International Labour Organization

Roadmap to make Central America, Panama and the Dominican Republic a Child Labour Free Zone

Programming, Implementation, Monitoring and Evaluation Guide

Roadmap to make Central America, Panama and the Dominican Republic a Child Labour Free Zone

Programming, Implementation, Monitoring and Evaluation Guide

San Jose, March 2010

Internacional Programme
on the Elimination of
Child Labour (IPEC)

International Labour Organization (ILO)

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Action: Specific activity that can be carried out in the short term (between one and twelve months) or in a period of more than one year (a project).

Evaluation: Aims to determine the degree of effectiveness and efficiency (process) in the use of the resources allotted to achieve the objectives; measuring, at the same time, the expected impacts of a programme, project, or action.

Implementation: Interaction process between the establishment of objectives and the actions undertaken to achieve them.

Monitoring: Periodic verification of the programming and implementation of actions. Process that enables the establishment of the progress achieved concerning the delivery of the scheduled actions or activities. Its purpose is to ascertain on time all possible deviations, so as to make appropriate and timely decisions about the implementation of the plan, programme, project, or action.

Strategic planning (in the public sphere): Social management instrument that synthesizes some of the basic principles of social policy formulation, such as participation of social groups, generation of social consensus through negotiation, and generation of long-term democratic public policies . The results of a strategic planning process usually specify the broad objectives, outcomes, indicators, and targets within the framework of one or several public policy sectors, as well as the strategic actions agreed on by the stakeholders.

Programming: Process that identifies actions (or activities) in connection to the outcomes expected to be achieved within a plan, programme, or project; the time table for the delivery of actions; costs; and involved parties responsible for implementing the actions.

Information system: Platform (often, computerized) that allows the generation of useful data or information for the monitoring and evaluation of the actions set forth in the Roadmap.

[1] Loera Varela, Armando (2000).
[2] Amargós, Oscar (2003).

The Decent Work Agenda for the Hemisphere (DWAH) adopted at the International Labour Organization's (ILO) Sixteenth American Regional Meeting held in Brasilia in 2006, is a policy-articulated strategy that combines action in the areas of the economy, regulation, institutions and labour markets, with the purpose of promoting decent work in the Americas.

Among the measures to promote the effective fulfillment of the fundamental principles and rights at work, the ILO constituents established two targets related to child labour: to eliminate the worst forms of child labour by 2015 (according to ILO Convention No. 182); and to eliminate all forms of child labour by 2020 (according to ILO Convention No. 138).

By merit of such goals, the ILO's International Programme for the Elimination of Child Labour (IPEC) promoted the project "Development of a Roadmap to make Central America, Panama and the Dominican Republic a Child Labour Free Zone". The Roadmap includes seven countries: Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua, Panama, and the Dominican Republic.

The Roadmap is defined as the national strategic framework aimed to achieve the goals established in the DWAH. It provides the bases for the strategic programming and connection between the different public policies and complementary interventions that directly or indirectly affect the prevention and elimination of child labour and the combat of its worst forms, as well as the protection of adolescent workers.

The strategic framework proposed by the Roadmap covers six priority themes:– poverty reduction; education; health; legal and institutional frameworks; awareness raising and social mobilization; and generation of knowledge and follow-up– with their respective objectives, outcomes, indicators, targets and strategies essential for their achievement. The impact objective set as the general vision of the Roadmap is that in 2020:

The participation of children and adolescents between the ages of 5and 17 in child labour detrimental to their schooling, physical and mental development is eliminated, while increasing the guarantee for the enjoyment of all their rights, especially those concerning protection, health and education, as set forth by the constitution and national laws.

The Roadmap is an image of the desired future as regards the elimination of child labour and its worst forms; however, the future must be built in the present. One way to do this is to translate aspirations into specific actions, feasible at short or medium-term.

National Committees or Commissions for the prevention and elimination of child labour operate in all seven countries of the region, some of them since more than a decade (table 1). In addition, Commissions that exclusively combat the worst forms of child labour (commercial sexual exploitation and human trafficking) have also been created. These are coordinating bodies of public policies and their actions and, as such, responsible for promoting, supporting and monitoring the Roadmap. Nevertheless, the Ministries and public institutions –as duty-holders, together with the employers' and workers' organizations, and those from civil society– are responsible for the achievement of the expected outcomes.

Table 1

National Committees or Commissions by country

Country	National Committee or Commission for the Elimination of Child Labor	Commission against Comercial Sexual Exploitation	Commission against Human Trafficking
Costa Rica	National Steering Committee for the Progressive Prevention and Elimination of Child Labour and the Protection of the Adolescent Working Person	National Commission against the Commercial Sexual Exploitation of Children and Adolescents (CONACOES)	Coalition against the Illicit Trafficking of Migrants and the Trafficking of Persons (CNCTIMTP)
El Salvador	National Committee for the Elimination of the Worst Forms of Child Labour	Workgroup for the Elimination, Prevention and Protection of CSE of Children and Adolescents	
Guatemala	National Commission for the Elimination of Child Labour (CONAPETI)	Sub-Commission on Commercial Sexual Exploitation of the National Commission on Children and Adolescents	Inter-institutional Commission against Human Trafficking (CIT)
Honduras	National Commission for the Gradual and Progressive Elimination of Child Labour	Inter-institutional Commission against Commercial Sexual Exploitation and the Trafficking of Children and Adolescents in Honduras	
Nicaragua	National Commission for the Prevention and Elimination of Child Labour and Protection of the Adolescent Worker (CNEPTI)	National Commission for the Care and Integral Protection of Children and Adolescents (CONAPINA)	National Coalition against Human Trafficking and Commercial Sexual Exploitation
Panama	Committee for the Elimination of Child Labour and Protection of the Adolescent Worker (CETIPPAT) Comisión Nacional para la	National Commission for the Prevention of Sexual Exploitation Crimes (CONAPREDES)	
República Dominicana	National Steering Committee for the Combat of Child Labour	Inter-institutional Commission against the Abuse and the ESCNNA	Inter-Institutional Committee for the Protection of Migrant Women National Commission against the Trafficking of Persons and Illicit Trafficking of Migrants

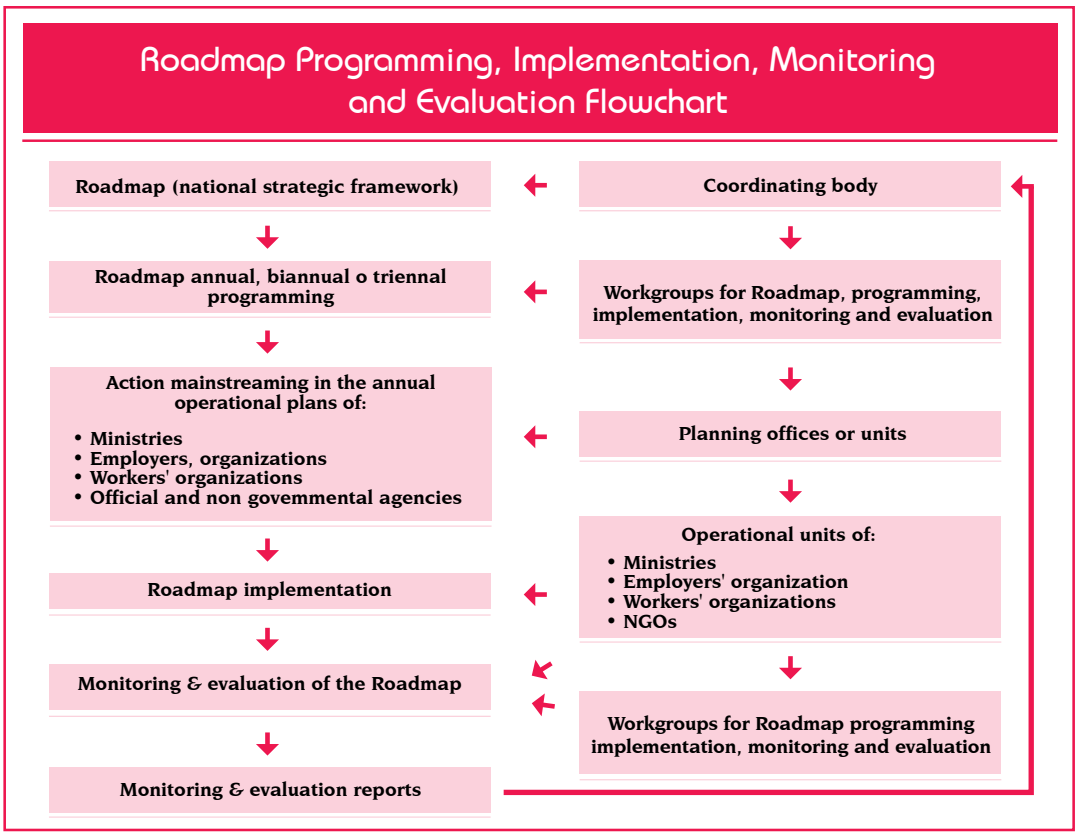
Transforming the image of the desired future into reality demands the development of a short-term programming process and the implementation of actions. Each country should prepare its programming based on the objectives, outcomes, targets and strategic actions established for the long run, according to each priority theme considered in the Roadmap while taking into account on-going actions. The purpose is to articulate all current and future initiatives against child labour and its worst forms into one single national strategy. This guide aims to serve as reference to prepare the programming, implementation, monitoring and evaluation of the national Roadmaps.

The guide describes:

a) The general organization framework for programming, implementation, monitoring and evaluation.
b) The programming approach and instrument.
c) General guidance for implementation.
d) The monitoring and evaluation system.

The following graphic illustrates the process.

Graphic 1



PART 1:
Organization of Programming, Implementation, Monitoring and Evaluation

This part describes how to take advantage of the existing coordinating bodies in the countries in order to develop, under a participatory approach, the national programming of the actions that will enable the achievement of the Roadmap's outcomes and objectives.

Coordinating Body

Each country will decide which of the already existing commissions, or what new institutional arrangement, will be responsible for coordinating the programming, implementation, monitoring and evaluation of the actions. For the purpose of this guide, this organism will be called *Coordinating Body*.

Similarly as in the designing stage of the Roadmap, the Coordinating Body, supported by the IPEC's local office, should invite all sectors and actors mentioned in each priority theme to an extraordinary joint meeting, in order to agree on the best way to develop the programming, implementation, monitoring and evaluation stages.

It is important that all representatives of Ministries and public institutions responsible for implementing the policies that affect the issue in question participate in this extraordinary meeting. In addition, employers' and workers' organizations and non governmental organizations dealing with children and adolescents, in particular those that develop specific projects against child labour, should be invited.

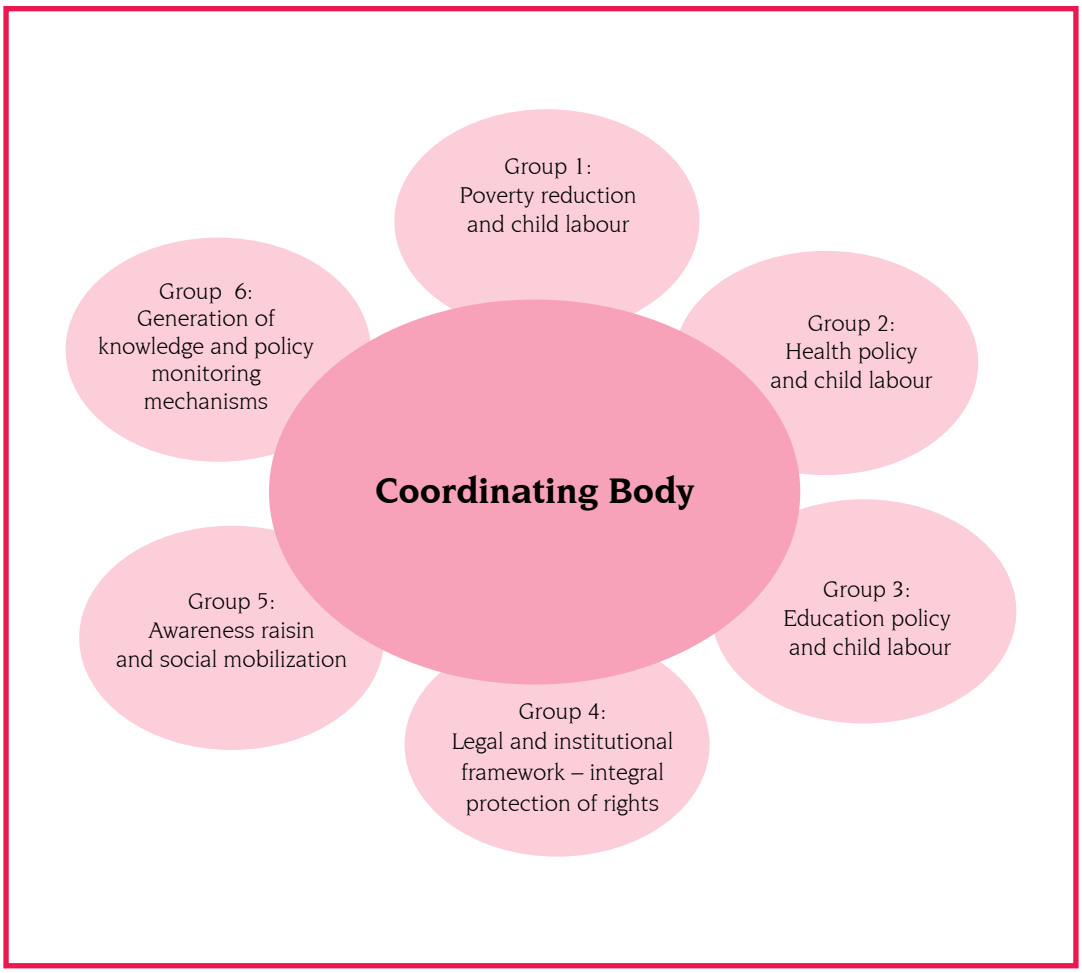
Workgroups

Within the framework of the extraordinary joint meeting mentioned above, **Programming, Implementation, Monitoring and Evaluation Groups** (henceforth, **workgroups**) will be organized, or ratified in those countries where they are already in operation. Their first task will be to develop the **general programming (annual, biannual or triennial) for the implementation of the Roadmap**. The workgroups will also play a relevant role during the implementation, monitoring and evaluation process of the agreed programming.

The workgroups are the following (graphic 2):

- Group 1: Poverty reduction and child labour
- Group 2: Health policy and child labour
- Group 3: Education policy and child labour
- Group 4: Legal and institutional framework – integral protection of rights
- Group 5: Awareness raising and social mobilization
- Group 6: Generation of knowledge and policy monitoring mechanisms

Graphic 2



Each group should be made up of experts from Ministries or institutions that share common interests in the area covered by each priority theme. The respective planning departments of the Ministries or institutions involved should also be part of the workgroups.

The **workgroups** will hold programming sessions during a specific period. Each group will need an estimate of at least three sessions. Once the groups have completed their task, it is also advisable to organize a validation workshop of the general programming, with the participation of all stakeholders.

During the implementation stage, the **workgroups** will continue operating as such, although with a change in role: they will now lead the preparation of the monitoring and evaluation reports to be presented at the ordinary meetings of the National Commissions or Committees (child labour, human trafficking, and commercial sexual exploitation). The monitoring mechanism and the organization and roles of the stakeholders are described in the fourth part of this guide.

General considerations and intervention levels regarding the fight against child labour

As mentioned above, the Roadmap constitutes a broad strategic framework which links, under a comprehensive approach, all the country's efforts towards achieving the targets of the DWAH. The Roadmap is framed within ILO's Conventions Nos. 138 and 182 and the Convention on the Rights of the Child, ratified by all countries of the sub-region. Therefore, the Roadmap should be *operativized* through the identification and implementation of specific actions, which will enable the achievement of the expected outcomes.

International experience in the fight against child labour and its worst forms has shown, and justifies, the need to combine actions to prevent children from getting involved in child labour, to remove and offer direct attention to those who are already involved, and to protect adolescent workers who have reached the legal age for entry into work from hazardous work and exploitation (Conventions Nos. 138 and 182).

Given the multi-faceted nature of the child labour problem, the combination of different and complementary interventions is recommended. In general terms, interventions may be grouped into two levels:

Level 1

Those developed **at a primary or macro level**, devoted to creating a favorable environment for the elimination of child labour and its worst forms. The proposals included in the Roadmap correspond to this type. They are national-scale actions, conceived under the principle of creating an environment of public policies that will enable the achievement of the DWAH targets on child labour. Accordingly, Ministries and institutions should insert as part of their regular interventions objectives against child labour and its worst forms, even if their interventions were originally not formulated to that effect. For instance, improving the access of all children to a quality education, vocational training, and other social services; or guaranteeing health and safety measures at the workplace –above all, for adolescent workers– favor the achievement of the targets.

Level 2

Primary level actions should be complemented with **direct interventions**, addressed to specific groups, economic sectors or geographical areas (at national, regional or local level) where child labour and, above all, its worst forms, prevail. They refer to specific actions to support child workers and their families and communities. For instance, interventions directed to remove them from the worst forms of child labour, offering them direct care services; offering opportunities for education and vocational training; fighting poverty in the most vulnerable households; awareness raising in public opinion and society and community mobilization.

This guide subscribes and promotes a programming approach that contributes to create links between the public policies which directly or indirectly affect the fight against child labour and its worst forms and direct interventions. In this sense, it considers both levels and assumes that the Roadmaps were designed –as, indeed; they were– following a common approach of public strategic planning.

Format I: Joint programming of the actions and their insertion into the action plans of Ministries and other public institutions, employers' and workers' organizations, and non governmental organizations

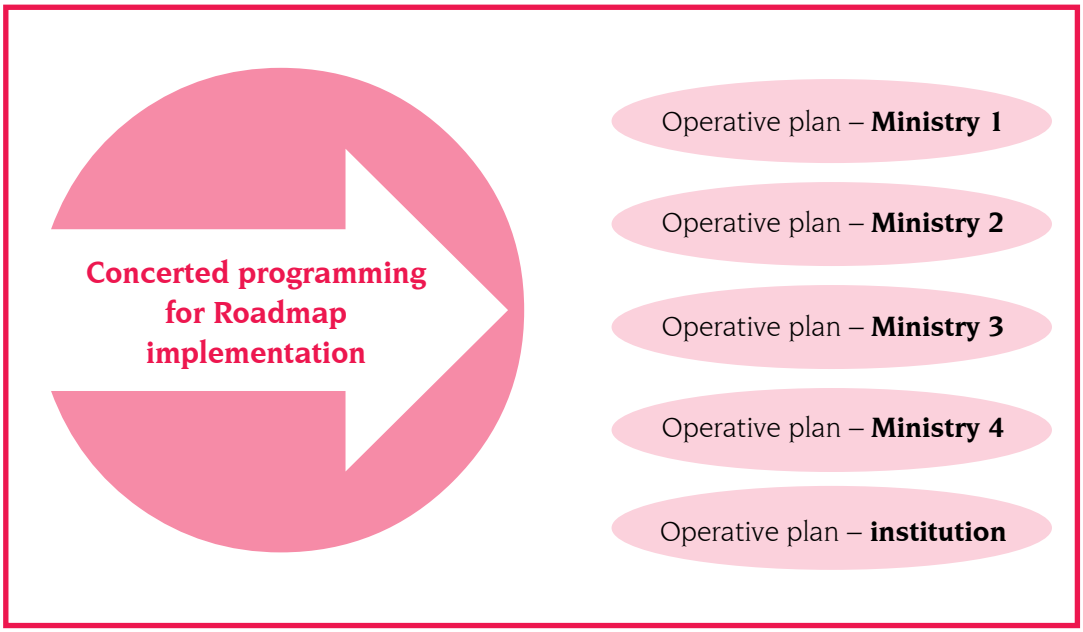
In the case of the public sector –in most cases–, the Ministries and institutions involved formulate their respective annual, biannual or triennial operative plans, using their own programming instruments. The one described below is not meant to replace those used by governmental and non governmental bodies; it has been designed with the single purpose of preparing the operative proposal for the implementation of the Roadmap. Its proposition is to facilitate the joint programming process and the subsequent process of monitoring and evaluation.

The Roadmap and actions derived from it **will be delivered if the institutions in charge of promoting universal public policies (education, health, social protection) as well as the specific ones dealing with the integral protection of children and adolescents, integrate, as part of the planning and implementation of their daily and extraordinary activities, the actions agreed upon to fight child labour and its worst forms.** This principle also applies to employers' and workers' organizations, and civil society organizations.

In consequence, the **resulting joint programming of the workgroup meetings** must be understood as a reference for the Ministries or institutions and their departments or specialized units, as well as any other relevant actors, to insert into their respective annual operative plans the actions which are naturally and

closely connected to their mandate. The Ministry or the corresponding institution is responsible for the **implementation** of the concerted actions, and not the National Commission/Committee or any other Commission connected with the matter. Just as was previously established, those coordinating, monitoring and evaluation bodies are accountable for encouraging and promoting their members to insert the activities into their programming and for their subsequent implementation. Graphic 3 illustrates this idea.

Graphic 3



Step 1

To be transcribed on the first lines:

- The priority theme in question.
- The impact objective common to all priority themes.
- The strategic objective.
- The corresponding outcome.

Step 2 / Column 1

Transcription of all **indicators** associated with the selected outcome.

- Example: *Percentage of household beneficiaries of the Conditional Cash Transfer Programme which promise not to engage children and adolescents in child labour.*

Step 3 / Column 2

The indicator's **baseline** will be pointed out. In the event that the data are not available, this constitutes the perfect opportunity to establish the required information.

- Example: (directly connected with the previous indicator): 50% *of household beneficiaries*.

Step 4 / Column 3

Reserved to establish the **goal** (understood as the quantitative expression of the selected indicator) aimed at by the country by the end of the period (2011 or 2012, according to the case).

- Example: 75 % *of household beneficiaries*.

Step 5 / Column 4

Transcription of the **strategic action** in the Roadmap that is most related to the achievement of the established indicator/goal. Reminder: the concept of strategic action refers to long-term actions.

- Example: *Development of a counseling programme directed to the household beneficiaries of the Conditional Cash Transfer Programme, concerning the harm of involving children in child labour.*

Step 6/ Column 5

Reserved to identify the **short-term actions**. An action can be an activity or project currently implemented, or one that has been defined but not yet implemented, or that has been identified for the first time. Actions included here should answer the question: What should be done to reach the goal for 2011, 2012 or 2013 (depending on the year established). These will be identified taking into account the long-term strategic action and, in particular, the short-term goal.

- Example (considering the previous strategic action): *Activity* 1.1: *Design of the counseling programme's content and support material*. *Activity* 1.2: *Development of counseling sessions by neighborhoods or sectors with the highest number of beneficiaries*.

General observation about this step (column 5)

This column should be filled out carefully, since actions from both levels of intervention will be recorded here:

a) primary or macro level
b) micro or direct level.

This is the moment to include the actions considered in the particular plans and programs defined before the preparation of the Roadmap and associated with the corresponding goals. For example, in the case of the Dominican Republic:

- Actions of the Joint Trade Union Operational Plan for… (Priority theme: Awareness raising and social mobilization).
- Actions of the Action Plan to Eliminate Abuse and Commercial Sexual Exploitation… (Priority theme: Legal and institutional framework – integral protection of rights).
- Actions of the Project "Transitional or Homework Classrooms: Strategy to Prevent and Eliminate the Worst Forms of Child Labour" (Priority theme: Education policy and child labour).

Short-term actions are those that require, in order to be implemented, the mobilization of a specific level of resources for at least one calendar month. Is it recommended to avoid entering into too much detail regarding the activities, since some lower-rank tasks are often regarded as activities, while in the planning language they are known as sub-activities.

Step 7 / Column 6

Reserved to point out the status or situation of the action: new, being implemented, defined but not yet initiated, and on-going.

Step 8 / Column 7

Transcription of the **action indicator**. An implemented action should lead to one or several "outputs" deemed essential for the achievement of the established goal. The output or outputs of the action will be recorded in this column. Outputs should be described with the utmost precision and accuracy, and whenever possible, in quantifiable terms.

- Example: regarding activity 1.1, the action indicator would be: A *counseling programme designed and prepared for counselors and trainers of the Conditional Cash Transfer Programme*; regarding activity 1.2, the following outputs may be identified:

- 150 *sessions held per year*.
- 25.000 *household beneficiaries duly counseled on the harm of involving children in child labour*.

Step 9 / Column 8

Transcription of the **type of resource** (human, financial, logistic support, technical aid) required to implement the action. It is important to identify them, since the institutions or Ministries already have some of these resources; and if not, this is the right moment to identify their needs. For example, the delivery of activity 1.2 will obviously require human, financial, and logistic support resources.

Step 10 / Column 9

Transcription of the answer to the question: How much would the implementation of the action cost? The **cost estimate** will be useful in order to define the budget that the responsible institution will need to reserve for the implementation of the action.

Step 11 / Colum 10

Transcription of the action's **funding source** (and percentage), which will allow to assess if the action is likely to be implemented within the expected time. Further-

more, it will be useful for the presentation of financial proposals to the international organisms or agencies willing to support actions on behalf of children and, especially, in favor of combating child labour and its worst forms.

Step 12 / Column 11

Which institution or Ministry will be **accountable** for the achievement of the activity, and what other actors will be involved? It is important to establish accurately what department of what Ministry or institution will be in charge of the implementation of the activity, and what other institutions will be involved. It should be avoided to hold a Commission responsible, since in most cases, this kind of organism has no authority to implement actions, unless it has a specific operational structure and budget to carry out activities.

Step 13 / Column 12

The establishment of a monitoring and evaluation system of the Roadmap has been anticipated, which is explained on part 4 of this guide. **The deadline to verify whether the activity was or not implemented** will be recorded in this column. For example: By establishing that the activity 1.2 will be monitored in April 2010, it is understood that such action should be implemented before the end of April.

Step 14 / Column 13

Recording of any **observations** that could be useful for the follow-up process.

One of the fundamental missions of public administration is to create value for the community through the services it offers.

The implementation of public policies may be defined as the interaction process between the establishment of objectives and the effective development of the actions required to achieve them.

The Roadmap will be viable only if in the national public expenditure budget allocates funds to the actions planned. Public expenditure is understood as the quantity of financial, material and human resources that the public sector –represented by the government– allocates for the fulfillment of its functions, which should guarantee the social welfare state.

Organization for Implementation of Actions

Each Ministry or institution has its own organizational structure responsible for implementing its policies, plans, programmes, and projects. Although each country is at liberty to establish the institutional framework deemed more appropriate, the Roadmap does not suggest the creation of new specialized units in order to implement the concerted actions. In fact, the idea is that existing departments or units implement the scheduled actions within the expected time, regardless of their operational range (national, regional or local).

However, when dealing with inter-institutional programming, it is convenient to appoint a body that will coordinate the implementation of the scheduled activities. As was previously indicated, this is the responsibility of the Coordinating Body. The Coordinating Body will make use of the workgroups to carry out its task of monitoring the concerted programme.

In the case of on-going projects implemented by employers' and workers' organizations or NGOs (supported by international agencies such as ILO or others), or of specific initiatives (direct interventions) defined or to be launched, when deemed appropriate and pertinent, their current implementation system should be maintained.

Resource Mobilization for Implementation of Action

The identification of actions and their implementation programming within an established timeframe will generate important needs for resources, without which the achievement of the goals set forth in the Roadmap will not be possible. Consequently, the **mobilization of public and private resources in each country** is a priority, as well as making sure that international development agencies include resources for the elimination and prevention of child labour. Likewise, it is important to promote a socially responsible and committed behavior on the part of the business sector, encouraging it to develop initiatives directed against child labour and its worst forms.

Many of the actions planned can be developed using available resources (human, logistic support) in the Ministries and institutions. Stakeholders should identify and promote their allocation of these funds for the fight against child labour and its worst forms. For instance, the entire labour inspection organizational and logistic structure of the Ministries of Labour can be put into service for the protection of adolescents, or for reporting the engagement of children in child labour to the competent authority.

Likewise, the Ministries of Education, in the framework of their regular activities, can develop actions on behalf of the prevention and elimination of child labour; for instance, instructing and involving school teachers and management staff in the early detection of children involved in child labour and its worst forms.

However, there will also be extraordinary activities that will require additional financial resources; in these cases, the recommendation is to prepare proposals for specific projects that can be financed by international cooperation, international foundations and important NGOs, willing to support initiatives related with the prevention and removal of children from child labour and its worst forms.

In this context, it is worthy to consider, amongst others, the following forms of financial and technical support for the Roadmap.

Actors Involved	Definition
Multilateral Cooperation	The country receives technical and financial resources from international autonomous agencies, institutions or organizations and from Development Banks.
Decentralized Cooperation	The country receives technical and financial resources from regional or local public administrations from donor countries.
Non Governmental Cooperation	The country receives technical and financial resources from Non Governmental Organizations and Foundations.
Bilateral Cooperation	The public administration of a country receives technical and financial resources from another country.
Horizontal Cooperation	Carried out between two or more countries with similar characteristics of development.

Once the possible sources of financing and technical cooperation have been identified, and the country has listed the financial and technical support needs, the State, through its State Department/Ministry of Foreign Affairs or specific Ministries/Departments with the capacity to perform such function, will invite donor countries or development agencies to existing donor/sponsor working groups, or those created to that effect, allowing to channel funds for specific actions complementary to the public budget allocated by the State.

Likewise, an agenda of horizontal cooperation will be generated, including at least Central America, Panama and the Dominican Republic, which will enable the mobilization and exchange of human, technical, financial and material resources allowing a broader action towards the prevention and elimination of child labour and its worst forms.

The monitoring and evaluation system (M&E) will supply feedback that will enable the improvement of the capacity of Ministries, public institutions, employers' and workers' organizations and those from civil society, to achieve the Roadmap's outputs.

The Roadmap's M&E system entails the periodic verification of delivery of outcomes, aiming to establish the degree in which the activities, timetable, expected outputs and other actions are accomplished according to plan, so that in case any deficiency or inconsistency is detected, corrective actions can be taken on time. This system will enable to identify the need for a change in direction and/or other improvements that should be undertaken by the country in order to achieve the expected objectives.

Each country will organize its M&E system according to the general guidelines suggested in this guide. The system's definition and organization will start once the programming phase is completed. Once again, the workgroups will play a relevant role in this matter. Every M&E system consists of two components: a **Monitoring and Evaluation Plan** and an Information System.

Monitoring and Evaluation Plan

The Monitoring and Evaluation Plan is a management instrument. It allows determining whether the activities programmed are implemented according to plan, assessing their level of delivery, as well as evaluating the efficiency and effectiveness of their implementation. Its definition essentially derives from the programming phase.

Every M&E participatory plan assumes an agreement between the institutions involved concerning the aspects that will be monitored and evaluated, as well as the definition of the bodies held accountable for its management and digitalization, among other things.

It is required that the system's stakeholders become engaged and feed the system with information and use the resulting information and data in their decision making. In other words, it is not just about the development and technical application of the system, but also its proper use.

Information System

The information system is the tool that will enable, above all, the monitoring of the outcomes achieved as the scheduled actions are implemented.

The IPEC has done an important effort to equip the countries with an information platform on child labour. The monitoring system regarding Child Labour, known by its acronym SETI-INFO, and based on the DevInfo technology of the UN for the monitoring of the Millennium Development Goals, is a tool that allows States to conduct timely verifications of the commitments. Besides the SETI-INFO tool, the system counts with the DevInfoLAC ESC sub-system, specifically created to monitor the issue of commercial sexual exploitation of minors.

SETI-INFO and DevInfoLAC ESC will be a consubstantial part of the Roadmap's M&E system. The creation of a new system is not expected, but rather the integration of the Roadmap's indicators into the current monitoring system.

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