Non-economic activity is usually not considered as “work” to be covered by minimum age, and therefore not in this estimate: e.g. family chores in one’s own household. C.33 of 1932 on minimum age in non-industrial employment excluded “domestic work in the family performed by members of that family”. However, this does not deny the possibility that some children may be working in this type of activities under hazardous conditions or otherwise falling within the worst forms.
- As to domestic work in private household by non-member of the family (i.e. domestic servants), this is an economic activity covered by the estimate.
- **Flexibility provisions of C.138 as to its scope** are drafted differently from the above quoted earlier Conventions (Nos.5, 33 etc). C.138 Art.4 allows exclusion of “limited categories of employment or work” by national decision, without explicit examples. Family undertakings, and domestic work have been found as cases of exclusion in the national level.

- **Children in artistic performances**, filming or advertisements, are one of the permissible exceptions under C.138 (Article 8), but are not excluded from the estimate.

<2> Both C.138 and C.182 define hazardous work only very generally as “likely to jeopardise/harm the health safety or morals of” under 18. The list of such work must be determined at the national level after tripartite consultation. However, for the purpose of the global estimate, it is not practicable to take account of each national decision in the compilation of data. Therefore, a list of industries [mining and construction] and a number of occupations in other industries, was made by the Office solely for the estimate purpose, and used for all countries.

- In addition, even within the same industry or occupation, the actual conditions of work and exact tasks carried out may bring about a complete difference to the degree of hazards. See below for R.190 text concerning hazardous work. These recommended elements of hazardous “work” were taken into consideration, when drawing up the list as mentioned above, as much as they can be translated into statistical classifications. One element that was separately taken as a criterion was the working hours under <3> below.

- *Hindrance to education* was suggested as a criterion for WFCL in C.182 elaboration and rejected. Therefore, the estimation does not take education in the consideration of hazardous/non-hazardous distinction.

- Similarly, “work by very young child” was not adopted as a C.182 criterion for WFCL (although R.190 draws attention to “younger children” and similarly to “the girl child”). Therefore economically active children aged 5-11 in non-hazardous activities/occupations are counted as “child labour” but not “hazardous/WFCL”.

- 18 years of age was taken as a single cut-off for hazardous work, although C.138 Art.3(3) provides for exceptional authorization as from 16 years of age under strict conditions, and R.190 Para.4 contains the same idea.

<3> **Long hours of work** (more than the weekly normal for adults) is considered to render the work “hazardous”. R.190 Para. 3 (e) mentions “long hours” as one of the recommended elements for the hazardous work listing.

<4> Although working children under 15 should be presumed to be in “child labour”, if it is in light work, it is permissible (not counted as child labour. The conditions under C.138, Art.7 are: not to be harmful to their health or development, and not to prejudice schooling / vocational training, within prescribed activities, and limited hours, etc. Light work is permissible not just in developing countries, but also in developed countries as well. Across the board cut-off of age 12 is used as the threshold, even though C.138 allows variation between 12-13. Since the data cannot be disaggregated by all these conditions, 14 hours of work per week, is taken as a proxy of criteria for permissible light work. As a ground for 14 hours/week, reference could be made to C.33 Article 3(1)(c) which sets two hours per day on either school days or holidays, as the maximum for light work from 12 years of age. (C.138 requires such restriction of hours, but leaves the exact maximum to national regulation.)

<5> **The worst forms of child labour** other than hazardous child labour are called “unconditional worst forms” because they do not depend on the national determination of the list like in the case of hazardous work. They are estimated separately from completely different sources, without statistical extrapolation. Many of these involve criminal activities, which would not appear in the data of “economic activities”. There is some inevitable overlap of children in this category and those counted in the rest of the estimation. E.g. trafficked children generally ended up in another worst forms of child labour, and therefore is not included in the calculation of the total so as to avoid double-counting. Some children in bonded situation could be counted also in a survey as economically active children.
### Annex 5: List of people interviewed

<table>
<thead>
<tr>
<th>Name</th>
<th>Position and Organization</th>
</tr>
</thead>
<tbody>
<tr>
<td>Hagemann, Frank</td>
<td>Senior Policy Analyst and SIMPOC Coordinator</td>
</tr>
<tr>
<td>Martins-Oliveira, Angela</td>
<td>Senior Statistician, IPEC SIMPOC</td>
</tr>
<tr>
<td>Okutho, George</td>
<td>Senior Statistician, IPEC SIMPOC</td>
</tr>
<tr>
<td>Ozel, Mustafa Hakki</td>
<td>Senior Statistician, IPEC SIMPOC</td>
</tr>
<tr>
<td>Hasan, Muhammad</td>
<td>Data and Systems Administrator, IPEC SIMPOC</td>
</tr>
<tr>
<td>Fee, Jennifer</td>
<td>Programme Officer IPEC SIMPOC</td>
</tr>
<tr>
<td>Hossain, Rifat</td>
<td>Data and Systems Assistant, IPEC SIMPOC</td>
</tr>
<tr>
<td>Vargas, Silvana</td>
<td>Baseline Officer, IPEC POL, SIMPOC (San José)</td>
</tr>
<tr>
<td>Mukherjee, Sanjukta</td>
<td>Baseline Officer, IPEC POL, SIMPOC (Bangkok)</td>
</tr>
<tr>
<td>Sorrentino, Connie</td>
<td>Coordinator of Secretariat to Advisory Committee, IPEC SIMPOC</td>
</tr>
<tr>
<td>Nuguchi, Yoshie</td>
<td>Senior Legal Officer, IPEC POL</td>
</tr>
<tr>
<td>Roselaers, Frans</td>
<td>Director, IPEC</td>
</tr>
<tr>
<td>Ouédarogo, Alice</td>
<td>Director, IPEC POL</td>
</tr>
<tr>
<td>Thijs, Guy</td>
<td>Director, IPEC OPS</td>
</tr>
<tr>
<td>Tabatabai, Hamid</td>
<td>Development Policies and TBP Unit, IPEC OPS</td>
</tr>
<tr>
<td>Wichmand, Peter</td>
<td>Head of DED Section, IPEC OPS</td>
</tr>
<tr>
<td>Gudiño, Florencio</td>
<td>Senior Programme Officer DED Section, IPEC OPS</td>
</tr>
<tr>
<td>Merkle, Caspar</td>
<td>Evaluation Officer DED Section, IPEC OPS</td>
</tr>
<tr>
<td>Gunn, Susan</td>
<td>Hazardous Work and Child Labour Monitoring Unit, IPEC OPS</td>
</tr>
<tr>
<td>Myrstad, Geir</td>
<td>Education and Social Mobilization Unit, IPEC OPS</td>
</tr>
<tr>
<td>Ofuso, Yaw</td>
<td>Development Policies and TBP Unit, IPEC OPS</td>
</tr>
<tr>
<td>Arteta, Maria</td>
<td>Senior Programme Officer, IPEC OPS</td>
</tr>
<tr>
<td>Caglar, Sule</td>
<td>Senior Programme Officer, IPEC OPS</td>
</tr>
<tr>
<td>Clarkson, David</td>
<td>Senior Programme Officer, ILO HRD</td>
</tr>
<tr>
<td>Rosati, Furio</td>
<td>UCW Project Coordinator, UNICEF Innocenti Research Centre</td>
</tr>
<tr>
<td>Anker, Richard</td>
<td>InFocus Programme on Socio-Economic Security, ILO</td>
</tr>
<tr>
<td>Johnson, Jeff</td>
<td>Key Indicators of the Labour Market (KILM), ILO</td>
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<tr>
<td>Plant, Roger</td>
<td>InFocus Programme on promoting the Declaration, ILO</td>
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<tr>
<td>Bohning, Roger</td>
<td>InFocus Programme on promoting the Declaration, ILO</td>
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<td>Edmonds, Caspar</td>
<td>Development Cooperation (CODEV), ILO</td>
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<tr>
<td>Mehran, Farhad</td>
<td>Policy Integration Department, Bureau of Statistics, ILO</td>
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<tr>
<td>Young, Silvester</td>
<td>Policy Integration Department, Bureau of Statistics, ILO</td>
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<tr>
<td>Castro, Charita</td>
<td>International Relations Officer, USDOL</td>
</tr>
</tbody>
</table>
Annex 6: Terms of References for the Global Evaluation of SIMPOC

Note: TOR are based on information about CL Surveys, Rapid Assessments and Baseline Surveys provided by SIMPOC in November 2002.

INTERNATIONAL LABOUR ORGANISATION
INTERNATIONAL PROGRAMME ON THE ELIMINATION OF CHILD LABOUR

TERMS OF REFERENCES (TOR)

FOR THE

GLOBAL EVALUATION OF THE

STATISTICAL INFORMATION AND MONITORING PROGRAMME ON
CHILD LABOUR (SIMPOC)

1. Background and Justification

The Statistical Information and Monitoring Programme on Child Labour (SIMPOC) was launched in January 1998 by ILO IPEC and STAT as an interdepartmental programme to help member countries generate comprehensive, reliable and comparable quantitative and qualitative data on child labour in all its forms. Since then, the overall objectives* of the SIMPOC are:

The collection and analysis of tabulated and raw quantitative and qualitative data to allow the study of the scale, distribution, characteristics, causes and consequences of child labour. Special attention is given to generate information on the worst forms of child labour and the girl child. ILO’s technical support also includes strengthening the capacity of national implementing institutions
The provision of a framework for planning, formulating and implementing multi-sectoral integrated interventions, monitoring the implementation, and assessing the impact of policies and programmes.
The establishment of a database on child labour in individual countries as well as globally, consisting of quantitative and qualitative information on child labour. It also includes information about institutions and organizations active in the field of child labour, child labour projects and programmes, industry-level action, and national legislation and indicators.
The development of standard indicators of child labour both at the global, national and sectoral levels to measure the incidence, causes, and consequences of child labour as well as impact of intervention programmes and policies. These indicators also facilitate comparability of data across countries.

2. SIMPOC activities are carried out through Projects and Action Programmes† in different countries, with funding from different donors. An overview is given in the following table. Although the design of each of these projects is individually adapted to the respective country setting, the objectives and strategy of SIMPOC projects are comparable, and in many cases (e.g. in the case of US-funded projects) identical. All projects fall under the four overall strategic SIMPOC objectives outlined above. The projects in the following table will be covered by this global evaluation and as such constitute required evaluations for these projects.

* Source: SIMPOC Strategic Plan 2000-2002
† IPEC distinguishes between “Projects” and “Actions Programmes” (APs). Projects are comprehensive interventions in a specific country or economic sector, while Action Programmes are smaller interventions designed as part of the projects to develop one or more projects components. Action Programmes are executed by implementing agencies such as trade unions, employer’s organizations, governmental agencies or NGOs, research institutions, and the media.
3. The SIMPOC data collection methodology is based on different approaches\(^\text{13}\), namely the

- National Child Labour Survey (either as a stand-alone CL survey or as a module attached to other national, e.g. labour force surveys)
- Rapid Assessment Methodology
- Baseline Surveys
- Other Surveys: Establishment-based Survey, Street children Survey, and the School-based Survey

4. Of these methods, the National Child Labour Survey, with questions addressed to both parents and children, is SIMPOC’s major product. It is considered a key instrument for investigating child labour in all its forms, also because of its relatively large samples (up to 30.000 households for stand alone surveys and 120 000 for modular surveys). The stand-alone child labour survey is based on a multi-stage (two or three stages) stratified sampling design. The starting point (sampling frame) is a complete listing of households of the respective area, with basic information on the number of children employed. This information is used for further stratification and selection of the households for the sample. Various elements may be considered for the stratification – if available – such as development of the selected areas, income classes, overall rates of literacy, school attendance levels, etc. It is assumed that the incidence of child labour and factors such as these are either positively or negatively correlated. Households are subsequently grouped into strata. As a final stage in the sample

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\(^{12}\) While this project is part of SIMPOC as a global programme, it has a separate evaluation process

\(^{13}\) Source: SIMPOC web-site (http://www.ilo.org/public/english/standards/ipec/simpoc/about.htm)
selection procedure, a specified number of households in each of the strata are selected and interviewed.

5. National child labour surveys, based on SIMPOC methodology, have been carried out in the following countries to date:

<table>
<thead>
<tr>
<th>SIMPOC House-hold Based Surveys</th>
<th>Status of September 2002</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Country</strong></td>
<td><strong>Sector</strong></td>
</tr>
<tr>
<td>Philippines</td>
<td>4 Oct 02</td>
</tr>
<tr>
<td>Belize</td>
<td>5 Feb 03</td>
</tr>
<tr>
<td>Costa Rica</td>
<td>4 Jul 03</td>
</tr>
<tr>
<td>Dominican Republic</td>
<td>5 Apr 03</td>
</tr>
<tr>
<td>El Salvador</td>
<td>4 Mar 03</td>
</tr>
<tr>
<td>Guatemala</td>
<td>5 Mar 03</td>
</tr>
<tr>
<td>Honduras</td>
<td>4 Apr 03</td>
</tr>
<tr>
<td>Nicaragua</td>
<td>5 Mar 03</td>
</tr>
<tr>
<td>Panama</td>
<td>5 Mar 03</td>
</tr>
<tr>
<td>Brazil</td>
<td>4 May 03</td>
</tr>
<tr>
<td>Jamaica</td>
<td>3 Apr 03</td>
</tr>
<tr>
<td>Ghana</td>
<td>4 Aug 02</td>
</tr>
<tr>
<td>Malawi</td>
<td>2 Nov 02</td>
</tr>
<tr>
<td>Nigeria</td>
<td>4 Aug 02</td>
</tr>
<tr>
<td>South Africa</td>
<td>6 Jun 02</td>
</tr>
<tr>
<td>Uganda</td>
<td>1 Aug 03</td>
</tr>
<tr>
<td>Zambia</td>
<td>6 Jun 02</td>
</tr>
<tr>
<td>Romania</td>
<td>4 Sep 02</td>
</tr>
<tr>
<td>Bangladesh</td>
<td>1 Jul 03</td>
</tr>
</tbody>
</table>

*Status explanation:
Agreement signed: 1
Pilot survey completed: 2
Main survey completed: 3
Data processing: 4
Draft report completed: 5
Final report & project closed: 6

Completion date refers to latest approved end-date

6. In order to assist countries in obtaining information on the more “hidden” or “invisible” forms of child labour and also on child workers in the most dangerous types of activities, the ILO in cooperation with UNICEF has developed a Rapid Assessment methodology on child labour. Rapid Assessments are intended to provide relevant information relatively quickly and cost efficiently for programming, raising public awareness, and in-depth research. The Rapid Assessment methodology uses semi-structured questionnaires or none at all, in-depth interviews and conversations, careful and attentive observation, and background information derived from a variety of sources. Its scope is therefore limited and local, and the output is primarily qualitative and descriptive. Some numerical data may be obtained as background information or through interviews, but these usually cannot be generalized to larger populations.

7. To date, SIMPOC has carried out 42 Rapid Assessments in 21 countries and 1 border area to study specific types of the worst forms of child labour:

<table>
<thead>
<tr>
<th>SIMPOC Rapid Assessments (funded through Project P 340 75 900 040)*</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Country</strong></td>
</tr>
<tr>
<td>Bolivia</td>
</tr>
<tr>
<td>Brazil</td>
</tr>
<tr>
<td>Costa Rica</td>
</tr>
</tbody>
</table>

*It should be noted that Project P 340 75 900 040 also includes the production of two national reports on child domestic workers (in Brazil and South Africa) based on existing national statistics. These national reports aim to provide an in-depth analysis of child domestic work – a widespread worst form of child labour – at the country level.
8. Finally, one of the major SIMPOC activities is to assist project staff in the field in the conduction of baseline surveys, namely for large IPEC projects in specific sectors or geographical areas. The goal is to identify the target group and to establish underlying information to monitor and evaluate project interventions. The methods used for baseline surveys are usually a combination of different approaches: For instance, it consists of semi-structured interviews of key informants and the generation of quantitative data, but limited to the specific sector or area being targeted. The selection of methods to be used depends on their relevance to efficiently obtain baseline information for a given project or programme.

9. The following table provides an overview of baseline surveys carried out to date. They are managed through baseline officers or project staff in the field, with technical support from SIMPOC. In most cases, they are funded through the project in the respective area or sector.

<table>
<thead>
<tr>
<th>SIMPOC Baseline Surveys</th>
</tr>
</thead>
<tbody>
<tr>
<td>Status as of September 2002</td>
</tr>
<tr>
<td>Status: 4*</td>
</tr>
<tr>
<td>Costa Rica</td>
</tr>
<tr>
<td>domestic work, fishing, rubber, salt</td>
</tr>
<tr>
<td>Dominican Republic</td>
</tr>
<tr>
<td>domestic work, cocoa, coffee</td>
</tr>
<tr>
<td>Guatemala</td>
</tr>
<tr>
<td>Domestic work</td>
</tr>
<tr>
<td>Nicaragua</td>
</tr>
<tr>
<td>domestic work, sexual exploitation</td>
</tr>
<tr>
<td>Panama</td>
</tr>
<tr>
<td>domestic work, garbage dumps, sexual exploitation, tobacco</td>
</tr>
<tr>
<td>Senegal</td>
</tr>
<tr>
<td>Suriname</td>
</tr>
<tr>
<td>Tobago</td>
</tr>
</tbody>
</table>
10. Taken together, the methodologies described above are not mutually exclusive, instead they are complimentary. For instance, a national household-based survey would determine the national picture upon which more focused studies (Rapid Assessments, employer surveys, or baseline surveys) can be designed and carried out, according to the given purpose.

11. After four years of implementation, the SIMPOC has arrived at a stage where the achievements and shortfalls of the programme have to be systematically analysed and documented. There are common lines crosscutting different projects that need to be studied in detail. Specifically, the implementation of household-based surveys and Rapid Assessments under “standardized” approaches in different countries calls for comparison and an assessment of effectiveness and impact.

12. The findings of the exercise will contribute to enhancing IPEC’s capacity in generating quantitative and qualitative data on child labour. In this respect, it takes stock of the mid-term project evaluation on “IPEC Capacity Enhancement Packages” carried out in October 2002, by an external consultant (see 5.3: sources of information).

13. The evaluation is also needed to assess the sustainability of the efforts undertaken so far. Recommendations based on this experience will be necessary for future IPEC activities in this area.

2. Scope and Purpose

14. The evaluation will conceptually cover all interventions (Projects and Action Programmes) that have been implemented under SIMPOC since its inception in 1998.

15. The evaluation is based on IPEC work only and does not intend to look at other levels, if this is not directly suggested. However, the experience of other organizations in carrying out child labour research can be used to assess IPEC’s approach vis-à-vis the international practice.

16. It is expected that the evaluation provides a synthesis of IPEC work in this area, including identifying lessons learned and models of intervention. The evaluation is expected to come up with possible orientations for future work in the area of child labour research. It should be clearly indicated to whom the recommendations are addressed.

17. As a global evaluation, the focus should be on common aspects and patterns of SIMPOC projects, rather than the detailed coverage of each single project. Special attention should be given to whether there have been any synergy effects between the individual projects and activities of SIMPOC as a global programme.

18. The overall purpose of this evaluation is to assess SIMPOC’s effects and performance, focussing on the SIMPOC programme as a whole and the use of SIMPOC. It should be underlined that it is not a review of the survey and other instruments used. However, where it is appropriate, the evaluation should recommend on how to improve the household questionnaire or other survey instruments. The SIMPOC programme will be assessed against its four overall strategic objectives. The overall strategic objectives can thus be regarded as the cornerstones of this evaluation.

19. The specific purpose of the evaluation is to:

Identify results and outcomes of the work of SIMPOC and explain the reason for the existence of these

Identify possible indicators for overall impact of SIMPOC programmes, at policy and programme level

Identify key factors and conditions for success, both external and internal

Identify main problems and constraints affecting SIMPOC programmes
Identify good practices, lessons learned and recommendations for future SIMPOC strategy, based on the findings and conclusions of the evaluation

20. Taken together, the main aspects of the evaluation can be summarized as follows:

<table>
<thead>
<tr>
<th>Results</th>
<th>Indicators</th>
<th>Key Factors</th>
<th>Main Problems</th>
<th>Lessons Learned</th>
</tr>
</thead>
<tbody>
<tr>
<td>Objective 1: Collection &amp; Analysis of data on CL, including capacity-building of national implementing institutions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objective 2: Provision of a framework for planning &amp; implementing interventions</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objective 3: Establishment of a CL database in individual countries</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Objective 4: Development of CL indicators at global, national &amp; sectoral level</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Source: SIMPOC Programme - Objectives And Implementation Strategy
(http://www.ilo.org/public/english/standards/ipec/simpoc/simpoc00/page3.htm#c3-2)

3. Key Aspects to be addressed

21. In general, the overall evaluation concerns – relevance, effectiveness, efficiency, unexpected effects, sustainability – should be addressed throughout the evaluation (please see ILO Guidelines for the preparation of Independent Evaluations of ILO Programmes and Projects, 1997).

22. The following are the broad suggested aspects that can be identified at this point. They are structured along SIMPOC’s overall strategic objectives, i.e. the main evaluation concerns outlined above. The questions are based on a preliminary review of material available at IPEC HQ (see 5.3: sources of information). Apart from these, other aspects are to be added further, after stakeholder consultation and in accordance with the given purpose.

Objective 1*: Collection of quantitative and qualitative data on the scale, distribution, characteristics, causes & consequences of CL, including capacity-building of national implementing institutions

- Data Collection Methodology: Are there improved and innovative methodological approaches to measure and monitor CL? Is the methodology for data collection relevant? Is there adequate use of concepts and tools for data collection?
  → Consider the fact that children often hold a range of activities
  → Consider occupational and educational mobility of children
  → Consider children in WFCL, e.g. child soldiers, sexual exploitation,…
  → Consider the fact that children often do both schooling and working
  → Consider selective memory, i.e. children’s ability to recall the activities in which they are engaged, and the amount of time spent on each

- In how far is the household-based survey appropriate for generating countrywide information on CL? How are household-based surveys being used to assist countries to identify hazardous work activities, according to ILO Convention No. 182?
  → Consider children who live separate from their parents (“floating populations”), the phenomena of seasonal migration of all HH members, …
  → Consider that boundaries between economic and non-economic activities are not always precise, particularly for activities performed at the own HH

* Source: SIMPOC Programme - Objectives And Implementation Strategy
http://www.ilo.org/public/english/standards/ipec/simpoc/simpoc00/page3.htm#c3-2
Consider that children are often not entirely free to give their views and perceptions of the subject without fear of retaliation from parents.

- In how far is the Rapid Assessment methodology appropriate for generating area-specific information on CL? In particular, is it adequate to provide insight into exposure of child workers to risks and hazards?
- In how far was the employer survey methodology appropriate for generating sector-specific information on CL?
  - Consider employers’ reluctance to provide information on CL
  - Consider the fact that the majority of children work in the informal economy and are thus difficult to grasp
  - Consider the fact that a large number of children are unpaid family workers
- What are key factors during data collection, processing and analysis? Why are some CL surveys conducted faster than others? Where in the process do the projects experience the most delays? What role does the capacity of the central statistics office / enumerators / project management / etc. play in this process? Lessons learned?
  - Consider that the definitions for CL and approaches for sampling were different in individual countries
  - Consider that too many indicators can be counterproductive: questionnaire becomes overloaded and too complex, coding, entering and production of data sets too complex
- What is the efficiency of CL surveys? In particular, compare with alternative approaches, e.g. World Bank’s LSMS and UNICEF’s MICS, in terms of time and resources needed. Do the results justify the cost incurred?
- What is the efficiency of Rapid Assessments / Baseline Surveys?
- Have alternative strategies and approaches to CL data collection been taken into account?
- Capacity Building: Is there enhanced technical capacity of participating countries to regularly collect, process, analyse and disseminate data on CL?
- To what degree has the training provided to National Statistics Offices / Ministries of Labour increased their capacity to regularly collect, process and disseminate data on CL? Indicators? Main factors? Problems / Lessons learned?
- Are there training packages on the design and implementation of CL surveys or Rapid Assessments?
- How was the degree of stakeholder and partner involvement in the completion of the outputs? Is there ownership?
- What is the likelihood that the capacity amongst the partners will be sustained?
- What is the likelihood that the surveys will be carried out again with little or no assistance of SIMPOC?

**Objective 2**: Provision of a framework to be used for planning, formulating and implementing interventions, monitoring the implementation, and assessing impact of policies and programmes

- Is CL data being used for ongoing design and implementation of interventions (TBP, Country Programmes, …)?

Consider level and area of usage:

- IPEC HQ
- IPEC field
- outside of IPEC
  - During the evaluation: Who is going to be asked - SIMPOC staff / IPEC project staff / implementing partners, ...?

What are possible indicators for the use of SIMPOC data?

- # of web site visits / use of CL surveys or Rapid Assessments for project formulation & ongoing planning / level of communication between IPEC SIMPOC and OPS

What is necessary for SIMPOC data being used in ongoing project design and evaluation? Main problems / Lessons learned?

- Consider general advantages and disadvantages of quantitative versus qualitative data for project formulation
- Consider the potential usefulness of a “lighter” version of the CL survey
- Is the terminology clear to users (e.g. confusion between Rapid Assessments, Situation Analysis, Baseline Studies, ...)?

Is the degree of usage of SIMPOC for programme planning due to

- the content and relevance of SIMPOC data
- the modes of dissemination of SIMPOC data? (e.g. whether the data provided through the web give the user enough information to proceed)
- Consider natural time lag between data available and evidence of use of data (data first needs to get known before it will be used in planning!)

Is there evidence of any other use of SIMPOC information both within and outside ILO, IPEC and direct partners?

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**Objective 3**: Establishment of a database / data repository on CL in individual countries as well as globally, consisting of quantitative and qualitative data on CL, information about institutions & organizations active in the field of CL, CL projects & programmes, and national legislation and indicators

- Are there innovative strategies for establishing the CL quantitative and qualitative database in individual countries? Were alternative strategies taken into account?
- What are the key factors in the set-up of the CL quantitative and qualitative database? Main problems / Lessons learned?
- In how far was the establishment of the quantitative and qualitative database efficient? Do the results justify the cost incurred?
- Is there ownership & commitment of governments in individual countries to maintain and update the qualitative database data collection on CL?
- In how far is the database being used inside and outside of IPEC?

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**Objective 4**: Development of CL indicators both at the global, national and sectoral level to measure the incidence of CL as well as the impact of intervention programmes and policies

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* Source: SIMPOC Programme - Objectives And Implementation Strategy

http://www.ilo.org/public/english/standards/ipec/simpoc/simpoc00/page3.htm#c3-2
Are there innovative CL indicators at the global / national / sectoral level?

How useful are the indicators to measure (1) the incidence of CL and (2) the impact of interventions?
  - E.g. usefulness of the indicator “school enrolment”

Consider that there are many different factors for not attending school

Consider that school enrolment by itself does not guarantee the production of knowledge and skills
  - Consider the fact that too many, or too complex indicators can be counterproductive in terms of practicality

To what extent does the data generated through SIMPOC allow comparison amongst regions and countries?

Is the right kind of information collected?

How was the degree of participation of partners and stakeholders in the development of CL indicators? Key factors? Main problems / Lessons learned?

4. Expected Specific Outputs of the Evaluation

23. A list of specific questions to be addressed, i.e. the evaluation instrument. This includes information on the specific methodology and the design of the questionnaire. It will be based on a desk review and key informant interviews at IPEC HQ.

24. A preliminary report, based on the desk review and findings from the questionnaire, if already available

25. Mission reports from the consultant (s) covering the respective projects visited

A draft evaluation report with findings, conclusions, recommendations and areas of lessons learned, including possible model interventions. This report should be available at the end of April 2003

A presentation at the SIMPOC expert meeting in early April 2003

28. Final evaluation report, based on results so far, input from stakeholders and from the SIMPOC expert meeting in April 2003. It will include an Annex with donor-specific information on SIMPOC activities in each country. This report should be available at the end of May 2003 and will be presented at IPEC HQ in Geneva.

5. Proposed Methodology

29. The following is the suggested methodology. It can be adjusted by the evaluation consultant in consultation with stakeholders and IPEC DED, if the research and analysis suggests changes, and provided the indicated range of questions is addressed, the purpose maintained and the expected outputs produced at the required quality.

5.1 Composition of the evaluation team

30. A mixed evaluation team of one senior consultant, a research assistant and up to two regional consultants will carry out the evaluation. IPEC DED will provide methodological support to the evaluation team and will be responsible for the overall management of the evaluation.

31. The senior consultant must have a relevant degree in social science and extensive experience in the development, design and implementation of data collection projects, particularly in the development field. He must have extensive previous evaluation experience, including as team leader, preferably within the United Nations system. Further requirements are the ability to write and communicate well in English (French and Spanish is desirable as additional language requirements), a
publication and research record, and the ability and willingness to travel in Asia and possible Africa and Latin America.

The requirements for the regional evaluation consultants are similar to those of the team leader, but with emphasis on supplementary language skills. Depending on the composition of the team, fewer years of experience and no requirements of experience as team leader for evaluation can be applicable to the regional consultants.

The requirements for the research assistant include a strong research background, including data processing and statistical analysis, and proven desk review experience.

IPEC (particularly SIMPOC) officials in HQ and in the field will act as resource persons.

5.2 Timetable and itinerary

35. The evaluation is expected to take place in the period from Nov/Dec 2002 until May 2003. Total duration is expected to be 16 weeks as follows:

PHASE I (February 2003)
Desk review and development of the evaluation instrument by team leader with a research assistant (2 weeks)
Participation of team leader at expert meeting on Investigating Worst Forms of Child Labour (1 week Dec. 2002) as an opportunity to discuss with some of those involved in SIMPOC activities.

PHASE II (February - April 2003)
Data collection based on evaluation instrument (e.g. questionnaire), done as an internal process (by research assistant with technical management of the team leader)
Initial review and analysis by team leader working with research assistant
Participation of team leader at SIMPOC meeting (internal) (1 week March / April 2003) as opportunity to discuss with IPEC staff involved in implementing SIMPOC
Decision whether field visits to selected countries are necessary, planning and logistics of field visits (1 week)
Presentation of preliminary findings by the team leader at the SIMPOC Advisory Committee meeting in April 2003 (1 week)
Field visits in up to 3 countries by team leader and regional consultants (3-4 weeks) The field visits will be carried out between Phase II and Phase III and will be covered through a specific contract for the consultant(s)

PHASE III (April - June 2003)
Final analysis and initial draft report by team leader (3 weeks)
First full draft submitted and circulated to stakeholders (May 2003)
Comments by stakeholders by mid-May 2003
Final draft ready by end of June 2003
Presentation of final report by team leader at IPEC HQ in June 2003 (1 week)

5.3 Sources of information and consultations

36. The following are suggested sources of information for the desk review and initial consultations:

SIMPOC Programme: Objectives And Implementation Strategy
http://www.ilo.org/public/english/standards/ipec/simpoc/simpoc00/page3.htm#c3-2


Project documents, Project progress reports, mid-term reports and evaluations  
Mid term project evaluation on “IPEC Capacity Enhancement Packages” (P 340 009 00 065)  
Studies and other reports, including Rapid Assessments (Rapid Assessments available via  

http://www7.nationalacademies.org/internationallabor/DQworkshop.html

37. Other Sources to be considered

Key informants interviews at HQ  
Analysis of questionnaire sent out to partners in the field (proposed)  
Selected missions with key informant interviews and stakeholder workshop (a list of identified key stakeholders in the field is to be prepared after consultation with the SIMPOC team at HQ)  
The selection of the countries to be visited during the evaluation mission is to be agreed on after consultation with the SIMPOC team and IPEC DED

6. Resources and Administration

38. Estimated resource requirements at this point:

Fees  
Team leader (11 weeks)  
Research assistant (5 months)  
Regional Consultant 1 (2 weeks)  
Regional Consultant 2 (2 weeks)  
Travel & DSA  
2 Evaluation missions Team leader  
1 Evaluation mission Regional Consultant 1  
1 Evaluation mission Regional Consultant 2  
Other  
Stakeholder Workshop  
Translation & Printing

39. The evaluation team will report to the Design, Evaluation and Database unit of ILO/IPEC (IPEC/DED). Draft of reports will be submitted to DED. Any proposed changes to Terms of Reference and evaluation instrument has to be approved by IPEC/DED.

40. SIMPOC programme management will provide other technical and logistical support. IPEC staff will provide support as appropriate, particularly during any field mission.
PART 2: COUNTRY REVIEW OF SIMPOC ACTIVITIES

1. LATIN AMERICA

Belize

Background country information and status of SIMPOC activities

- Belize has moved forward with regards to child labour in the following ways:
  - Different Acts of the Laws of Belize state the laws governing child labour. However, they do not agree on the minimum age for working or the definition of a child. The laws on child labour are therefore open to different interpretations and loopholes.
  - Education is compulsory for children between the ages of 5 and 14.

The status of SIMPOC activities in Belize is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone survey, 6 000 HH</td>
<td>Field implementation in 2001</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: The collection and analysis of child labour data is a relatively new experience in Belize. The country participated at the ILO’s Caribbean Subregional Meeting on the Prevention and Elimination of the Worst Forms of Child Labour in Trinidad and Tobago in October 2002, where it presented and discussed the results of the 2001 Child Labour Survey and the qualitative study.

Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: The staff of the Central Statistics Office (CSO) was simultaneously busy implementing the National Child Labour Survey and analyzing the data from the Living Standard Measurement Survey. Election activities and change in government in 2003 caused further delay. The consultant that had been hired to work on SIMPOC’s quantitative study quit, leading to postponement of activities as well.

Sustainability of SIMPOC data collection

Due to the ongoing status of SIMPOC activities, the sustainability of SIMPOC data collection has yet to be seen.
Costa Rica

**Background country information and status of SIMPOC activities**

- Costa Rica signed a Memorandum of Understanding with the ILO in 1996 and has moved forward with regard to child labour legislation in the following ways:
  - creation of the National Steering Committee, and creation of the Office for the Attention and Eradication of Child Labour and Protection of the Adolescent Worker;
  - creation of the post of Minister of Children’s Affairs in 2002;
  - approval of the Code of the Child and the Adolescent in February 1998;
  - approval of the Optional Protocol of the Convention on the Rights of the Child;
  - regulation to protect working adolescents and to restrict the areas and conditions in which they are allowed to work;
  - reform of the penal code with the aim of protecting child victims of commercial sexual exploitation and the creation of a law against the sexual exploitation of minors (the only one in Latin America);
  - announcement of a national plan to help to eliminate child labour in October 2002 (the first part of the plan consists of the identification of working children, and the second part consists of offering different incentives for families to remove children from work); and

The status of SIMPOC activities in Costa Rica is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to Labour Force Survey, 11 000 HH</td>
<td>Field implementation in 2002</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessments on child domestic workers / child sexual exploitation</td>
<td>completed</td>
</tr>
<tr>
<td>Donor: Canada / USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Surveys on coffee in Guanacaste and Turrialba</td>
<td>completed</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** The National Institute of Statistics and Census (INEC) is making the child labour database available in a user-friendly manner on its web site, which will make the data widely accessible and will be a great contribution to the dissemination of the results. The results from the national child labour survey and from the quantitative and in-depth analyses are envisaged to provide vital information for the country’s Time-Bound Programme (TBP).
**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** Incomplete financial reporting caused delays. In addition, the identification and recruitment of the consultants to conduct the qualitative and quantitative studies took longer than expected.

**Rapid Assessment:** New consultant teams to carry out the Rapid Assessments had to be identified, screened and recruited, due to the fact that the team that was initially identified had committed to other assignments by the time the RA was ready to be launched. This added a number of weeks to the preparation time. There was a further delay in the finalization of the report due to the fact that relevant new legislation was approved in the country during the report finalization stage. The new legislation outdated both the information and the recommendations of the report and updates were required.

**Sustainability of SIMPOC data collection**

In order to enhance the Ministry of Labour’s capacity to work with child labour data, two officers from the Ministry have been involved full time with INEC in all aspects of the data collection and processing, including the training workshops, the fieldwork, and the data entry and cleaning activities. Building such capacity within the Ministry is expected to optimise the use of the data by this institution.

**Good practices and lessons learned**

**National Child Labour Survey:** The presence of IPEC personnel in the country has been important for the successful development of the different activities and the prompt solution to emerging problems.

Experience has shown that training for the enumerators that interview children and their parents needs to cover not only the questionnaire, but also the issue of dealing with children and asking questions that children and parents alike might prefer to not answer. Well-trained interviewers, qualified to interview children, generate a feeling of trust on the part of the parents and the children, eliciting more open and apparently truthful responses. Similarly, the presence of qualified supervisors in the field minimizes the mistakes made as the data is being gathered, resulting thus in a more reliable dataset.

The training of the officials who are in charge of preparing the financial reports at early stages of the programme is important to minimize the problems and delays caused by incomplete or incorrectly prepared reports.
Dominican Republic

**Background country information and status of SIMPOC activities**

- The Dominican Republic signed a Memorandum of Understanding with the ILO in 1997 and has since moved forward with regard to child labour issues in the following ways:
- A National Steering Committee was established in March 1997. Later, a National Plan of Action for the Prevention and Elimination of Child Labour was elaborated by the Executive Secretariat of the National Steering Committee.
- The Government is taking the following steps to strengthen those institutions that work with children and adolescents:
  - In April 2001, the first Government Council dedicated primarily to issues related to children and adolescents took place in the country.
  - A Coordinating Committee of the National Plan for Guaranteeing the Rights of the Child and the Adolescent was selected in June 2001.
  - In August 2001, the Senate issued a resolution declaring all efforts towards the elimination of commercial sexual exploitation, as well as the ratification of the additional protocol of the Convention on the Rights of the Child, of high national priority.
- The State Secretariat of Education set up the “Education for All” National Forum, which is integrated by public institutions, international organizations, universities, the media, NGOs, political parties, etc.

The status of SIMPOC activities in the Dominican Republic is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone Survey, 8 000 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on child domestic workers / child sexual exploitation, urban informal work</td>
<td>completed</td>
</tr>
<tr>
<td>Donor: Canada / USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline Surveys</td>
<td>Baseline Surveys in the following sectors: coffee, hazardous agriculture, rice, tobacco, tomatoes</td>
<td>completed</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** Prior to SIMPOC’s work, there was only limited data in the country that could provide a complete picture of the problem of child labour, hence the relevance of this project for the country. Data gathered in the Survey was a valuable input in the preparation of the country’s Time-Bound Programme Project Document, as it provided the most recent data necessary to describe the situation of working children in the country. Also, the qualitative study is being conducted in conjunction with a study on the worst forms
of child labour and one on the legal and normative background, which are also part of the TBP.

**Rapid Assessment:** The release of the RA studies on child domestic workers and child sexual exploitation in the second half of 2002 drew plenty of media and government attention and is expected to influence public opinion and attitudes.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** Difficulties in analysing the databases were experienced on the part of the consultant who was in charge of the quantitative study, thus delaying the process. The National Statistics Office faced difficulties in providing the consultant the required statistical support to finish the analysis.

**Sustainability of SIMPOC data collection**

The sustainability of SIMPOC data collection cannot yet be determined.
El Salvador

**Background country information and status of SIMPOC activities**

- El Salvador signed a Memorandum of Understanding with the ILO in 1996 and has since moved forward with regard to child labour legislation in the following ways:
- Government efforts in combating the worst forms of child labour have been led by the Ministry of Labour through the strengthening of institutions dealing with child labour issues. The Salvadoran Institute for the Protection of Minors began a similar process as well, which is highly significant due to the fact that this process is developed within the framework of the National Policy for Children and Adolescents.
- The National Bureau of the Family (the leading government agency in charge of social affairs) is promoting the approval of the Children’s Code with a special chapter that will regulate child labour in the country. The worst forms of child labour will be priority in the Code.
- The National Assembly is coordinating several activities to help determine the necessary modifications in the Criminal Code with the aim of punishing the commercial sexual exploitation of children in the country. The activities of different employers’ organizations have contributed in generating positive expectations around the issue.
- The media has gradually been changing its views on child labour. The media has helped in identifying children engaged in the worst forms of child labour and is promoting constructive dialogue on possible alternatives to the worst forms identified in the country.
- The Ministry of Education has become very involved in the fight against child labour, as it tries to promote education as an alternative to work and delinquency for minors.
- The National Steering Committee was established upon signing of the MOU. The National Plan of Action for the Prevention and Elimination of Child Labour is covered by the Time-Bound Programme (TBP) activities.

The status of SIMPOC activities in El Salvador is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey Donor: USA</td>
<td>Modular survey attached to Labour Force Survey, 9 000 HH</td>
<td>Field implementation in 2001</td>
</tr>
<tr>
<td>Rapid Assessment Donor: USA</td>
<td>Rapid Assessments on fishing, sugar cane, child domestic workers, child sexual exploitation, garbage dumps and urban informal work</td>
<td>completed</td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Surveys on coffee, fishing, sugar cane, fireworks, garbage dumps</td>
<td>completed / ongoing</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** Several components of the child labour survey were used as a basis for the design of the TBP’s baseline survey instruments.
Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: A major drawback in the approval process of the project were the changes in the Government’s responsibilities as regards to child labour and families. This led to a change of composition in the project’s implementing and collaborating agencies. The General Department of Statistics and Census (DIGESTYC) was designated as the new implementing agency instead of the Ministry of Labour and Social Affairs (MTPS).

A major problem prior to the launch of the fieldwork was caused by the earthquakes in early 2001. The activities were interrupted and the field operation of the main survey had to be postponed for approximately three months.

Incomplete financial reporting caused further delays and postponed the recruitment of the consultant for the national report on child labour.

Rapid Assessment: The work of the consultant to provide technical support for the implementation of the RAs in El Salvador did not contribute as much as expected. The medical examinations carried out by WHO as part of the RAs on hazardous child labour in fishing, garbage dumps and sugar cane were delayed due to the earthquakes.

The following methodological problems were encountered during the planning and implementation phase: In the Rapid Assessment on sexual exploitation, new statistical samples had to be selected because girls who had affirmed being 18 years of age did not at all appear to be this old. In the Rapid Assessment on child domestic work, the researchers reported that when they asked the children where they slept and what they ate the children became reticent to answer and to complete the interview. It was recommended that questions of the type that cause the respondents to close up and feel uncomfortable should be asked at the end of the interview so as not to jeopardize the collection of information.

Sustainability of SIMPOC data collection

Due to the ongoing status of SIMPOC activities, the sustainability of SIMPOC data collection has yet to be seen. However, the presence of ILO/IPEC in the country, supported by awareness-raising campaigns both at the national and international levels, has helped child labour issues become a part of the national agenda. These campaigns have been successful in raising the interest of international organizations, public agencies, employers’ and workers’ organizations and civil society in general.

Good practices and lessons learned

National Child Labour Survey: As in to Costa Rica, it became clear that training for the enumerators who interview children and parents needed to cover not only the questionnaire, but also how to effectively deal with children and the questions that children and parents alike might prefer to avoid answering. Well-trained interviewers, qualified to interview children, generate a feeling of trust in the parents and the children, eliciting more open and apparently truthful responses. Similarly, the presence of qualified supervisors in the field minimizes mistakes as the data is being gathered, resulting thus in a more reliable dataset.

The training of the officials who are in charge of preparing the financial reports at early stages of the programme is important to minimize the problems and delays caused by incomplete or incorrectly prepared reports.
Guatemala

**Background country information and status of SIMPOC activities**

- Guatemala signed a Memorandum of Understanding with the ILO in 1996 and has moved forward with regard to child labour issues in the following ways:
  - Guatemala has identified the worst forms of child labour (stone quarries, coffee and broccoli production, fabrication of fireworks, garbage dump scavenging, domestic work, and sexual exploitation) in sectoral consultations. The worst forms of child labour were publicized in the National Plan for the Elimination of Child Labour and the Protection of Adolescent Workers 2001-2004.
- The activities promoted by the National Plan have put the child labour problem on the agendas of the Ministries of Education, Labour, Culture and Sports, Municipalities and the First Lady’s Social Work Office.
- The resolution of the Constitutional Court with respect to the implementation of the Children and Adolescents Code is expected to assure the prompt establishment of child-protection policies in the framework of the International Convention on the Rights of the Child.

The status of SIMPOC activities in Guatemala is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to a LSMS Survey, 10 000 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on child domestic workers / child sexual exploitation, garbage dumps</td>
<td>Completed</td>
</tr>
<tr>
<td>Donor: Canada / USA / USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline Surveys</td>
<td>Baseline Surveys in the following sectors: coffee, broccoli, fireworks / garbage dumps</td>
<td>Completed / ongoing</td>
</tr>
<tr>
<td>Donor: USA / Italy</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey**: Prior to SIMPOC’s work, there was very little relevant data on child labour in the country, hence the relevance of the project. The qualitative study in particular is expected to be a key contribution to the joint ILO-UNICEF-World Bank project “Understanding Children’s Work”.

**Rapid Assessment**: The findings of the Rapid Assessment on garbage dumps were broadly discussed in a technical workshop that was held in Guatemala. The findings have reinforced the content of the National Plan for the Elimination of Child Labour.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey**: The completion of the qualitative study was delayed a few weeks because additional topics needed to be included that were of special interest to UCW.
Rapid Assessment: The initial research plan for the Rapid Assessment on children working at garbage dumps had to be changed after the research team learned that the dumps were controlled by violent youth gangs. The new research plan attempted to capture information on drug addiction, gang affiliation, and other areas.

Sustainability of SIMPOC data collection
The sustainability of SIMPOC data collection cannot yet be determined.
Honduras

**Background country information and status of SIMPOC activities**

- Honduras signed a Memorandum of Understanding with the ILO in 1997 and has since moved forward with regard to child labour issues in the following ways:
- The Secretariat of Labour, officially at the head of all institutional efforts to eradicate child labour, has showed willingness to act.
- The National Commission for the Gradual and Progressive Eradication of Child Labour took office at the beginning of July 2002, and will direct the implementation of the National Plan of Action (NPA), which should contribute to the eradication of the worst forms of child labour.
- IPEC held training activities for the national officers of the Ministry of Labour in charge of the implementation of the NPA.

The status of SIMPOC activities in Honduras is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey Donor: USA</td>
<td>Modular survey attached to a labour force survey, 7 000 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Rapid Assessment Donor: Canada / USA</td>
<td>Rapid Assessment on child domestic workers / child sexual exploitation and tobacco</td>
<td>Completed</td>
</tr>
<tr>
<td>Baseline Surveys</td>
<td>Baseline Surveys in the following sectors: coffee, melons, fireworks</td>
<td>Completed</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** Data on child labour collected in Honduras was very limited in the past, hence the importance of the project to get to know the magnitude, nature, causes and consequences of child labour.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** The National Statistics Institute (INE) experienced difficulties in finishing the tabulations of the data, due to insufficient technical expertise. Further delays were caused by problems finding qualified consultants for the three in-depth studies. The process was further postponed due to communication difficulties between the consultant and management and data processing staff at INE.

**Sustainability of SIMPOC data collection**

The sustainability of SIMPOC data collection cannot yet be determined.
Background country information and status of SIMPOC activities

- Jamaica signed a Memorandum of Understanding with the ILO in 2000 and has since moved forward with regard to child labour issues in the following ways:
- In October 2000 a National Steering Committee for Child Labour was formed. It comprises representatives from relevant government ministries, employers and workers organizations, NGOs, representatives of youth groups and other key partners.
- Legislation already in place includes the Child Care and Protection Act, and the Occupational, Health and Safety Act.
- In terms of education, the Programme for the Advancement through Education and Health assists families in order to prevent their children from premature entry into the labour market.
- Jamaica has neither ratified ILO Convention No. 138 nor Convention No. 182. However, the Government has reiterated the plan to ratify the ILO Conventions in tandem with the approval of the new Child Care and Protection Bill (CCPA) that is currently before parliament.

The status of SIMPOC activities in Jamaica is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey Donor: Norway &amp; USA</td>
<td>Modular, 8 300 HH</td>
<td>Field implementation in 2002</td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on child sexual exploitation</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Survey on urban informal sector and tourism</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: The CL survey has generated considerable interest among independent researchers and the media both regarding the methodology of the survey and the expected results. The project has also helped to create and improve channels of communication between independent researchers and the National Statistical Institute (NSI). Since the actual scale of child labour and its various components in Jamaica is unknown, the child labour survey is expected to highlight the phenomenon in detail.

Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: After the start of data collection in May 2002, heavy rains and severe flooding throughout the country caused approximately two months’ delay in the project activities. Further delay was caused by general elections held in October 2002.

Sustainability of SIMPOC data collection

It is expected that the ratification of the ILO Conventions will significantly contribute to the sustainability of CL data collection in Jamaica. Due to the ongoing status of SIMPOC activities, the sustainability of SIMPOC data collection has yet to be seen.
**Good practices and lessons learned**

**Rapid Assessment:** The RA in Jamaica on sexual exploitation illustrates the usefulness of involving different key informants in the research project. For example, taxi operators, community development and health workers, journalists, security guards at hotels, agencies working with street children, community based organizations, as well as children, families and friends played a critical role in contacting children involved in prostitution and related activities. Further to this, one of the researchers who facilitated the focus group discussions was a well-known actress, TV personality and child rights activist. This turned out to be an advantage for working with the children and establishing a rapport with them.
Nicaragua

**Background country information and status of SIMPOC activities**

- Nicaragua signed a Memorandum of Understanding with the ILO in 1996 and has moved forward with regard to child labour issues in the following ways:
- In spite of the difficult economic situation in the country and its effect on the Ministry budgets, the Minister of Labour expressed his interest in the establishment of a Child Labour Unit within the Ministry. A budget for this Child Labour Unit is assigned for 2003.
- The Legal Consultancy’s Office has approved a proposal to change a title of the Labour Code which is related to child labour. There is also the intention to reinforce the Labour Code with respect to dangerous forms of child labour identified in Nicaragua. The relevance of this reform is that it counts on the support of different sectors (unions, businessmen, NGOs, Government, international agencies, etc.).
- There have been three proposals for the modification of the Code of the Child in the National Assembly. The Code of the Child is based on the Convention on the Rights of the Child and can be considered as one of the most advanced in Latin America regarding children’s issues.
- This Technical Office of the Secretariat of the Presidency has presented possible modifications to the Poverty Reduction Strategy in order to include child labour as a relevant indicator.

The status of SIMPOC activities in Nicaragua is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to a labour force survey, 9 000 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on child domestic workers/ child sexual exploitation</td>
<td>Completed</td>
</tr>
<tr>
<td>Donor: Canada / USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline Surveys</td>
<td>Baseline Surveys in the following sectors: coffee, grains</td>
<td>Completed</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** Through preparing and distributing a simplified version of the quantitative study, the Ministry of Labour expects to inform and raise sensitivity about the situation of working children in the country and child rights. This is considered an important way to increase the effectiveness and relevance of the research performed.

**Sustainability of SIMPOC data collection**

The sustainability of SIMPOC data collection cannot yet be determined.
Panama

**Background country information and status of SIMPOC activities**

- Panama signed a Memorandum of Understanding with the ILO in 1996 and has since moved forward with regard to child labour issues in the following ways:
- The Constitution of Panama prohibits work for those below 14 years of age, and night work for those under 16 years of age.
- The Code of Labour prohibits work for those below 15 years who have not completed primary school, night work for those under 18 years, and work in conditions that threaten the safety, or physical or moral health of those under 18 years.
- The Code of the Family assigns responsibilities to the different sectors of society involved with children, and expands on the need to satisfy the basic needs of children and adolescents.
- Education legislation in Panama provides for free, universal, and compulsory education for 11 years, that is, preschool, primary, and junior high education.
- The National Forum on the Sexual Exploitation of Children and Adolescents took place in November 2002, as the importance and severity of this problem is increasingly being recognized in the country.
- Ratification of Convention No. 138 and of Convention No. 182 in October 2000

The status of SIMPOC activities in Panama is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey Donor: USA</td>
<td>Stand-alone survey, 8 000 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Rapid Assessment Donor: Canada / USA</td>
<td>Rapid Assessment on child domestic workers / child sexual exploitation</td>
<td>ongoing</td>
</tr>
<tr>
<td>Baseline Surveys Donor: USA</td>
<td>agriculture, hazardous urban work</td>
<td>ongoing</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** The child labour survey is considered a crucial step towards building up knowledge and data on child labour in Panama. The data from the child labour survey was used to describe the problem of child work in the project document for the Panama Country Programme.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** The process of hiring the consultant for the in-depth analysis of took longer than expected.

**Sustainability of SIMPOC data collection**

The sustainability of SIMPOC data collection cannot yet be determined.
Brazil

**Background country information and status of SIMPOC activities**

- Brazil signed a Memorandum of Understanding with the ILO in 1992 and has since moved forward with regard to child labour legislation in the following ways:
- IPEC's principles have been effectively incorporated into public policy and include inspection of labour sites, changes in national legislation regarding the minimum working age and the implementation of integrated programmes that promote school enrolment, income support and local oversight.
- A great part of this effort is due to the National Forum for the Prevention and Eradication of Child Labour and the Protection of Working Adolescents that was created in 1994. It gathers together ILO stakeholders, NGOs and 42 institutions acting at the national level.
- The Federal Government's new cabinet has announced the continuation of the programmes developed under the Ministry of Education (MEC) - Bolsa Escola - and State Secretariat for Social Assistance (SEAS) - Programme on the Elimination of Child Labour (PETI).
- Another milestone is the agreement in the National Forum on the document "National Guidelines for a Policy to Prevent and Eradicate Child Labour and Protect Working Adolescents". The document stands as a contribution to the implementation of national policies to eradicate child labour and has been approved by the National Council on the Rights of Children and Adolescents (CONANDA).
- The new government has made an explicit declaration towards the eradication of the worst forms of child labour, notably commercial sexual exploitation of children and children engaged in illicit activities (drug planting and trafficking).
- Since the new government's cabinet has taken power, all major actors in the combat against child labour are developing internal strategic plans on the subject. Notably workers organizations (CONTAG, CUT), the National Forum and several NGO’s. Some state level governments are also considering the subject as a priority.

The status of SIMPOC activities in Brazil is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey Donor: USA</td>
<td>Modular survey attached to a Labour Force Survey, 120 000 HH</td>
<td>Field implementation in 2001</td>
</tr>
<tr>
<td>Rapid Assessment Donor: USA</td>
<td>Rapid Assessments on drug trafficking, child domestic workers, child sexual exploitation</td>
<td>Completed</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** It is expected that the project has provoked high expectations at the national level related to the media, political authorities, and groups of the organized civil society. The Project has a fundamental importance in the Brazilian reality to
guide policies for the eradication of child labour in general and child domestic work in particular.

**Rapid Assessment:** The findings and the final report of the Rapid Assessment on drug trafficking were released at a press conference in March 2002. The press conference received nationwide coverage (radio, television and written press). A total of 23 newspaper articles were generated on the topic.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**Rapid Assessment:** The recruitment of the research institutes and consultant teams for the Rapid Assessment took longer than expected, since the institutes who were initially identified had committed to other assignments by the time the project was ready to be launched. It turned out that three months were not enough time to successfully carry out a Rapid Assessment, in particular if the study was about hidden and dangerous worst forms of child labour, such as drug trafficking and sexual exploitation of children.

**Sustainability of SIMPOC data collection**

**National Child Labour Survey:** Given that partners’ demands and funds are necessary, it is premature to know when a child labour module survey will be undertaken again in Brazil. The ILO and IPEC continue in advocacy with major stakeholders and supporting actors in order to collect child labour data (SIMPOC model) whenever a National Household Survey is carried out.

**Good practices and lessons learned**

**National Child Labour Survey:** The progress reports indicate that Brazil can play a role in promoting the harmonisation of policies, legislation and interventions regarding child labour in the framework of MERCOSUR. The Brazilian SIMPOC child labour module is considered as a potential model for other MERCOSUR countries.

**Rapid Assessment:** Experience has shown that five or six months is a more realistic time frame for undertaking Rapid Assessments in hidden and dangerous worst forms of child labour.
Colombia

Background country information and status of SIMPOC activities

- Colombia signed a Memorandum of Understanding with the ILO in 2002 and has since moved forward with regard to child labour issues in the following ways:
- In November 2003, the new government presented the preliminary version of the National Development Plan for 2002-2006, which includes issues related to child labour.
- The Ministry of Education and the Colombian Institute of Family Welfare are undergoing restructuring. The former created a Directorate which has taken on the issue of child labour as one of its responsibilities
- Local Action Plan for the Prevention and Elimination of Child Labour have been developed in different areas
- Convention No. 138 was ratified in February 2001. The government has considered postponing the ratification of Convention No. 182 until it can ensure its application, especially in the area of withdrawing minors from armed conflict.

The status of SIMPOC activities in Colombia is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone, 16 000 HH</td>
<td>Field implementation in 2001</td>
</tr>
<tr>
<td>Donor: Canada</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessments on child domestic workers and mining</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

**National Child Labour Survey:** The preliminary results of the survey have been presented to the press and to the National Steering Committee in different cities in the country. It is the first time that child labour has been assessed in a systematic manner in Colombia. The results are considered a key step in establishing a knowledge base on the nature, magnitude and reasons for child labour.

Main problems and constraints during SIMPOC data collection, processing and analysis

**National Child Labour Survey:** The administrative and manpower requirements for implementing the NCLS were underestimated in Colombia. Technical and methodological issues postponed the collection and analysis of data. Political upheaval in the country led to delays, so the carrying out of the survey took longer than expected.

Sustainability of SIMPOC data collection

According to the progress reports, the availability of national resources and full participation of stakeholders would be the most important factors for implementing a repeat survey.

Good practices and lessons learned

**National Child Labour Survey:** The Colombian experience illustrates the importance of work plans with realistic time estimates. They should take into account administrative as well as technical aspects that impact the process of child labour data collection.
Ecuador

Background country information and status of SIMPOC activities

- Ecuador signed a Memorandum of Understanding with the ILO in 1997 and has since moved forward with regard to child labour issues in the following ways:
- Article 50 of the Constitution of Ecuador calls for State to adopt measures to assure children and adolescents, among others, special protection at work.
- The Ecuadorian authorities represented in the National Committee for the Progressive Elimination of Child Labour agreed on the elaboration of a National Plan to eliminate child labour (2003-2006).
- The Time-Bound Programme of Ecuador is in its preparatory stage and will be launched in late 2003.
- Conventions Nos. 138 and 182 were ratified in September 2000. The new Code on Childhood and Adolescence which is in line with ILO Convention No. 182 was approved in January 2003. The Code sets the minimum age to access employment at 15 years and specifies that all children below 18 years should be exempted from hazardous work.

The status of SIMPOC activities in Ecuador is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular attached to a Labour Force Survey, 14 000 HH</td>
<td>Field implementation in 2001</td>
</tr>
<tr>
<td>Rapidity Assessment</td>
<td>Rapid Assessment on agriculture (flowers), child domestic work, child sexual exploitation and girls in agriculture, CDW and CSE</td>
<td>ongoing</td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Survey on commercial agriculture, agriculture (bananas), agriculture (flowers), construction, garbage dumps, mining</td>
<td>ongoing</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

**National Child Labour Survey:** The national child labour survey provides a complete picture of the conditions and characteristics of child labour in Ecuador, and its consequences for education and health. The results are a crucial input to the preparation of the Time-Bound Programme in Ecuador.

**Rapid Assessment:** The National Committee for the Elimination of Child Labour has used the findings of the RA on hazardous child labour in flower plantations for defining the target group as one of the priorities in the National Plan.
Main problems and constraints during SIMPOC data collection, processing and analysis

Rapid Assessment: The researchers carrying out the Rapid Assessment on child labour in flower plantations found that the community investigated was very unwilling to offer information. Not only the plantation owners, but the vast majority of the villagers remained silent on this issue for fear of potential consequences, both physical and financial.

Good practices and lessons learned

Rapid Assessment: The example from Ecuador illustrates the importance of schools and informal education institutions as an entry point to accessing information of worst forms of child labour in certain instances.
2. ASIA

Cambodia

Background country information and status of SIMPOC activities

- Cambodia signed a Memorandum of Understanding with the ILO in 1997 and has since moved forward with regard to child labour issues in the following ways:
- The government carried out a child labour campaign in 2001 on issues such as child abandonment, education, AIDS, ill treatment of children, etc.
- The Council of Ministers of Cambodia approved ratification of the Optional Protocol to the Convention on the Rights of the Child, that is the involvement of children in armed conflicts
- In 2001, the Prime Minister appealed to all concerned institutions to develop their own action plans to contribute to the implementation of a five-year plan against trafficking and sexual exploitation of children.
- Ministerial orders related to child labour have been drafted, discussed, and passed by the Labour Advisory Committee.
- A list with the worst forms of child labour has been drafted by the Ministry of Labour and has been put forward for discussion with the National Steering Committee.
- At the country level, IPEC and the Ministry of Labour and Social Affairs have taken the lead role to increase the coordination of NGOs and donors that are active in the field of child labor.
- In July 2001 the Royal Government of Cambodia agreed to enhance its cooperation with ILO IPEC towards implementing a Time-Bound Programme (TBP).
- Convention No. 138 was ratified in July 1999.

The status of SIMPOC activities in Cambodia is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone Survey, 12000 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Donor: Netherlands</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline Surveys</td>
<td>Baseline Surveys in the following sectors: fishing, rubber, salt</td>
<td>completed</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: Cambodia is one of the SIMPOC countries were a second survey has been carried out, allowing a comparative analysis between the 1996 and 2000. The progress report indicates that as a result of SIMPOC activities the Government of Cambodia has become more open to discuss the issue of child labour and to seeking solutions. Public awareness about child labour has also increased. The data on child labour is expected to be used for further policy and programme development at the national level.

Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: A serious obstacle to the smooth running of the projects is lack of resources. This has an impact on sustainability as well. Another barrier is poor
national capacity, in particular with regard to experienced local partners in geographical areas where the incidence of child labour is very high.

**Sustainability of SIMPOC data collection**

The strengthening of government institutions is regarded as key in order to collect data on child labour on a regular basis. Through capacity building, the staff of the national statistical office is expected to carry out similar surveys in the future.
Philippines

**Background country information and status of SIMPOC activities**

- The Philippines signed the Memorandum of Understanding with the ILO in 1994 and has since moved forward with regard to child labour legislation in the following ways:
- The country has established a National Steering Committee, chaired by the Department of Labour and Employment (DOLE), which has developed the National Programme against Child Labour (NPACL) for 2001-2004.
- There are at present two pending bills at the Senate: the Senate Bill 750 (Magna Carta on Child Labour), which seeks to institutionalize the Child Labour Programme in the Philippines, and the Senate Bill 751 on Child Domestic Workers.
- The Philippines launched a Time-Bound Program (TBP) in June 2002. Under the National Program Against Child Labour, the TBP adopted the goal of reducing the number of children in hazardous work by 75 percent in 2015
- Convention No. 138 was ratified in June 1998 and Convention No. 182 in November 2000.

The status of SIMPOC activities in the Philippines is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to a labour force survey, 27 000 HH</td>
<td>Field implementation in 2001</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessments on drug trafficking and child soldiers</td>
<td>completed</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** The results from the 2001 Survey on Children (SOC) were disseminated through a press release and the posting of the data on the NSO web site in May 2002. A national data dissemination forum and regional data dissemination forums (in eleven regions) have been completed. The results of the survey have been aired over the radio together with a series of interviews featuring NSO and DOLE officials.

The 2001 Survey results were utilized in various studies that contributed to the formulation of the Time-Bound Programme. In particular, the data provided the benchmark for the overall goal of reducing the incidence of children in hazardous work in the Philippines by 75 percent in 2015. The survey results were utilized in a study under the Development Policy Network (DPNet) Programme. Likewise, independent academic studies are also ongoing. The results were also utilized in the pending Senate Bill for a Magna Carta on the Working Child. In the recent anniversary of the Global March against Child Labour, the results of the Survey were highlighted to raise public awareness on the issue.

Both the first CL survey in 1995 and the 2001 Survey on Children (SOC) provide comprehensive sources of national data on child workers and the incidence of child labour. They are available from the NSO web site.
**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** The enumerators encountered problems for example when working children that were attending school could not be contacted in their respective homes. This caused delays as the enumerators needed to ask permission from the teachers to interview them at school, or they visited them during Saturdays and Sundays.

**Rapid Assessment:** The RA consultants researching child soldiers had to wait for an explicit permission from the Moro Islamic Liberation Front (MILF) to conduct the interviews with the children. The original idea to map the location of the households had to be abandoned due to past experiences with such exercises.

**Sustainability of SIMPOC data collection**

**National Child Labour Survey:** According to the National Statistics Office, other agencies and entities should advocate the importance and eventual inclusion of child labour indicators as designated statistics in the statistical system. These so-called designated statistics are provided with government budgetary support, thus ensuring the periodic conduct of the Child Labour Survey.

**Good practices and lessons learned**

**National Child Labour Survey:** In general, the experiences gained from the previous survey conducted in 1995, including the feedback from policy makers and other data users, and the technical advice from SIMPOC contributed much to the efficient implementation of the 2001 survey.

It was useful to involve field offices in the survey activities and the processing of data. Decentralization speeded up the process and promoted a better understanding and awareness among the field staff on the incidence of child labour.

The merging of local training centres enabled the sharing of experiences on field-data collection and improved camaraderie among regional field personnel.
Sri Lanka

Background country information and status of SIMPOC activities

- Sri Lanka signed a Memorandum of Understanding with the ILO in 1996 and has since moved forward with regard to child labour issues in the following ways:

- A regulation of the Employment of Women, Children and Young Persons Act (EWCY) was amended in 1999, raising the minimum age for employment to 14. Adequate publicity is given by the Ministry of Labour (MOL) to this amendment through posters and the media.

- In the framework of the country programme, IPEC has implemented projects geared towards capacity building, direct action, awareness raising and social mobilization. For example, IPEC has worked with the Employers Federation of Ceylon to create a job placement system for vulnerable boys and girls over 15 years of age.

- The department of Labour prints a quarterly news bulletin on child labour which provides information on child-labour-related issues. The bulletin is translated into Tamil.

- Convention No. 138 was ratified in February 2000 and of Convention No. 182 in March 2001.

The status of SIMPOC activities in Sri Lanka is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone survey, 14 400 HH</td>
<td>Field implementation in 1999</td>
</tr>
<tr>
<td>Donor: Denmark</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessments on commercial sexual</td>
<td>completed</td>
</tr>
<tr>
<td>Donor: USA</td>
<td>exploitation, child domestic workers</td>
<td></td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: According to the country programme progress report, data from the NCLS is widely used by the government, donor community and researchers. The department of census carried out a workshop with the media and the policy-makers to sensitize them on the findings of the Survey and for better reporting on child labour.

Rapid Assessment: The workshop to present and discuss the findings of the Rapid Assessment was held in August 2001. Participants included university professors, representatives of the Sri Lanka Foundation, of Lawyers for Human Rights and Development, and of several other NGOs.

Good practices and lessons learned

Rapid Assessment: The Sri Lanka experience shows that schools can serve as useful entry points to accessing information on certain instances of child labour. For example, children in school were asked by their teachers on their perceptions of child domestic work in order to gain insight into the circumstances and context of this work in the community.
3. **AFRICA**

**Ethiopia**

**Background country information and status of SIMPOC activities**

- The Minister of Labour of Ethiopia agreed to sign a Memorandum of Understanding with ILO/IPEC in 2003. Ethiopia has moved forward with regards to child labour in the following ways:
  - Ethiopia has ratified the African Charter on the Rights of the Child in late 2002.
  - Ethiopia has endorsed the United Nations Convention on the Rights of the Child (CRC). For the effective implementation of the Convention, the government has mandated the Ministry of Labour and Social Affairs – through its Child, Family and Youth Affairs Department - to handle all programmes pertaining to the healthy development of children.
  - In the education sphere, the government made a clear commitment to long-term education through the Education Sector Development Programme (ESPD).
  - Since the mid-1990s, the ILO Area Office in Ethiopia has cooperated with partner agencies and NGOs in conducting advocacy and sensitization workshops on child labour.
  - Convention No. 138 was ratified in May 1999. Convention No. 182 was ratified in May 2003.

The status of SIMPOC activities in Ethiopia is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone Survey, 43 600 HH</td>
<td>Field implementation in 2001</td>
</tr>
<tr>
<td>Donor: Canada</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessments on child domestic workers in Addis Ababa</td>
<td>Completed</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey**: The results of the National Child Labour Survey were disseminated during a workshop in February 2003, attended by a wide array of participants from different organizations.

**Rapid Assessment**: The findings of the RA on child domestic workers are expected to be used in the design of the National Strategy and National Plan of Action, the documents for which are expected in late 2003.

A potential regional project on combating child domestic work is currently under discussion. The findings of the RA on child domestic workers have been essential for the preparation of the project document.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**Rapid Assessment**: The Ethiopia RA on child domestic workers points to a number of circumstances where the information obtained by the researchers could not be relied upon for
accuracy. For example, in the few cases where the employers were cooperative and permitted the researchers to interview them at their homes, they showed conditions and treatment that were judged as totally different from a “normal” day.

**Sustainability of SIMPOC data collection**
Due to the ongoing status of SIMPOC activities, the sustainability of SIMPOC data collection cannot yet be determined.

**Good practices and lessons learned**
**Rapid Assessment:** Informal education centres have proven to be an effective entry point to obtain information from children directly. In particular, role-play scenarios were useful for finding out about the daily lives of child domestic workers.
Ghana

Background country information and status of SIMPOC activities

- Ghana signed a Memorandum of Understanding with the ILO in 2000 and has since moved forward with regard to child labour issues in the following ways:
  - Since 2001, IPEC Ghana has been in consultation with the Ministry of Justice and Attorney General’s Department to develop legislation on child trafficking. The Ministry has produced a first draft of laws on human trafficking.
  - The Education Ministry has been involved with developing a Sector-Wide Strategic Plan for educational development in Ghana. IPEC has been involved in consultations with the Ministry to ensure that the needs of working and ex-working children are catered for within this policy framework.
  - The Ministry of Manpower Development and Employment has set up projects in major cities to create awareness and withdraw children from work. Policy development is part of their targets for this project.
  - Convention No. 182 was ratified in June 2000.

The status of SIMPOC activities in Ghana is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone, 10 000 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on street children</td>
<td>Completed</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: The draft report of the NCLS has been used for the child labour policy development paper in Ghana. It is expected that the final report together with the available data will generate a lot of interest for action on child labour in Ghana, especially on the worst forms of child labour.

Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: Field data collection was relatively efficiently implemented. However, data entry, cleaning, validation, report drafting has taken an unduly long time (over 12 months). This experience has not been unique to Ghana, but in other countries as well. The main reasons that have been identified are:

- Lack of staff capacity to carry out data analysis is a problem, since child labour is still a new area of research. Moreover, in addition to the “traditional” production of statistical tables, the ILO recommends that some basic analysis should be undertaken. Because of this, external local consultants had to be hired to assist in report preparation (although this was not the case in Ghana).

- The momentum and excitement that is generated at the start of a project and during the fieldwork tends to dissipate after the fieldwork. This is particularly the case as the financial reward that goes with the subsequent stages are minimal, added to the fact that these stages
are tedious and mentally demanding. In addition, there is a lack of permanent project staff to ensure that the momentum is not lost and the timetable is adhered to.

The delay in completing the analysis and releasing the results (including raw data) is bound to affect the project’s effectiveness in responding to the need for information for policy development and advocacy, as envisaged in the IPEC Ghana Country Programme.

**Sustainability of SIMPOC data collection**

**National Child Labour Survey:** Key staff at the Ghana Statistical Services have been trained in concepts and definitions, data collection techniques, and data processing. There is therefore a pool of technical staff that can design and implement similar child labour surveys. The major challenge, however, will be the availability of budgetary resources and whether they will be able to retain the staff that have been trained by the project.

**Good practices and lessons learned**

**National Child Labour Survey:** The project document required the setting-up of a National Steering Committee and a Technical Advisory Committee to oversee the policy/administrative and technical aspects of the project implementation respectively. Although these Committees were created, it is not clear to what extent they could influence decisions and address issues related to timely delivery of project outputs. Three issues emerge from this experience:

The future role of the NSC should be clearly spelt out to include monitoring the implementation of the projects against agreed milestones; and where such milestones have not been met, corrective measures must be expeditiously devised.

The role of the Ministry of Labour and other data users should also be more pronounced — not only in determining the issues for investigation but also the direction in which the analysis should take. This will make the outcome more relevant to the needs for policy and programme development.

SIMPOC Projects have often been designed with little knowledge of on-going Surveys or forthcoming ones that will draw on staff time, either because of Government priority or incentives offered by other donors. To the extent possible, this must be assessed at the time of the project design and likely implications determined and addressed in the design of the project.
Kenya

**Background country information and status of SIMPOC activities**

- Kenya signed a Memorandum of Understanding with the ILO in 1992 and has since moved forward with regard to child labour issues in the following ways:
- A child labour division has been created within the Ministry of Labour to support the process of mainstreaming child labour into government’s programmes and operations
- A national policy paper on child labour has been prepared by the Ministry of Labour and was reviewed in 2000.
- The Children’s Bill 1998 has been adopted and has been presented in Parliament
- A Country Programme has been implemented with interventions in the area of policy development, capacity building, awareness raising, education and skills training, income generation and health.
- Convention No. 138 was ratified in April 1979 and of Convention No. 182 in May 2001.

The status of SIMPOC activities in Kenya is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on child domestic workers</td>
<td>ongoing</td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Surveys on mining and commercial agriculture</td>
<td>ongoing</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** The SIMPOC survey provides a detailed picture of the national situation of child labour in Kenya. In particular, it overcomes the shortcomings of the various small-scale surveys that were carried out in Kenya before, i.e. small sample sizes and scattering across different sectors and regions.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** In the course of implementing the survey it became evident that there was a need to strengthen the capacity regarding better understanding of technical issues on child labour. This understanding was vital for efficient data collection.

Delays were experienced in making the survey results available given the interference brought about by election activities in the country.

**Good practices and lessons learned**

**National Child Labour Survey:** The Kenya experience illustrates that training is important for members of organizations and officials that are involved in data collection. Proper project planning with performance indicators and checklists allows better management of child labour data collection. The progress reports recommend widening the net of research on child
labour to cover universities and research organizations as well, instead of concentrating merely on national statistics bureaus.
Namibia

Background country information and status of SIMPOC activities

- Namibia has moved forward with regard to child labour issues in the following ways:
  - The government is more open to discussing the issue of child labour and how to resolve it. Public awareness about child labour has also increased.
  - Namibia ratified Convention No. 138 and Convention No. 182 in November 2000

The status of SIMPOC activities in Namibia is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone, 8 400 HH</td>
<td>Field implementation in 1999</td>
</tr>
<tr>
<td>Donor: Sweden</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: Three regional workshops have been held at the country level to disseminate the results of the survey as well as to create awareness about the problem of child labour. They were attended by regional councilors, staff members from ministries, trade unions and NGOs.

The micro data from the Namibia NCLS has been transferred and integrated into the SIMPOC web site for wider dissemination to the general public and researchers. There are plans to use the country report and the micro-data for further policy and programme development.

Sustainability of SIMPOC data collection

National Child Labour Survey: The capacity of the Ministry of Labour to collect and analyse child labour data has been enhanced, making it possible for the Government to carry out similar surveys with minimum technical assistance. However, the country has not carried out any similar survey, or produced any child labour support since the last one supported by SIMPOC.
Nigeria

**Background country information and status of SIMPOC activities**

- Nigeria signed a Memorandum of Understanding with the ILO in 2000 and has since moved forward with regard to child labour issues in the following ways:
- The National Child Development Policy was approved for implementation in October 2002.
- Most governmental agencies have incorporated child labour activities into their annual Plans of Action, following the National Plan of Action on Child Labour and Trafficking. They have included provisions for the implementation of child labour related programs in their budget estimates as well.
- A consultative forum with government, UN development agencies and donor organizations has been created to enhance collaboration in the area of child labour and child trafficking.
- Social partners such as the Nigeria Labour Congress (NLC) have organized various sensitization and awareness workshops on child labour.
- Conventions Nos. 138 and 182 were ratified in October 2002.

The status of SIMPOC activities in Nigeria is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular, 21 900 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
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<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on street</td>
<td>Ongoing</td>
</tr>
<tr>
<td></td>
<td>children</td>
<td></td>
</tr>
</tbody>
</table>

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** The project has been implemented over a longer period of time than originally planned. Amongst the main reasons that have been identified are capacity problems at the national level. Adding to this is the lack of incentives for the Statistics Office staff after fieldwork has been completed.

There were a lot of expectations when the Nigeria NCLS started, but with the delay of the survey the hopes dwindled. As a result other organizations, in particular the Nigeria Employers’ Consultative Association (NECA) have come up with a proposal to conduct they own sectoral (in agricultural and construction sectors) child labour study.

**Sustainability of SIMPOC data collection**

Through the project, key FOS staff has been trained in concepts and definitions, data collection techniques, and data processing. There is therefore a pool of technical staff that can design and implement similar child labour surveys. The major challenge, however, will be the availability of budgetary resources and whether they will be able to retain the staff that has been trained by the project.
**Good practices and lessons learned**

**National Child Labour Survey:** The lessons learned in this section are very similar to the ones from Ghana: At the time of the project design on-going surveys or forthcoming ones need to be considered. Likely implications in terms of staff time and involvement need to be taken into account carefully.

It is important to clearly define the role of the National Steering Committee, in particular regarding monitoring of the project. The Ministry of Labour and other data users should visibly be involved in determining the issues for investigation and later analysis. This helps to guarantee that data is more demand driven and relevant for policy and programme development, and to ensure ownership.
South Africa

Background country information and status of SIMPOC activities

- South Africa signed a Memorandum of Understanding with the ILO in 1998 and has since moved forward with regard to child labour issues in the following ways:
- The Department of Labour is currently drafting a National Programme of Action on the elimination of child labour
- The Child Labour Intersectoral Group with the role of a National Steering Committee has been revived after its establishment in 1998. It serves as a platform for establishing networks or links on the issue of child labour.
- The Development Policy Network Project for the elimination of child labour helps to carry out a more elaborate analysis on child labour issues in South Africa. Through this it ensures more awareness and commitment of stakeholders towards the adoption of a national policy on child labour.
- Convention No. 138 was ratified in March 2000 and of Convention No. 182 in June 2000.

The status of SIMPOC activities in South Africa is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Stand-alone, 26 000 HH</td>
<td>Field implementation in 1999</td>
</tr>
<tr>
<td>Donor: USA</td>
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</tr>
<tr>
<td>Rapid Assessment</td>
<td>National Report on child domestic workers</td>
<td>Completed</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: The results of the Survey of Activities of Young People in South Africa (SAYP) were presented at a national workshop in November 2000. The micro-data is made available through a CD-ROM, and it is accessible on the ILO/IPEC web site.

A discussion document capturing the main findings of the SAYP has been published. Together with the SAYP the discussion document provided vital input to national and provincial stakeholders’ workshops that were implemented in the beginning of 2003. Apart from that, a document called ‘Child Work in South Africa - Further tabulations of the Survey of Activities of Young People’ has been published. This document presents and analyses data from the SAYP specifically for policy purposes.

The country report produced on child domestic workers in South Africa is expected to feed into the National Programme of Action that is currently being drafted by the Department of Labour.

Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: The problems encountered during the field operations of the survey related to issues such as lack of understanding about the purpose of the survey (despite of the publicity), difficulties in responding to some of the questions, the length of the questionnaire, and accessibility to survey locations.
Tanzania

**Background country information and status of SIMPOC activities**

- Tanzania signed the Memorandum of Understanding with ILO/IPEC in 1994. Since then, Tanzania has moved forward with regards to child labour legislation in the following ways:
- Tanzania has ratified the UN Convention on the Rights of the Child, signed the African Charter on the Rights of the Child, and has enacted and reviewed laws aimed at promoting and protecting the rights and interests of children.
- Tanzania has created a special Ministry to coordinate child development programmes and to encourage NGOs, individuals and communities to establish centres for children in difficult circumstances.
- Tanzania has implemented the National Programme of Action concerning child survival, protection and development in the 1990s.
- Tanzania has been selected as one of the first three countries in which a national Time-Bound Programme is being carried out.

The status of SIMPOC activities in Tanzania is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to a labour force survey, 11 600 HH</td>
<td>Field implementation in 2000</td>
</tr>
<tr>
<td>Donor: USA</td>
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<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessments on agriculture (coffee), horticulture, agriculture (tea), agriculture (tobacco), child sexual exploitation, mining, urban informal sector</td>
<td>completed</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline Surveys</td>
<td>Baseline Surveys on commercial agriculture, agriculture (tea), child domestic workers, child labour (all sectors), child sexual exploitation, mining</td>
<td>completed</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**Rapid Assessment:** The preliminary results of the Rapid Assessments in Tanzania were used at the National Round Table on the worst forms of child labour in April 2001. The RA reports have been disseminated through district-level workshops to coincide with the launching of the Time-Bound Programme (TBP) in the concerned districts. The RAs have been indispensable sources of information insofar as the TBP will cover the WFCL in the following sectors: prostitution, domestic service, mining and commercial agriculture (coffee, tea and tobacco plantations).
Main problems and constraints during SIMPOC data collection, processing and analysis

**Rapid Assessment:** The researchers carrying out the Tanzania RAs met obstacles such as weather conditions (rainy season limiting access to research locations) and holiday periods (schools and government offices closed, and limiting access to both children for interviews, and to officials for research clearance).

Further delays were experienced because the country’s general elections had just ended and the government was in an interim period. The researchers had to wait until the newly elected officers assumed their business in order to get the research clearance.

Sustainability of SIMPOC data collection

**Rapid Assessment:** The momentum gained by the RAs carried out in Tanzania provide an example of how studies can quickly lead to further research and generate related activities. Since the completion of the Rapid Assessments the following activities have taken place: (i) assessments were undertaken in Zanzibar in the sectors of sexual exploitation, clove plantations, seaweed cultivation and fishing, (ii) based on information from the tobacco Rapid Assessment, the Child Labour Unit in collaboration with UNHCR has undertaken a RA investigating the possibility that children from refugee camps are being trafficked to work on tobacco plantations, (iii) a CD Rom containing all the materials from the Rapid Assessments (reports, documents, database, power point presentation, training materials) was produced internally at the ILO office in Dar Es Salaam.

Good practices and lessons learned

**Rapid Assessment:** The Tanzania RA on prostitution showed how important it was to adjust the interview approach, i.e. from a formally planned interview to a casual conversation. This was due to the noisy and busy environment at the clubs where the interviews were carried out. It was further crucial that researchers were familiar with local cultural beliefs and practices. Prior knowledge of the local context significantly improved the design of the data collection tools and the approach of the methodology.
**Zambia**

**Background country information and status of SIMPOC activities**

- Zambia signed a Memorandum of Understanding with the ILO in 2000 and has moved forward with regard to child labour legislation in the following ways:
  - The Ministry of Labour and Social Security has developed a draft National Child Labour Policy that is yet to be disseminated for input from other stakeholders.
  - The Ministry of Labour and Social Security has revised the Employment of Young Persons and Children’s Act and the Employment Act to include a minimum age of admission to employment, definitions and identification of hazardous work sectors and a chapter on the worst forms of child labour.
  - In 2002 the Government of Zambia presented a first periodic State Party report to provide feedback on how the government had implemented the UN Convention on the Rights of Children (CRC). In 2002 the Government of Zambia introduced “free” and compulsory education to children in grades one to seven to enable more children access to basic education in order to achieve the “education for all” campaign by 2015.
  - Convention No. 138 was ratified in February 1976 and of Convention No. 182 in December 2001.

The status of SIMPOC activities in Zambia is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to MICS (UNICEF), 8 000 HH</td>
<td>Field implementation in 1999</td>
</tr>
<tr>
<td>Donor: USA</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Rapid Assessment</td>
<td>Rapid Assessment on child domestic workers, child sexual exploitation and street children</td>
<td>Ongoing</td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Survey on commercial agriculture</td>
<td>Ongoing</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** The data produced by the child labour survey was used in the context of the Zambia Country Programme, especially in the area of advocacy and for the design of interventions. The data has been widely used by the “Understanding Children Work (UCW)” project. Further to this, it was essential in the production of the new global estimates on child labour, published by the ILO in June 2002. In general, the publication of the Zambian Child Labour Survey Report has generated a lot of interest and has raised questions about further research on the worst forms of child labour.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** The project has been implemented over a longer period of time than originally planned. This delay was largely due to the limited capacity at the country level – in particular at the data analysis and report preparation stage. For example, the problem of missing values in the data sets took too long to verify and resolve. Even the Consultant who was recruited to assist did not spend adequate time with the CSO team.
In addition, staff from the CSO was involved in planning and conducting the 2000 Population Census. The Child Labour Survey was basically “abandoned” for the duration of the Census period. This additionally delayed the completion of the project.

**Sustainability of SIMPOC data collection**

**National Child Labour Survey:** Similar to other SIMPOC projects, the major challenge to implementing repeat child labour surveys will be the availability of budgetary resources, and whether they will be able to retain the staff that has been trained by the project.

**Good practices and lessons learned**

**National Child Labour Survey:** The Zambia NCLS was one of the first to be implemented in 1999 and as such provided a learning opportunity in two aspects: (a) the advantages and disadvantages of conducting the survey as a module attached to other survey and (b) that it is possible to conduct both quantitative and qualitative studies (street children and children in prostitution) simultaneously and the results from both studies reinforce each other and enrich understanding of the dynamics of child labour.

The experience with the overlapping 2000 Population Census showed the importance of setting clear priorities in assigning staff resources to meet prevailing obligations.
Zimbabwe

Background country information and status of SIMPOC activities

- Zimbabwe has expressed interest to sign a memorandum of Understanding with the ILO and has moved forward with regards to child labour issues in the following ways:
- The government has become more open to discussing the issue of child labour and how to resolve it. Public awareness about child labour has also increased.
- Zimbabwe ratified Convention No. 138 in June 2000 and Convention No. 182 in December 2000

The status of SIMPOC activities in Zimbabwe is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to a World Bank Survey (not LSMS), 13 200 HH</td>
<td>Field implementation in 1999</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: The results from the Zimbabwe CL survey were presented at an official dissemination workshop in September 2000, with participation from all major stakeholders. The Ministry of Public Service, Labour and Social Welfare as well as NGOs have used the data for public awareness.

It is expected that providing data on the extent and nature of child labour will facilitate the development of appropriate child labour policies and programmes in Zimbabwe.

Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: The analysis of the survey data took longer than expected due to the fact that the National Statistics Office had to wait for technical backstopping from the ILO.

Sustainability of SIMPOC data collection

It is expected that a MOU between the Zimbabwe Government and ILO IPEC will be signed. This is considered a crucial step for enabling follow-up activities on the results of the survey.
4. EUROPE & CIS

Georgia

Background country information and status of SIMPOC activities
- Georgia has moved forward with regards to child labour issues in the following ways:
- The country has ratified Convention No. 138 in September 1996 and Convention No. 182 in July 2002.

The status of SIMPOC activities in Georgia is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular survey attached to a labour force survey, 7 200 HH</td>
<td>Field implementation in 2000</td>
</tr>
</tbody>
</table>

Donor: Norway

Evidence of possible use of SIMPOC data
National Child Labour Survey: The amount of data on child labour prior to the SIMPOC survey was very limited, in particular on the background and reasons for child labour. SIMPOC data has been useful to the Ministry of Labour, Health and Social Affairs for the preparation of child labour policies and programmes in Georgia.
Romania

Background country information and status of SIMPOC activities

- Romania signed a Memorandum of Understanding with the ILO in 2002 and has since moved forward with regard to child labour legislation in the following ways:
- For the first time in Romanian legislation (the National Strategy for Child Protection 2001-2004), child labourers are recognized as a specific category of beneficiaries by the National Authority for Child Protection and Adoption (NACPA).
- Trafficking in minors and the use of children in pornography are addressed through Law No. 678/2001 on preventing and combating trafficking in persons, which includes increased penalties for trafficking in minor children, especially for use in pornography, and puts emphasis on children under 15 years of age.
- Free provision of school supplies for children of families with very low incomes attending compulsory education (GO published in the Official Monitor no. 496/2001), free provision of supplementary nutrition (bread and milk) to all children attending primary education, beginning with the 2002-2003 school year (GO No. 96/2002).
- Extension of compulsory education from eight to 10 years beginning with the 2003-2004 school year was proposed by the MER to the Parliament on 12.03.2003.
- Convention No. 138 was ratified in November 1975 and Convention No. 182 in December 2000. The institutions responsible for implementing the provisions of Convention No. 182 are the National Authority for Child Protection and Adoption (NACPA), Ministry of Labour and Social Solidarity (MLSS), Ministry of Interior (MOI), Ministry of Education and Research (MER) and Ministry of Justice (MOJ).

The status of SIMPOC activities in Romania is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey Donor: USA</td>
<td>Modular Survey attached to a Labour Force Survey, 18 000 HH</td>
<td>Field implementation in 2001</td>
</tr>
<tr>
<td>Rapid Assessment Donor: USA</td>
<td>Rapid Assessments on street children</td>
<td>completed</td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Survey on street children and rural children and education</td>
<td>ongoing</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: The preliminary results of the NCLS were discussed in a seminar held in October 2002 with the participation of high-level officials from the Ministry of Labour, Ministry of Education and Ministry of Health. A press conference was held at the end of the seminar. The CL survey and the issue of child labour appeared on the front pages of national newspapers.
The preliminary results of the CL survey have been used by independent researchers and the media. The project has also helped to create new and improve existing channels of communication between independent researchers and the National Statistical Institute (NSI).

Rapid Assessment: The findings of the Rapid Assessment have been discussed at two technical workshops that were concluded with a press conference. Two national television broadcasts and newspapers covered the release of the Rapid Assessment.

The findings of the RAs are expected to provide valuable information for the Comprehensive Report on Child Labour in Romania.

An electronic News Bulletin on child labour (Romanian and English versions) is being released regularly and sent to 156 recipients, including embassies, governmental agencies, trade unions and employers' organizations, NGOs and the media. An increasing number of additional information and IPEC publications is being requested since then by the recipients of the electronic News Bulletin.

**Main problems and constraints during SIMPOC data collection, processing and analysis**

**National Child Labour Survey:** After the governmental change, the new government decided to cut the size of the public service sector by almost one-third across the boards. This had an impact on the timelines of the data processing activities of the CL survey.

Changes in the financial regulation of the National Institute for Statistics led to additional delays of payments to the 700 interviewers/enum erators that were contracted to collect data for the Child Labour Survey.

**Rapid Assessment:** The research institutes and consultant teams who were initially identified by the IPEC country offices to carry out the Rapid Assessments had committed to other assignments by the time the investigation was ready to be launched. As they were no longer available, new researchers had to be identified, screened and recruited, adding a number of weeks to the preparation time.

**Sustainability of SIMPOC data collection**

Romania’s relationship with IPEC is still at an early stage, but based on the recently signed extension of the MOU it is expected that both researchers and the Government will request that the NIS implement another child labour survey as a follow-up to the initial survey.

**Good practices and lessons learned**

**Rapid Assessment:** The researchers interviewing children for the Rapid Assessments found that some children had difficulties in answering due to both the length of the questionnaire and a lack of trust. In order to create a climate of trust the interviewers interacted with the children for a longer period of time and through several meetings. The meetings consisted of talking and playing together, going to the swimming pool / the cinema or taking them for a snack. The questions were asked gradually, taking into account the child’s mood at the time. The researchers believed that this approach provided more accurate and reliable data.

The Romania experience confirmed that three months is not enough time to be able to successfully carry out the Rapid Assessment. Five or six months is a more realistic time
frame, in particular if the objective is to study hidden (and more dangerous to research) forms of child labour, such as drug trafficking and the sexual exploitation of children.
Turkey

**Background country information and status of SIMPOC activities**

- Turkey was one of the first countries selected when IPEC began in 1992. Since then, a large number of projects and programmes have been carried out in different sectors, with considerable success.
- Government commitment to combat child labour, especially its worst forms, remains very high.
- Turkey’s activities to reduce the number of working street children have been used as role models for other countries.
- A Time-Bound Programme is being developed with IPEC’s technical support.
- Convention No. 138 was ratified in October 1998 and Convention No. 182 in August 2001. Turkey is now in the process of implementing Convention No. 182 on the worst forms of child labour

The status of SIMPOC activities in Turkey is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey Donor: Sweden</td>
<td>Modular Survey attached to a Labour Force Survey, 23 000 HH</td>
<td>Field implementation in 1999</td>
</tr>
<tr>
<td>Rapid Assessment Donor: USA</td>
<td>Working Street Children in Three Metropolitan Cities: A Rapid Assessment</td>
<td>completed</td>
</tr>
<tr>
<td>Baseline Survey</td>
<td>Baseline Survey on Working Children in Agriculture (Cotton), Working Children in Furniture</td>
<td>ongoing</td>
</tr>
</tbody>
</table>

**Evidence of possible use of SIMPOC data**

**National Child Labour Survey:** A comparison of results of the 1994 Household Labour Force Survey with the same survey five years later in 1999 shows a remarkable progress (50 per cent reduction in the percentage of working children in the 6-14 year old age group).

The results from the 1999 child labour survey were disseminated at a multi-sectoral meeting organized by the State Institute of Statistics (SIS) in cooperation with the Child Labour Unit of the Ministry of Labour and Social Security. The results are being utilized in the preparation of the TBP. They are further being used in the National Programme Framework for the elimination of CL that has been formulated by the Ministry of Labour and Social Security.

**Rapid Assessment:** The findings of the Rapid Assessment were presented and discussed in 2002 in a workshop attended by a broad audience from various institutions, e.g. the Ministry of Labour and Social Security, the Ministry of National Education, the General Directorate of Social Services and Child Protection, the General Directorate of Apprenticeship Training Centres, the State Institute of Statistics, the Turkish Confederation of Employer Associations,
etc. During this workshop, it was agreed to integrate the RA report and its findings into the preparation of the National Programme Framework for the elimination of CL.

**Sustainability of SIMPOC data collection**

Turkey is the first SIMPOC country where a second survey has been carried out, allowing a comparative analysis between the 1994 and the 1999.

**Good practices and lessons learned**

**Rapid Assessment:** The Turkey RA showed the importance of connecting with children and developing a relationship with them. Before collecting information about them, the researchers used elements of sports and music as entry points in order to generate a climate of trust and to establish a comfortable connection with the children.
Ukraine

Background country information and status of SIMPOC activities

- Ukraine signed a Memorandum of Understanding with the ILO in 2002 and has since moved forward with regard to child labour issues in the following ways:
- The National Steering Committee list has been approved by the Government and signed by the Prime Minister.
- Ukraine has ratified the UN Declaration on the Rights of the Child.
- The current legislation of Ukraine restricts working hours and occupations, and identifies working conditions and privileges for young labourers from 15-17 years.
- A two-year IPEC Country Program has been launched in Ukraine in July 2001, addressing the exploitative nature of child labour. Among the main accomplishments of the Country Programme are the establishment of an institutional framework, the enhancement of the social partners capacity, and the updating of a database of working children in selected regions of Ukraine.
- Ukraine ratified Convention No. 138 in May 1979 and Convention No. 182 in December 2000

The status of SIMPOC activities in Ukraine is as follows:

<table>
<thead>
<tr>
<th>SIMPOC activity</th>
<th>Type</th>
<th>Time period / Status</th>
</tr>
</thead>
<tbody>
<tr>
<td>National Child Labour Survey</td>
<td>Modular attached to a Labour Force Survey, 48 200 HH</td>
<td>Field implementation in 1999</td>
</tr>
<tr>
<td>Donor: Netherlands</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Baseline Surveys</td>
<td>Baseline Surveys on several worst forms of child labour</td>
<td>Completed</td>
</tr>
</tbody>
</table>

Evidence of possible use of SIMPOC data

National Child Labour Survey: There was very little national data on child labour prior to the SIMPOC survey. The project was relevant in the sense of meeting this need, and it has laid the foundation for the sustainability of data collection and research on child labour.

Main problems and constraints during SIMPOC data collection, processing and analysis

National Child Labour Survey: The completion of the project took longer than expected. The delay was largely due to the limited capacity of the country to complete the survey on time, and in particular to carry out the data analysis part of the survey.