



# **Education to Combat Abusive Child Labor Task Order**

## **Final Report**

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Task Order 3

### **DISCLAIMER**

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## ACRONYMS

AAS	Association Alternative Sociale
BEPS	Basic Education and Policy Support Activity
ECACL	Education to Combat Abusive Child Labor
IFCF	International Foundation for Child and Family
ILO	International Labor Organization
IPEC	International Program for the Eradication of Child Labor
NFE	Nonformal education
NGO	Non-governmental Organization
MOE	Ministry of Education
UNA	United Nations Association
USAID	United States Agency for International Development

## EXECUTIVE SUMMARY

The Education to Combat Abusive Child Labor (ECACL) Task Order, funded at \$4 million, began activities on September 19, 2000 as part of USAID's Basic Education and Policy Support (BEPS) Activity managed by Creative Associates International, Inc. The task order was originally planned as a three-year activity, but implementation delays and adequate budget made it possible to extend the work for an additional 32 months through June 30, 2006.

### **Purpose, Tasks, and Deliverables**

The purpose of the ECACL Activity was to provide technical and program assistance to USAID in using education to combat abusive child labor. The scope of work included six tasks and three categories of deliverables. The tasks were: 1) assist in program planning and coordination; 2) manage a program of applied research; 3) carry out technical assistance and advisory services; 4) organize regional conferences/training workshops; 5) implement pilot projects to provide and/or retain educational access for at-risk children; and 6) provide information networking and dissemination.

The three deliverables were: 1) at least two synthesis papers identifying best practices and lessons learned in endeavors to reduce abusive child labor situations; 2) organization of at least four overseas, regional, and country-specific conferences on eliminating abusive child labor practices through innovative nonformal and formal education programs; and 3) provide design, implementation, and evaluation assistance for at least four pilot projects (one in each of USAID's four regions).

### **Task Order Accomplishments**

This section will first review the three tasks that were not specified in concrete deliverables and then discuss the three tasks that required specific deliverables.

#### ***Program Planning and Coordination***

The intention was that the ECACL Activity would work closely with USAID Missions in combating child labor in the context of Missions' larger strategic goals and would be highly responsive to the needs and opportunities of regional and country Missions. Mission interest in combating child labor did not prove to be as strong as anticipated, however, and only two requests for planning assistance were received.

#### ***Technical Assistance***

In 2001, USAID asked the ECACL team to perform a rapid assessment for the reintegration of child soldiers in the Democratic Republic of Congo (DRC). The resulting document, "Planning Educational Response Strategies for Reintegration of Demobilized Child Soldiers in the Democratic Republic of Congo" (Hanson, Ahouanmenou-Agueh, Lu'Epotu, Mull, and Elkins, October 2001), provided background on the DRC, an

overview of war-affected children, an evaluation of the children's needs, strategic considerations in providing services to the children, and recommendations for programming.

In 2002, in response to a request from USAID's Africa Bureau, the ECACL task order supported an assessment in Cote d'Ivoire and Ghana and a related paper, "Planning Intervention Strategies for Child Laborers in Ghana" (Mull and Elkins, August 2002). These activities provided background information, a framework for designing child labor intervention strategies, and technical considerations for dealing with child labor in agriculture.

### ***Information Networking and Dissemination***

Creative Associates developed a database of briefs on child labor in 91 countries with USAID presence and made this and the studies detailed above available on the Internet. Print copies of major publications were distributed at USAID Education Sector conferences and workshops, at meetings of the Comparative International Education Society, and in response to requests.

### ***Program of Applied Research***

In response to the requirement for papers on using education to combat abusive child labor, Creative Associates contracted, published, and distributed three publications:

1. *An Introductory Guide to Policy and Practice* by William E. Myers,
2. *How Do We Build on What We Know?* By Diane Mull and Kevin Elkins, and
3. *Using Economic and Education Incentives* by Susan Bissel and Ernesto Schiefelbein.

In addition to the three major publications, Creative Associates completed desk studies on child labor in 11 countries where there was potential for implementing pilot projects (Bangladesh, Cote d'Ivoire, Dominican Republic, Ghana, Morocco, Pakistan, Romania, Serbia, Sri Lanka, Sudan, and Zambia; conducted field assessments in four countries (Honduras, Bulgaria, Romania, and Nepal); and performed a job risk analysis of child labor in cocoa in Ghana.

### ***Regional Conferences and Workshops***

During the course of the task order, given limited interest by USAID missions in approaches for combating child labor, ECACL team members decided it would be more practical to incorporate sessions on combating child labor in regularly scheduled USAID conferences, rather than to program separate regional conferences or workshops. Using this approach, Creative Associates made child labor presentations at six USAID conferences and workshops as well as at numerous other professional and donor events frequently attended by USAID staff.

### ***Pilot Projects***

Locating USAID missions interested in supporting child labor pilot projects, designing, and implementing pilot projects in each of USAID's four geographic regions proved to be complex but achievable. Two projects, in Honduras and Ghana, focused on child labor in agriculture; two, in Bulgaria and Romania, combated child commercial exploitation and trafficking; and a fifth project in Nepal focused on safe migration for children living in crisis areas. All projects included awareness raising, educational interventions, improvements in access and quality, and some kind of work intervention—either the reduction of dangerous work practices or the provision of guidance or training for seeking safe work. All projects included an innovation considered to be strategic for child laborers in the target area of the project.

### **Lessons Learned**

The pilot projects were particularly rich in lessons learned. They made clear that a large variety of interventions are useful in combating child labor. Large numbers of children returned to school or completed additional grades. At-risk children improved their academic performance and stayed in school. Children at risk of being trafficked were protected by being able to identify career options or by knowing how to avoid unsafe migration. Excellent materials were developed. In four out of five countries, donors came forth to replicate both activities and materials.

Good stakeholder participation enriched many activities and products. Even more participation, had time been sufficient, could have further enriched activities. A two-year timeframe for pilot projects would have been more realistic.

The pilot projects encountered difficulty in accurately targeting child laborers. Children were targeted by defining geographic areas and institutions with large numbers of high-risk children. Identification and tracking of beneficiaries on an individual basis would have done much to insure that activities reached the intended beneficiaries.

Management lessons learned included the need to seek collaboration with USAID missions earlier in the activity, the potential trap of over-ambition in pilot projects, and the need for frequent field visits to projects managed by email from Washington.

Although lessons learned from small-scale pilot projects such as those implemented in the ECACL task order cannot be definitive, they can suggest directions for further exploration and raise questions for consideration in future programming. The challenge of serving the needs of special populations within stringent funding limitations suggests that the needs of child laborers and other special populations should be integrated into mainstream education projects and into each of USAID's three program pillars: Global Health; Democracy, Conflict, and Humanitarian Assistance; and Economic Growth, Agriculture, and Trade (EGAT). Child labor is a crosscutting issue in democracy and conflict work because of child soldiers and children's rights. Occupational safety for child laborers is a crosscutting issue in health. Child labor considerations affect many economic development projects and trade agreements and are important considerations

for all education activities. No single program pillar can respond to all of the needs of child laborers, but if child labor can be a lens for viewing all USAID projects, the needs of vulnerable children can be gradually addressed.

### **Conclusion**

The ECACL task order, through well focused publications and pilot projects, has succeeded in advancing thinking and practice in using education to combat child labor and has made a significant contribution to the struggle to remove children from work and insure their education.



## I. INTRODUCTION

### **Background for the Task Order**

The Education to Combat Abusive Child Labor (ECACL) Task Order,<sup>1</sup> funded at \$4 million, began activities on September 19, 2000 as part of USAID's Basic Education and Policy Support (BEPS) Activity managed by Creative Associates International, Inc. The task order was originally planned as a three-year activity, but implementation delays and adequate budget made it possible to extend the work for an additional 32 months, through June 30, 2006. (Although the task order was officially extended until June 30, 2006, most activities ended by July 2005.)

The purpose of the task order was to provide technical, management, and program assistance in combating child labor to USAID Missions, Regional Bureaus, the Global Bureau, and, if needed, to non-presence countries over a three-year period. The activity was to concentrate on implementation and support of strategic interventions in formal and nonformal basic education as the principal means for preventing abusive child labor and for serving working children. Before discussing specific tasks and deliverables of the activity, it will be helpful to discuss briefly the context in which the task order was written, including definitions, the location and extent of child labor, international conventions, and U. S. attitudes toward child labor.

### ***Definition of Child Labor***

Since there is no universally accepted definition of the term "child labor" and the term is used in a variety of ways, it may be helpful to clarify differences in usage. In general, children's work is understood to mean all work done by children, while "child labor" is understood to mean that portion of work that is harmful to children. "Abusive child labor," the term used in the ECACL task order, for those familiar with the field has the same meaning as "child labor" and as the "worst forms" defined in ILO Convention 182, but for general usage it is clearer than assuming that everyone understands the difference between "child work" and "child labor".

### ***Extent and Location of Child Labor***

Current child labor data include all working children, estimated to be just under 250 million, and do not specify what percentage of children is involved in abusive child labor and therefore most at risk. The majority of working children are in developing countries, well over half of them in Asia. Over two thirds of child laborers live in rural areas where agricultural and household work, including childcare, are their primary activities. If only economic participation is considered, boys outnumber girls, but this view does not consider the heavy domestic workloads borne by girls. If housework and childcare are counted, most experts consider that girls outnumber boys among child laborers (Myers 2001).

### ***International Conventions on Child Labor***

Although individual reformers have directed their concern toward children for many decades, the international movement to combat child labor has developed in the last 40 years, and thinking has been crystallized through three international conventions. In 1973, the International Labor

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<sup>1</sup> The activity was originally named, "Combating Global Child Labor Abuses."

Organization of the United Nations (UN) adopted Convention 138 on the minimum age for admission to employment that viewed child labor as economic participation at too young an age, considered to be below age 15, except in special circumstances. In 1989 the UN ratified the Convention on the Rights of the Child (CRC), reflecting a new vision of the child as neither the property of parents, nor as helpless objects of charity, but as holders of rights and responsibilities appropriate to age and stage of development. With this convention, children's needs became legal binding rights.

These two conventions laid the groundwork for increasing global interest in and action for combating child labor. On this foundation, the International Program for the Eradication of Child Labor (IPEC) was established in 1992, and Convention 182 banning the worst forms of child labor was passed in 1999. The UN Convention on the Rights of the Child and Convention 182 defined child labor, not as work at too young an age, but rather as work that has activities or conditions that are harmful or damaging to children.

### ***US Attitudes Toward the CRC***

Although the United States participated in the decade-long drafting process, and the CRC benefited from the speediest approval process of any international human rights treaty, the US is one of two countries (the other is Somalia) that has never ratified the Convention. The reasons for U.S. failure to ratify the CRC are multiple: concern that the Convention takes authority away from parents; that ratification will weaken U.S. national sovereignty by giving authority to the United Nations; that the United States would have to modify its military recruiting practices, that allow youth to join the armed forces without parental consent under age 18; and because U.S. businesses with economic interests where child labor is used have opposed ratification (Youth Ambassadors for Peace website 2001).

### ***US Funding for Combating Child Labor***

Despite U.S. failure to support the elimination of child labor by ratifying the CRC, in the context of rising international interest in protecting children and ensuring their right to an education, Senator Tom Harkin (D-Iowa) has sponsored a number of appropriations for combating child labor. Initially (1996) the appropriations were earmarks for ILO/IPEC channeled through the Department of Labor (DOL), but in 2000 DOL received funding for direct solicitation of projects to combat child labor that included a mandate for USAID/DOL collaboration.

Also in 2000, USAID received a \$9 million earmark for child labor programming. Four million dollars of this amount funded the Education to Combat Abusive Child Labor Task Order discussed here, and \$5 million funded child labor activities in Brazil, Morocco, and India. At the time of Sen. Harkins's \$9 million appropriation for USAID, the Department of Labor was already the clear leader in child labor programming, and the anticipated collaboration between USAID and DOL never materialized. USDOL has remained the leader in child labor programming. This context is important in understanding implementation of the Education to Combat Abusive Child Labor Task Order.

## Tasks and Objectives of the Task Order

The ECACL tasks and deliverables are stated in sections II and IV of the contract and in the Scope of Work (Appendix 1). The technical tasks and deliverables and the relationships between them are summarized in the following figure. The more concise version of the task list found on pp. 44-48 of the SOW is used in the following chart and for organization of the section on project accomplishments.

**Figure 1: ECACL Contract Tasks and Deliverables**

<b>Tasks</b>	<b>Deliverables</b>
1. Assist in program planning and coordination (to G/HCD and other USAID offices).	Not specified
2. Manage a program of applied research	At least two synthesis papers identifying best practices and lessons learned in endeavors to reduce abusive child labor situations: one summarizing key issues in combating child labor and introducing a framework for action and a second on incentives that can alleviate abusive and hazardous child labor.
3. Carry out technical assistance and advisory services	Not specified
4. Regional conferences/training workshops	Organize and hold regional and country-specific conferences at overseas locations (at least four) on eliminating abusive child labor practices through innovative non-formal and formal education programs.
5. Pilot projects to provide and/or retain educational access for at-risk children	Provide design, implementation, and evaluation assistance for at least four pilot projects (at least one in each of USAID's four geographic regions), in close collaboration with USAID missions and regional bureaus.
6. Information Networking and Dissemination	Not specified

**Administration of the Task Order**

The management and administrative tasks outlined in the SOW include providing staff support to USAID for coordination activities, providing staff support for donor coordination, acting as a source of technical assistance, planning and conducting annual presentations, and preparing reports as needed. These tasks were provided by a team of Creative Associates' staff, some working full time and others providing part-time support. Two different USAID Cognizant Technical Officers (CTOs) supervised the ECACL task order at different times in the project.

***Reporting***

Reporting on the ECACL Activity was provided through monthly, quarterly, and annual reports presented to the BEPS CTO. On a monthly basis, the BEPS Activity presented "Monitoring and Management" matrixes showing the current status of each task order, next steps, target dates, and the person responsible. Activities were explained more fully in quarterly and annual reports.

***Evaluation***

An overall activity evaluation was not conducted, but a comprehensive, participatory evaluation of the pilot projects was conducted toward the end of each pilot. A summary of that evaluation follows the descriptions of the pilot projects.

## II. ACCOMPLISHMENTS

In this section, tasks with and without specific deliverables are grouped together. Task numbers 1, 3, and 6 (those without deliverables) are discussed first, followed by discussion of tasks 2, 4, and 5.

### **Program Planning and Coordination (Task #1)**

The intention was that the ECACL Activity would work closely with USAID Missions in combating child labor in the context of Missions' larger strategic goals and would be highly responsive to the needs and opportunities of regional and country Missions. Mission interest in combating child labor did not prove to be as strong as anticipated when the task order was written, and only two requests for technical assistance were received.

### **Technical Assistance (Task #3)**

In 2001, recognizing the urgency of the child soldier problem in the Democratic Republic of Congo (DRC), USAID asked the ECACL team to perform a literature review and rapid assessment for the reintegration of child soldiers. The document, *Planning Educational Response Strategies for Reintegration of Demobilized Child Soldiers in the Democratic Republic of Congo* (Hanson, Ahouanmenou-Agueh, Lu'Epotu, Mull, and Elkins, October 2001), provided background on the DRC, an overview of war-affected children, an evaluation of the children's needs, strategic considerations in providing services to the children, and recommendations for programming. The assessment was published in both English and French.

In 2002, in response to a request from USAID's Sustainable Tree Crops Program, the ECACL task order conducted a literature review and two field assessments, one in Cote d'Ivoire and one in Ghana, and produced two papers. One, entitled, "Planning Intervention Strategies for Child Laborers in Ghana," (Mull and Elkins, August 2002) provides background information, a framework for designing child labor intervention strategies, and technical considerations for dealing with child labor in agriculture. A second paper was "Planning Intervention Strategies for Child Laborers in Cote d'Ivoire" (Mull, Combemale, Atse, Elkins, and Hashemi).

### **Information Networking and Dissemination (Task #6)**

#### ***Child Labor Briefs***

In addition to the three major publications described below, Creative Associates developed, in 2001 and updated in 2002, briefs on child labor in 91 countries with USAID presence and created a database that was made available through the BEPS website ([www.BEPS.net](http://www.BEPS.net)). The first page of each brief gives an overview of child labor and education, including a summary of childhood development indicators from USAID, World Bank, and ILO/IPEC sources. The second page of each brief covers the sectors in which child labor is found for the particular country, such as agriculture, street children, child soldiers, prostitution/pornography, and others. The third page of the brief covers activities to combat child labor being implemented by USAID, the UN, the national government, and by other donors or NGOs. The final page of each brief

summarizes the country's response or non-response to the CRC and to seven ILO Conventions. Many of these briefs were summarized into a large chart that was used in several international conferences.

### ***Websites***

During the ECACL Activity child labor information was made available through two websites. A child labor database, containing the information from the child labor briefs was accessible at [www.caii.com/ECACL](http://www.caii.com/ECACL) and most of the papers were posted in the Child Labor section of [www.BEPS.net](http://www.BEPS.net). During four years, the ECACL database received over 2,000 visits.

### ***Mailing of Publications***

The ECACL staff compiled an extensive list of professionals working in education and child labor in government and non-governmental organizations and mailed the three ECACL major publications to these individuals.

### **Program of Applied Research (Task #2)**

#### ***Desk Studies***

The task order produced 12 desk studies on child labor. Eleven studies targeted countries that were being considered as potential locations for implementing pilot projects, and one served as a case study to inform a larger, regional dynamic of child labor. Countries included: Bangladesh, Costa Rica, Cote d'Ivoire, Guatemala, the Dominican Republic, Ghana, Morocco, Pakistan, Romania, Serbia, Sri Lanka, Sudan, and Zambia. In general, the studies provided background information for field staff and ECACL staff as they planned and implemented other task order activities. The formats for these papers were not identical, but generally covered the social and economic context, the status of child labor laws and conventions, prior child labor assessments, major sectors for child labor, status of the education system, current child labor interventions, conclusions and recommendations.

#### ***Field Assessments***

Prior to implementing pilot projects, field assessments were conducted in 4 of the countries where pilot projects were being considered: Honduras (*Planning Educational Response Strategies for Working children in Honduras*, Harwood, Lansdale, and Mull, August 2002, also available in Spanish); Bulgaria (Heinzen, Assessment and Design for a Child Labor Project in Bulgaria, 2002), Romania (Heinzen, Ellison, and Buzarnescu, Assessment and Design for a Child Labor Pilot Project in Romania, 2003), and Nepal, (The Nepal assessment was not written up formally.) A rapid assessment, previously mentioned, had already been conducted in Ghana. Later, in support of the Ghana pilot project, Creative Associates conducted a job risk analysis of child labor in the cocoa sector, "Analysis of Job Tasks and Activities Performed by Children in Cocoa Production" (Mull 2003).

A final and fifth field assessment was conducted in Costa Rica to identify gaps and possible interventions that could be applicable to the growing, regional phenomenon of the commercial sexual exploitation of children in Latin and Central America. Results from an onsite assessment conducted in March 2006 complemented previously compiled desktop research findings.

Internationally recognized as a popular sex-tourism destination and a country of origin, destination, and transit for victims of trafficking, Many of Costa Rica's youth are at risk of CST due to poor family and social support networks, poverty, drugs, and poor educational attainment. Costa Rica's key challenges to combating CST include a lack of government-assigned budgets and programming for victim support and poor data collection.

To combat CST, Costa Rica collaborates with various international donor organizations and local NGOs to address prevention, protection, and prosecution issues. One of Costa Rica's more compelling interventions includes a multi-sector partnership with the tourism sector in initiating the "Code of Conduct" in which government agencies, nongovernmental organizations, and private sector companies target tourist with anti-child sex tourism campaigns. Training seminars also target service industry staff on the prevention of and laws against commercial sexual exploitation (CSE). More details can be found in the report, *Costa Rica Child Sex Tourism Assessment, 2006*.

### ***Major Papers***

In response to the applied research task and deliverable, ECACL initially considered commissioning a paper that would review and analyze lessons learned and best practices in the field of child labor. After a series of discussions with USAID, however ECACL staff decided that a paper devoted exclusively to child labor policy would be useful. A series of publications was then planned, with an initial document focused on policy to be followed by two additional papers—one on best practices and one on scholarships and other incentive programs. The three papers published and distributed were:

- *Introductory Guide to Policy and Practice* (Myers 2001);
- *How Do We Build on What We Know?* (Mull and Elkins 2002); and
- *Using Economic and Education Incentives* (Bissel and Schiefelbein 2003).

Each of these publications includes a section of recommendations for USAID for improving child labor programming. Several of the most important of these recommendations are included in the final section of this paper. The first two papers were translated into both French and Spanish, whereas the third paper was produced only in English. A brief summary of each of the papers follows.

*Education to Combat Abusive Child Labor: An Introductory Guide to Policy and Practice*, by William Myers, includes an initial background discussion on the various ways of defining child labor and an overview of the social and political context in which child labor is being addressed. Myers first describes three policy frameworks used for understanding child labor and the approaches for combating it implied by each framework. This chapter is particularly innovative

because it covers two views of child labor different from that of ILO-IPEC, the leading organization in child labor work.

Myers summarizes the reasons for child labor as coming from four primary motives:

- To ward off the worst consequences of poverty,
- To defray expenses needed to attend school,
- Because schooling is unavailable, aversive, or unproductive, and
- To learn practical skills needed to survive and succeed in life.

For Myers, these compelling reasons explain why an estimated 250 million children under age 18 are working, often endangering their health and losing the opportunity for education.

Other chapters in the document discuss the relationship between child labor and education, types of child labor interventions, essential steps in planning a child labor intervention, and a summary of the notable project, Basic Education for Hard to Reach Urban Children, in Bangladesh. The three international conventions, previously described, are undergirded by four distinct, but often overlapping, perspectives about child labor and strategies to best combat it. The four policy approaches, which are detailed in the following table, can be used to consider which approaches are most appropriate for combating child labor. The approach used in the ECACL Activity is based on a combination of the latter three of the four approaches: human capital, social responsibility, and child-centered approaches.



**Figure 2: Policy Approaches and Related Perspectives for Addressing Child Labor**Adapted from Myers, *An Introductory Guide to Policy and Practice*

<b>Approaches/Perspectives and their proponents</b>	<b>Child labor is viewed as:</b>	<b>Children should be protected by:</b>	<b>The approach is important because:</b>	<b>The approach is weak because:</b>	<b>Best strategy to eliminate child labor is:</b>
<b>Labor market approach</b> (ILO/IPEC favors this perspective as part of a multi-pronged approach that links labor market interventions to economic, education, and other reforms.)	economic participation that discourages children's development, exposing them to risk, and threatens adult employment. View based on Euro-American cultural ideas that see childhood as properly a work-free period of life.	using the coercive power of the state to keep children out of the workplace and away from the dangers of work.	it has provided the main policy framework under which countries have reduced child labor. Has an extensive institutional structure in ministries, labor unions, and other civil society organizations.	there is no reason to believe moderate amounts of safe work are harmful to children. Light, non-abusive work may provide income and life skills and may improve school persistence and performance.	Use legislation and government policy to separate children from exposure to the dangers of working.
<b>Human capital approach</b> (World Bank, UNDP, ministries of planning and economic development, economists, and educators)	a consequence of underdevelopment that undermines children's future economic. Basic causes of child labor are socioeconomic and embedded in the economic and social context of poverty, discrimination, and inequality. Work	elimination of poverty that pushes children into early work.	focuses on working children as unrealized potential for economic development. Emphasizes gains from "investing" in children.	claims for the economic return on schooling for the poor may be excessive because the poor often face discrimination and other barriers that prevent them from making use of education	Make education available to all children because it is the catalytic factor in raising individual and national prosperity. Support policies that increase opportunities for children and their

<b>Approaches/Perspectives and their proponents</b>	<b>Child labor is viewed as:</b>	<b>Children should be protected by:</b>	<b>The approach is important because:</b>	<b>The approach is weak because:</b>	<b>Best strategy to eliminate child labor is:</b>
	should not stand in the way of education.			when they do receive it.	families, including subsidization of school expenses, improvement of school quality, health services, income generation, and workforce development.
<b>Social responsibility approach</b> (Groups that espouse a social responsibility view of development)	part of a system that excludes disadvantaged groups from full participation in the protection, benefits, and opportunities of society. Child labor is work that exploits, alienates, or oppresses children and separates them from society’s normal protections.	programs for working children and their families, improved basic services, community monitoring of work conditions, organization of children to protect their own interests, and political activism to make governments	child labor cannot be solved by “technological fixes” such as improving education and other government services; rather the whole society must be mobilized.	argument for the primacy of values and social processes does not always agree with economic evidence. Not always clear what interventions can be successful against problems such as the entrenchment of elites and discrimination against the poor.	to change cultural values to promote greater social concern for and solidarity with excluded groups. Promote the idea of child rights.

<b>Approaches/Perspectives and their proponents</b>	<b>Child labor is viewed as:</b>	<b>Children should be protected by:</b>	<b>The approach is important because:</b>	<b>The approach is weak because:</b>	<b>Best strategy to eliminate child labor is:</b>
		responsive.			
<b>Child-centered approach</b> (UN Convention on the Rights of the Child (CRC), academia, NGOs)	a consideration in looking out for children’s best interests and welfare without filtering through adult agendas.	guaranteeing their rights, welfare, and development	has refocused primary attention on children and their welfare, making child labor action more accountable to children.	child labor policy should protect the employment of adults so that children can depend on them for support. Others question whether children are actually able to determine their own long-term best interests.	focus on child development, not child rescue.

In considering action against child labor, Myers suggests that child labor interventions can be divided into three types: preventive, protective, and developmental. Preventive interventions include improving the quality and relevance of education and providing education to working children who are unable or unwilling to attend formal or nonformal education programs. Protective interventions include monitoring the working conditions of children and providing them with health care, helping them protect themselves from hazardous work practices, and supporting them by educating their families, communities, or employers. Developmental interventions include social mobilization in favor of working children and provision of safe work opportunities for children and/or their parents.

### Figure 3: Types of Child Labor Interventions

Adapted from Myers, *An Introductory Guide to Policy and Practice*

<b>Intervention Type</b>	<b>Target Group</b>	<b>Objectives</b>
Preventive	Children at risk of school drop out and working children.	Improve the quality and relevance of education. Take education to children who are unable or unwilling to attend formal or nonformal programs
Protective	Working Children	Monitor the working conditions of children and provide them with health care, help them protect themselves from hazardous practices, and support them by educating their families, communities, or employers.
Developmental	Society at large, working children and their parents	Conduct social mobilization in favor of working children and provided safe work opportunities for children and/or their parents.

*How Do We Build on What We Know?* by Diane Mull and Kevin Elkins, the second volume in the ECACL series, is based on analysis performed by subcontractor, GroundWork, and David Post, Ph.D. In this publication, the authors propose a categorization of child labor interventions, summarized in the following graphic, slightly different from Myers' interventions.

**Figure 4: Types of Child Labor Interventions**  
 From Mull and Elkins, *How Do We Build on What We Know?*

<b>Intervention/Approach</b>	<b>Target Group</b>	<b>Objectives</b>
Prevention	Children at risk of abusive child labor	<ul style="list-style-type: none"> <li>• To make educational opportunities available to children at-risk of child labor</li> </ul>
Protection	Working children	<ul style="list-style-type: none"> <li>• To protect children from abusive child labor situations</li> <li>• To monitor the situation of working children</li> </ul>
Rehabilitation	Working children	<ul style="list-style-type: none"> <li>• To reintegrate children</li> <li>• To provide children with the tools they need to make a living</li> </ul>

The two schemas differ primarily in the third category. Myers proposes a developmental approach that encompasses society at large, working children, and their parents, while Mull and Elkins propose a much narrower category of rehabilitation that is focused on reintegrating children in school and providing them with the skills they need to make a living. Most projects combine two, or all, of these types of interventions. (All four types of interventions were used in the pilot project activities conducted in the ECACL task order to be described below.) As examples of positive approaches, the authors describe projects for child soldiers in the Congo, child prostitution in Thailand, child factory workers in India, child gold miners in Peru, and migrant and domestic workers in the Philippines.

In the final paper, *Using Economic and Education Incentives*, authors Susan Bissell and Ernesto Schiefelbein explore two types of incentives for attracting at-risk and working children to school: *economic incentives*, interventions that involve augmenting student or household income; and *education incentives*, interventions that improve access to and the quality of educational services. Economic incentives include school fee waivers, vouchers, scholarships, stipends or grants, in-kind support, school feeding, income-generation activities, and community development programs. Education incentives include teacher training, community-school management, apprenticeships, school-to-work programs, rewards to administrators for retaining children in school, improved learning materials, and early stimulation programs.

A wide range of incentive programs is discussed in this volume. These include: the removal of 100,000 children from work by the M. Venkatarangaiya Foundation in India, which assists all out-of-school children based on their principle that any out-of-school child should be considered a working child; the return to school of 650 children working in coffee and tea and the formation of 150 micro-finance lending groups by the American Center for International Labor Solidarity; and a school finance reform program in Chile that makes it profitable for school administrators to reach out to all under-served populations in rural areas. Although some of the interventions described come from projects to combat child labor, the majority of them are ones that have been used with a wide range of vulnerable children.

Researchers found that economic incentives programs have been successful in increasing enrollments in developing countries but have produced mixed results in terms of providing

quality education. With fewer education incentive programs used to combat abusive child labor, it is less easy to draw conclusions from education incentive efforts. Successful use of either type of incentive to promote schooling for working children depends on a careful sequence of decisions implemented in conjunction with other complementary education elements.

#### **Regional Conferences/Training Workshops (Task #4)**

During the course of the task order, because it appeared that combating child labor was not a high priority in many missions, ECACL team members decided it would be more practical to incorporate sessions on child labor in regularly scheduled USAID conferences rather than to program separate regional conferences or workshops. An adjustment to the task order (Appendix 2) was made to allow presentations at regularly scheduled international and regional conferences to substitute for the four regional conferences originally stipulated.

Using this approach, Creative Associates made child labor presentations at three USAID global conferences and four regional conferences/workshops as well as at numerous other professional and donor events frequently attended by USAID staff (See Appendix 3 for a complete list).

The conferences and workshops were as follows:

##### Global Conferences:

- HCD Semi-annual Global Education Workshop, “No One Left Behind,” Bethesda, MD, August 20-23, 2001
- EGAT Semi-annual Global Education Workshop, “Building Bridges for Peace and Prosperity: Education and Training for Action,” August 11-15, 2003, Washington, DC
- EGAT Semi-annual Education Sector Workshop, “Moving from Access to Relevance: Improving the Quality of Education,” August 8-12, 2005, Washington, DC

##### Regional Conferences/Workshops:

- G/HCD ANE 2000 Regional Workshop, “From Information to Action,” Cairo, Egypt, September 2000
- G/HCD LAC 2000 Regional Workshop, Antigua, Guatemala, January 2001
- LAC Education Officers Conference, San Pedro Sula, Honduras, September 2002
- Basic Education Exchange Conference, Addis Ababa, Ethiopia, September-October 2002

In summary, using the strategy of programming child labor sessions at regularly scheduled USAID education workshops and conferences enabled ECACL to reach USAID staff through three global conferences and four regional ones in the Africa, ANE, and LAC regions. Other presentations were made at events sponsored by the Department of Labor and UNICEF.

## **Pilot Projects (Task #5)**

### *Overview*

It had been anticipated that opportunities to conduct pilot projects would develop from requests for technical assistance. When these requests did not materialize, ECACL staff contacted missions directly to determine if there was interest in having a child labor pilot project. Locating USAID missions interested in supporting child labor pilot projects, and designing and implementing pilot projects in each of USAID's four geographic regions proved to be complex. Two years into the task order, with one year of the initial three-year contract to go, only one pilot project had been designed and negotiated. To complete the task order on schedule, Creative Associates took a more assertive approach in identifying missions with possible interest in collaborating on a small project and increased the size of the ECACL staff from three to five to put more emphasis on pilot projects. Within six months of bringing on two new staff members, two additional pilot projects (Bulgaria and Nepal) were underway. In each of the following quarters, another pilot project (Ghana and Romania) was begun, so that, by the end of the third year of the task order, five projects were in progress.

Figure 5 summarizes the implementing organizations, dates, budget, and results for the projects. Projects were sub-contracted to organizations particularly qualified to work in each of the five countries. The projects in Honduras and Ghana were contracted to BEPS partner, CARE. In Honduras, CARE took charge of all activities, whereas in Ghana, CARE sub-contracted components of the project to a variety of Ghanaian institutions and consultants that had skills CARE did not have in-house. In crisis-ridden Nepal, World Education sub-contracted work to local Nepali NGOs already working and able to expand work in crisis areas. Activities in Eastern Europe were contracted to local NGOs that could provide the skills required in the designs.

**Figure 5: Summary of Pilot Project Implementing Organizations, Dates, Budgets, and Results**

<b>Country</b>	<b>Implementing Organizations</b>	<b>Dates</b>	<b>Budget</b>	<b>Results (to include Number of Beneficiaries in Education Component)</b>
<b>Honduras</b>	Care International, Inc.	21 months: Oct 02- Jul 04	\$140,000	357 participated in alternative basic education classes
<b>Bulgaria</b>	Women's Alliance for Development, Step by Step, United Nations Association, Open society Club, Neglected Children's Society	18 months: Jan 03- Jun 04	\$107,000	Over 600 students received academic tutoring, career exploration, prevocational or vocational training
<b>Nepal</b>	World Education	12 months: Apr 03- Apr 04	\$131,000	800 children received either formal or nonformal vocational education
<b>Ghana</b>	Care International, Inc., Promag	24 months: May 03- Apr 05	\$170,000	429 children participated in literacy and life skills classes meeting 6 hours/week
<b>Romania</b>	Association Alternative Sociale, International Foundation for Child and Family, ProWomen	14 months: Oct 03- Nov 04	\$108,000	7,000 students participated in a vocational exploration program

Initially, all pilots were planned for one year. In practice, however, all but the Nepal project were extended beyond their initially allotted time period, for a variety of reasons: the need to expend remaining allocated funds (Honduras, Bulgaria, and Romania); inability to implement in the planned timeframe (Honduras and Ghana); desire to expand and continue successful activities (Bulgaria); and desire to reorient a component (Romania). Of the four projects that were extended, some were extended with no cost and others were given additional funds. Initially, it was thought that projects would be budgeted at \$100,000, but as shown in the chart, actual budgets varied between \$107,000 and \$170,000, due to differences in design and implementation.



There also was a large variation in the number of project beneficiaries. Because the intensity of interventions varied greatly among pilots, these numbers are not directly comparable. For example, in Honduras, 357 students who participated in alternative, MOE classes moved to the next school grade, while in Romania approximately 7,000 students participated in a career exploration process. No valid comparison can be made of activities that differ so greatly.

### ***Selection/Design of Pilot Projects***

In selecting countries for pilot projects, task order staff hoped to be able to conduct pilots focused on the most serious forms of each of the areas of “worst forms” of child labor mentioned in Convention 182: a) slavery or similar practices such as sale and trafficking of children, debt bondage, serfdom, and forced or compulsory labor; b) use, procuring, or offering of a child for prostitution, pornography, or pornographic performances; c) use, procuring, or offering of children for illicit activities, such as the production and trafficking of drugs; and d) work that is likely to harm the health, safety, or morals of children. This strategy for pilot selection was generally, but not completely successful. The Bulgaria, Nepal, and Romania projects were directed at prevention of trafficking; the Bulgaria project included rehabilitation of girls who had been involved in prostitution; and the Honduras and Ghana projects were directed at preventing children’s involvement in dangerous agriculture practices. In project design, staff sought to use the full gamut of policy approaches and types of interventions.

### ***Policy Approaches Used in ECACL Pilot Projects***

Except in the case of girls involved in commercial sexual exploitation, the ECACL pilot projects did not seek complete withdrawal from work for project participants, but rather sought to end harmful practices and to insure that children were in school. For this reason, the pilot projects did not rely on the *labor market approach*, as described by Myers (2001). In making nonformal education available to children outside of regular school hours in Ghana, Honduras and Nepal, the pilots followed the *human capital approach*, “investing” in children and insuring that they did not lose the opportunity for an education. Vocational education classes in Bulgaria, Nepal, and Romania might also be considered to be a reflection of the *human capital approach*. All of the projects had awareness raising components that sought to make officials in Bulgaria, Honduras, and Romania, community leaders in Ghana and Honduras, and private sector members in Honduras aware of children’s rights and to mobilize communities or cities against any kind of exploitation or oppression of children. The Bulgaria project sought to serve disadvantaged groups by picking a marginalized neighborhood inhabited by ethnic minorities as the project’s target area. These activities reflect the *social responsibility approach*. Two of the projects, Honduras and Nepal, can be considered as outgrowths of the *child-centered approach*. In both of these projects, children’s opinions and viewpoints were sought and used in development of materials for the project. The policy approaches used in the pilot projects are summarized in Figure 6.

**Figure 6: Policy Approaches Used in ECACL Projects, by Country**

<b>Country</b>	<b>Policy Approaches</b>
Honduras	Human capital, social responsibility, and child-centered approaches
Bulgaria	Human capital and social responsibility approaches
Nepal	Human capital, social responsibility, and child-centered approaches
Ghana	Human capital and social responsibility approaches
Romania	Human capital and social responsibility approaches

In summary, using a combination of the human capital, social responsibility, and child-centered approaches, ECACL projects tried to insure that children were protected from or removed from dangerous labor and that their education was insured. To defray school costs and prevent poverty, when feasible, vocational training was offered to parents and older children. When education was unavailable due to work schedules or poor quality, alternative basic education classes were offered or strategies for improving quality were devised.

#### *Types of Interventions Used in ECACL Pilot Projects*

In designing the pilot projects, technical staff sought designs that included preventive, protective, developmental, and rehabilitative approaches consistent with the frameworks described earlier.

**Figure 7: Types of Interventions Used in ECACL Pilot Projects**

<b>Country</b>	<b>Preventive:</b> improve education quality and relevance and take education to out-of-school children	<b>Protective:</b> monitor conditions, protect children from hazards, educate families, communities, and employers	<b>Developmental:</b> social mobilization and safe work opportunities	<b>Rehabilitative:</b> reintegrate children and provide access to safe work
Honduras	Relevance & access	Safety & awareness	Mobilization	Transitional schooling
Bulgaria	Quality	Awareness	Vocational training	Vocational training
Nepal	Access	Awareness & safe migration	Vocational training	Vocational training
Ghana	Access and relevance	Safety & awareness	Social mobilization	Transitional schooling
Romania	Relevance	Awareness	Vocational exploration	Vocational training

As shown in Figure 7 above, all projects included all four of the possible approaches for combating child labor. In so doing, each pilot used an integrated approach that maximized the possibility of success and impact.

Figure 8 gives an overview of the goals and interventions of the five pilot projects, including the specific awareness raising approach, type of education intervention, approaches to access and/or quality improvement, and work-related component. The work components were either reduction of dangerous work practices or provision of guidance or training for alternative kinds of work. Two of the projects, in Honduras and Ghana, focused on child labor in agriculture; two, Bulgaria and Romania, combated child commercial sexual exploitation and trafficking. The project in Nepal focused on education and safe migration for children living in a crisis area.

**Figure 8: Summary of ECACL Pilot Project Goals and Interventions**

	<b>Project Goals</b>	<b>Project Interventions</b>			
<b>Country</b>	<b>Project Combats:</b>	<b>Awareness Raising/ Prevention</b>	<b>Educational Intervention</b>	<b>Access and Quality Improvement</b>	<b>Work-related Component</b>
Honduras	Abusive child labor, school abandonment, and dangerous agricultural practices.	Community mobilization for awareness of worst forms of child labor, children's rights, and worker safety.	Nontraditional, MOE-approved, cassette-based, distance education.	Classes provided after work hours, in migrant camps and in locations easily accessible to working children.	Training in proper use of pesticides practice. Training in repair of agricultural machinery for older youth.
Bulgaria	Abusive child labor, commercial sexual exploitation, trafficking, and school abandonment.	Media; sessions with students, parents, teachers, and authorities; peer educators.	After-school tutoring, summer academic strengthening program.	Teacher training	Pre-vocational training; vocational training, job clubs.
Nepal	Conflict and post- conflict abusive child labor and school abandonment.	Materials on the worst forms of child labor and trafficking; parent sessions.	NFE classes incorporating trafficking prevention and life skills materials.	Teacher training, NFE classes, scholarships.	Life skills and anti-trafficking materials, vocational training, business skills development/micro-credit.
Ghana	Abusive child labor in cocoa	Worker safety and community	After-work classes for	Locally relevant alternative curriculum	Improved agricultural safety.

	production, illiteracy, school abandonment, and dangerous agricultural practices.	mobilization activities and radio public service announcements.	children/youth who are out-of-school or of a low literacy level; portable modules; ESL.	developed; Village learning groups scheduled outside of work hours; Community learning facilitators trained.	
Romania	Abusive child labor, commercial sexual exploitation, trafficking	Campaign providing information sessions, posters, and brochures.	Development and use of a module and manual to help students identify work interests and look for jobs.	Made vocational exploration available to all students in target schools.	Vocational exploration and job-seeking skills.

### *Pilot Project Descriptions*

A brief write-up of each pilot project follows.

#### *1. The ENTRA Project in Honduras (October 2002-July 2004)*

Creative Associates and CARE implemented a \$140,000, 18-month pilot project called Education for Child and Youth Workers (ENTRA), which reduced child labor by providing awareness raising, alternative education, and locally relevant educational materials to out-of-school children and youth working in melon plantations, shrimp processing, and shell fishing. Making parents aware of the dangers to children of losing the opportunity for an education and of exposure to toxic pesticides was successful in bringing children back to alternative classes and getting those still working to use protective equipment. The project used volunteer learning facilitators to teach an MOE-approved, alternative curriculum called EDUCATODOS that resulted in 357 students progressing between 1 and 3 grades.

One of the objectives of the ENTRA project was to develop supplementary reading materials on the themes of children's rights, health, and safe work practices. Involving the students who would use the materials in their development, through a series of workshops, lengthened greatly the time needed to produce the materials but made them particularly attractive to the students.

The Honduras project was so successful that it enabled CARE to win five additional projects to combat child labor: support for two activities to combat child labor in the Tegucigalpa garbage dump from IPEC and an Italian group; continued funding for the ENTRA project from CARE and a Washington, DC Lions' Club; funding for a replication of the ENTRA project in another location from the International Program for the Eradication of Child Labor (IPEC); and a \$5.5 million, Central American regional project funded by the U.S. Department of Labor to improve access to quality education programs as a means to combat exploitive child labor. For CARE, a \$140,000 pilot project served as groundwork for over \$6 million in additional funding to combat child labor through education.

#### *2. The AVERTing Trafficking Pilot Project in Bulgaria (January 2003-June 2004)*

At the time of the project assessment, available data indicated that up to 30 percent of Bulgaria's prostitutes were children less than 18 years of age and the more common forms of child labor (begging, theft, and prostitution) were on the rise among at-risk youth. At the same time, the pool of vulnerable youth was increasing due to systematic closures of Soviet-era orphanages. The assessment concluded that in addition to orphans, Roma girls, and poor children were the populations most targeted by traffickers.<sup>2</sup>

The AVERT (**A**wareness raising, **V**ocational exploration, **E**ducational enrichment for **R**etention, and **T**utoring) pilot project sought to reduce the vulnerability of children, especially girls, to the risks of trafficking and prostitution. Through a model based on school retention and skills building in the post-industrial town of Ruse, Bulgaria, youth between the ages of 6 and 17 were educated and supported over a 17-month period through a variety of formal and nonformal

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<sup>2</sup> IOM data indicates that Roma and Bulgarian girls have a 39% chance of being trafficked.

education activities that included the participation of teachers and parents.

Particularly successful components of the Bulgaria project were:

- Twenty-six high school-age volunteers trained in trafficking/child labor issues to mentor/train at-risk youth and serve as teacher aids in a summer program.
- A summer program for at-risk youth, taught by teachers trained in equity, classroom management, and thematic learning strategies. Used a free choice classroom' based on temperament theory to help students discover innate interests and talents. All but two children returned to school in the fall, and many improved their grades. Fifty parents trained in communication skills helped enrich the learning experience of target students and schools during the academic year.
- Academic support classes successful in keeping all but two of the target children in school the following academic year and most had improved their grades
- Juvenile offenders ages 16-17 kept in school through vocational training. Courses included cooking, dressmaking, cosmetology, carpentry, and computers. Six students were able to find summer jobs based on their vocational training.
- Courses and tool kits related to motivation and life skills, nonformal education in outdoor settings, and entrepreneurship developed and taught.

### *3. The Basain-Sarai Project in Nepal (April 2003-April 2004)*

In Nepal, Creative Associates and World Education (WE) implemented a \$140,000, 12-month pilot project activity called Basain-Sarai. This pilot project sought to prevent abusive child labor, unsafe migration, and trafficking among children and youth living in five conflict districts in Nepal. It provided education for children and youth, vocational training for youth, and income generation activity for youth and adults as a means to prevent the need to migrate into an unknown situation. In addition, it taught youth and adults how to migrate safely, should they be forced to do so by the existing conflict situation.

World Education/Nepal (WE/Nepal) was selected as the recipient of the sub-task order because of its in-country presence, its capacity to collaborate with field-based NGOs and District Education Offices (especially in difficult, conflict-affected areas), its experience with formal and nonformal education, and its existing capacity in using educational interventions to combat abusive child labor in Nepal. The pilot project was coordinated with key stakeholders and activities so as to complement existing efforts to restore educational opportunities, combat abusive child labor, and raise awareness around "safe migration."

Over one year of implementation, the Basain-Sarai project had a positive impact for children, youth, and adults in the five districts. Among the many achievements, it funded scholarships for 220 students to go back to school, gave 563 children the opportunity to continue their education through a nonformal education program, and contributed to many youth finding employment based on their newly acquired vocational training skills.

The Basain-Sarai project complemented other projects conducted by WE/Nepal and its partners by mitigating the effects of conflict on children and youth. On the community level there was wide acceptance and support of the program and a strong desire for its continuation.

#### *4. The YES Project in Ghana (May 2003- April 2005)*

Creative Associates International, Inc., CARE International-Ghana, and a Ghanaian-based NGO, PROMAG Organization, collaborated on a project to combat abusive child labor in 15 communities in the cocoa-growing regions of the Sefwi-Wiawso District in the Western Region. The project used an integrated approach, combining social mobilization, radio public service announcements, and literacy classes using locally appropriate instructional materials based on cocoa production. Field research provided information on cocoa production and the particular hazards of child labor in cocoa production. Four hundred and twenty-nine children and youth benefited from the education intervention. Stakeholders considered the radio campaign to be particularly successful because it was culturally appropriate and had great appeal for local listeners.

A local evaluation workshop and a regional dissemination conference were held at the end of this project. Twenty-six of 30 learning group facilitators participated in a day-long evaluation workshop that examined the radio public service announcements, the literacy materials, and the implementation of the literacy classes. The results of this workshop were then conveyed to a regional stakeholders' conference that included 30 participants from Ghana as well as representatives from Cote d'Ivoire and Benin. All conference participants received both hard and electronic copies of the literacy materials and electronic copies of the radio programming so that they might be able to adapt these materials for their own work. The dissemination conference cost less than \$7,000, generated much interest in the pilot activities, and in the short-run appears to have been an excellent and cost-effective step toward project replication.

#### *5. Project to Reduce Child Labor, Sexual Exploitation, and Trafficking of Children in Romania*

A child labor and trafficking assessment performed by a Creative Associates' team in January 2003 supported the need for action to combat trafficking of young girls from two economically disadvantaged counties in two northeastern Romania counties—Suceava and Botosani—that are reportedly the sources of numerous Romanian trafficking victims. The Romania pilot project, launched in October 2003, had five objectives, increasing awareness of the dangers of child labor/sexual exploitation/trafficking; helping youth, including institutionalized children and trafficking victims, identify vocational interests and learn job seeking/job holding skills; supporting mentoring for transition, internships, short term vocational training, and job placement for especially vulnerable children; and strengthening the institutional capacity of selected NGOs, and strengthening of the system of Inter-sectoral County Child Protection Teams in the area.

The development of career exploration modules and the institutional strengthening components of the project were particularly successful. Teachers and students who used the modules were enthusiastic. Schools requested additional copies, and two organizations, UNICEF and the International Program on the Elimination of Child Labor (IPEC), are funding additional runs of



the materials. IPEC estimated that the project's work with the Inter-sectoral County Child Protection teams was instrumental in enabling Romania to establish these teams nationwide in three rather than the more usual five years.

### *Evaluation of the Pilot Projects*

Groundwork, an initial partner in the BEPS task order, was contracted to evaluate the five pilot projects. Groundwork visited four of the five projects in the period between February and November 2004 but was unable to visit Nepal due to travel restrictions. The Nepal evaluation was therefore sub-contracted to Nepalese consultants.

In conducting the evaluation, Groundwork looked at four areas: data collection, awareness raising, institutional strengthening, and relevant, quality basic education or vocational training. The evaluators gave particular attention to the importance of community participation in all phases of project development (See below).

#### *Data Collection*

- The Romania experience demonstrates that strong NGO leadership can facilitate buy-in and usage of child labor/trafficking data collection tools in circumstances where data collection is particularly challenging.
- It is important to involve stakeholder representatives from communities in all phases of data design, collection, and feedback to build ownership, buy-in, and use of information.

#### *Awareness Raising*

- Locally prepared radio messages are more effective than those prepared by outsiders.
- Public service announcements were more effective when integrated into a clear community participatory process.
- Campaigns should be developed and tested with participation of the target groups.
- Community mobilization is not a one-time event, it requires continued attention to maintain buy-in, integration, action, and follow-up.

#### *Institutional Strengthening*

- Capacity building within the education system to address child labor requires interdisciplinary, cross-cultural approaches drawing on sectors and education sub-sectors. Capacity building can be carried out in different ways when needs are carefully analyzed and training is well targeted.

#### *Relevant, Quality Basic Education or Vocational Training*

- In the education category, Groundwork compares interventions made in the pilot projects, giving particular attention to teacher selection and training and materials development. Groundwork comments that classrooms observed showed attention to participatory teaching methods and materials attractive to students. The pilots made a difference in improving teacher-learner dynamics. Teachers consistently expressed appreciation for the training received and wished for more.

Groundwork notes that the quality of some materials is high especially the materials from the pilots in Honduras, Nepal, and Ghana and praises the child participation in materials

development in Honduras, while questioning the ambitiousness of the materials development in Ghana.

In examining crosscutting themes, Groundwork recommends simply stated messages, the use of locally available materials, and a child-centered teaching process as being more effective and transformative than methods that do not respond to the context and needs of vulnerable populations. Groundwork recommends a more explicit gender focus than she observed in the pilot projects, less ambitious projects, more participation, and better monitoring and evaluation.

In its final recommendations, submitted in June 2005, Groundwork indicates that although the pilots made significant contributions to understanding challenges and opportunities to combat abusive child labor, that more attention should have been paid to the *processes* by which these outcomes were achieved—more participatory processes and more careful monitoring of those processes in order to determine which data collection processes, awareness raising activities, institution strengthening approaches, pedagogic techniques, and which types of community participation are most effective.

### III. LESSONS AND QUESTIONS

In June 2005, BEPS conducted a survey of lessons learned among staff that worked on the task order over the course of the project. Respondents were asked to submit lists of lessons learned, which were grouped into categories and discussed in a meeting among BEPS/ECACL staff and the project CTO. After the discussion meeting, the survey was revised, and respondents were asked to prioritize on a scale of 1 to 3 the lessons they considered most important. Lessons learned given priority are highlighted below.<sup>3</sup>

#### Technical Lessons Learned

##### 1. *Various interventions are useful in combating child labor.*

Responses from survey participants echoed some of Groundwork's observations. Staff members indicated that many of the interventions had been highly successful. Notably, in Honduras a large number of children returned to school and completed from 1 to 3 school grades and donors came forth to continue the project in Valle and to replicate it elsewhere. The child-centered supplemental materials were lauded and replicated by IPEC. In Bulgaria's programs, children continued in or returned to school and improved their grades. The free choice format and temperament based learning centers were judged highly successful. In Nepal numerous children received educational services and, learning about safe migration from innovative materials, were protected from dangerous migration. In Ghana, good field research resulted in exceptionally relevant and locally contextualized materials that were commended by learning facilitators and stakeholders. Increased parental awareness of the importance of education inspired the reopening of the school in one community and donation of land to build a school in another. In Romania, career exploration materials were replicated and used in two follow-on projects. All innovations were judged to have been successful, were replicated or inspired new education interventions, and made an important contribution to practice in combating child labor.

##### 2. *Participation in design and implementation increases project effectiveness.*

Survey respondents emphasized the positive impact of participative approaches.

- *Participation in assessment and design.* Participation of a broad group of stakeholders in initial rapid assessments and design in all countries laid the way for strong support for projects once activities were initiated.
- *Participation in implementation.* In Bulgaria the use of high school students as peer tutors and of parents as classroom assistants was an education innovation, initially greeted with skepticism, then rapidly accepted and acclaimed
- *Participation in materials development.* In Honduras, a process of several months' duration that involved children in writing and drawing for supplementary education

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<sup>3</sup> The "Costa Rica Child Sex Tourism Assessment" was completed in June 2006, well after the review of 'lessons learned' under ECACL and is therefore not included in this exercise.

materials produced booklets that were immediately sought for replication by other organizations working in child labor. In Romania, where a large and diverse group of stakeholders spent several months designing and perfecting career materials, the appropriateness of the materials made for rapid acceptance and high demand for copies.

Complementing participative approaches, respondents suggested that even more participation could have been included. Some respondents suggested that project designs made in the assessment process should have been more closely reviewed and revised by implementers. Others commented that positive participation (materials development in Ghana and intersectoral teams in Romania) could have been even broader than it was. The shorter the time frame, the more difficult it is to increase participation, but maximum participation in planning, implementation, and evaluation almost always makes for a better project. For this reason too, a two-year time frame for pilot projects seems recommendable.

### ***3. To insure reaching target groups, individual tracking is recommended.***

In all of the pilot interventions, there were questions as to whether we had reached the child laborers of most concern or even child laborers at all. In Ghana and Honduras, it was clear that locations for nonformal classes were chosen as much because of the lack of a school grade or of an accessible school (not necessarily a bad choice) as because of the number of child laborers. The alternative classes in Honduras were designed to target youth working in commercial melon production, but when a consultant visiting one class inquired as to how many of the students worked in melons, only 3 of about 20 responded in the affirmative. In Bulgaria, the project was focused on children living in the neighborhood with the highest ethnic and low-income population and on the Commission for Juvenile Delinquency where child prostitutes are referred. These two foci were considered the best strategy for reaching children at risk of being trafficked, but the approach was criticized because it focused equally on male and female children, even though girls are more likely to be trafficked. In Romania, the implementing organization independently decided to change the location of the project from rural to urban to get approval from local education authorities and in so doing lost the intended focus of the project. No detailed information is available for Nepal, but due to the location of the activities, chances are that they were correctly targeted.

To insure that child laborers are being reached, it would be necessary to follow the example of DOL and other NGOs and maintain case records on each individual child. In small communities where there is only one education activity in town, everybody wants to come and only strict record keeping can insure that the beneficiaries served are the intended beneficiaries. This is not to suggest that children who do not work should be excluded from classes that fill an education void. Rather, in order to understand the actual impact of an education intervention on child labor, implementers must be more accurate in counts of how many children have had their work hours reduced or have been withdrawn from dangerous child labor.

## Management Lessons Learned

### 1. *When aspirations are overly ambitious, strong supervision may be beneficial.*

*In rural areas where education access is limited, pilot projects are especially challenging.* Staff members found it difficult to design and implement projects that cost only \$100,000 and lasted for one year. They found it especially difficult in rural agricultural areas, where lack of access must be addressed before other innovations can be tried. In many rural communities, there is no school or the school contains a limited number of levels, providing only 4, 6, 8, or 9 years of education, depending on the country. Setting up classes, even when they are nonformal, is a lengthy and time-consuming process, and quality issues are legion.

*Materials development in short time spans is challenging.* Materials developed for non-working children in urban areas are rarely relevant for rural, child laborers. Consequently, all three projects had components to produce materials relevant for the context. The NGO, Open Society Club, in Bulgaria and World Education in Nepal developed excellent materials consistent with their work plans, but the scope of their materials was more limited than those in the other three projects. In Honduras, Ghana, and Romania, the very high aspirations of developers caused delays in work plans. In developing new materials, as in any new endeavor, there is a time-consuming learning curve. In some cases, implementers were not realistic about the amount of time needed for this process. Consequently, materials were not ready when they were needed and there was not as much time available for application of the new materials as would have been desired.

In order not to over-manage, ECACL staff accepted implementer estimations of what they could accomplish in a short period of time, rather than following their intuitions that plans were overly ambitious. In the case of materials development, staff members have learned that if a plan seems overly ambitious, it probably is. Strong outside management can be beneficial in reality testing. Additionally, for pilot projects with significant materials development components, a two-year time frame would certainly be more realistic than one year.

### 2. *Differences between Washington expectations and field reality may slow implementation of Washington-based projects.*

Survey respondents faulted the lack of a clear message from USAID/Washington to Missions on the importance of combating child labor as an impediment in project implementation. ECACL team members believed that missions would seek their services to perform child labor assessments and project designs, but child labor was not a priority interest for most missions and few requests were forthcoming. There was no particular benefit—no possibility of follow-on money after the pilot projects—to encourage missions to host a pilot project. The pilots were one-time activities that in many countries would support Mission objectives only tangentially. As a result, missions did not seek ECACL services, and ECACL staff experienced difficulty in finding mission directors who were interested in collaborating on a pilot project.

A lack of mission interest in a Washington, DC-based project is not unusual. Mission staffs spend a lot of time establishing country priorities, have full time jobs responding to their regular

responsibilities, and may wonder why contractors, who do not know country priorities so well, are entrusted with funds they themselves would prefer to administer. In hindsight, it was clear to ECACL staff that they should have recognized the lack of field interest earlier and taken earlier action to identify and develop the pilot projects.

### ***3. Quarterly visits are recommended for Washington-managed projects.***

The ECACL team provided Washington backstopping for all five pilot projects. Staff changes, differences in management styles, and differences in contract interpretation, combined with limited task order staffing created tensions in some activities. Few tensions occurred in the Nepal project, which due to travel restrictions was implemented with almost complete independence from Creative Associates/Washington. Misunderstandings or tensions of some type occurred in all the other projects. Those misunderstandings were most easily resolved in the projects where more project visits were made. As in any human relationship, misunderstandings are easier to resolve the shorter the amount of time they fester.

For projects managed or supervised from afar, the ECACL experience suggests that quarterly visits could do much to insure smoother Washington-field relations. Despite the difficulties of distance management, however, most participating organizations felt that they benefited greatly from their project experience and emerged a stronger organization.

In summary, the ECACL task order has piloted some interesting and successful innovations and identified some important lessons that could improve future child labor projects. Although these innovations and lessons are important, even more important is the integration of child labor issues into all the USAID pillars. The following section includes one or more questions that might be considered in each pillar.

### **Questions**

An activity such as the ECACL task order, which is heavy on low-cost, short-term pilot projects that are tested in a small number of locations, is not likely to lead to definitive lessons learned and best practices ready to go to scale. However, a project such as ECACL can suggest important directions for further exploration and raise important questions for consideration in future programming.

The following questions come from the experience of the ECACL task order, as well as from general ongoing debate on the larger issue of how to address child labor when specific funds for child labor programming are limited. Child labor considerations can be integrated into USAID's three program pillars: Global Health; Democracy, Conflict, and Humanitarian Assistance; and Economic Growth, Agriculture and Trade (EGAT).

*In Global Health:* Occupational safety for child laborers is a crosscutting issue in health. Children experience work-related pesticide poisoning, cuts and serious wounds from sharp tools too big for their size, and stunted development from carrying heavy loads or engaging in repetitive motions.

- How can these childhood dangers be incorporated into USAID child health programming that focuses primarily on nutrition and prevention of contagious diseases?

*In Democracy, Conflict, and Humanitarian Assistance:* The use of children as soldiers, porters, and prostitutes in conflict situations violates their rights and the Conventions protecting those rights. Child labor in conflict is a crosscutting issue in democracy and conflict work. In crisis and conflict situations, the needs of adults usually take priority over the needs of children.

- How can the needs of child soldiers and support personnel, especially the needs of girls, be given adequate consideration?

*In Economic Growth and Agriculture:* Child labor considerations are important in economic development projects, aimed to decrease poverty, that actually increase child labor. Ideally, trade agreements would require that traded products be child labor-free and children's role in production of traded items would always be considered.

- Can reduction in child labor be used as a proxy measure of the success of poverty alleviation activities?
- Can child labor be made a crosscutting issue in agricultural and economic development programming?

*In Education:* Needless to say, access for all children, child laborers included, should be an important consideration in all education activities.

- *Teacher training:* Can training on how to work with child laborers and other vulnerable children be made a required topic in teacher training programs?
- *System responsiveness or special programming:* Can education systems be more responsive, sensitive, and flexible to respond to the needs of working and other vulnerable children? Or is it necessary to continue to provide special transitional programs?
- *Child participation:* Can the viewpoint of children and youth be more widely incorporated in education planning and decision-making?

*In Gender:* Girls, in performing domestic work and childcare, perform more unseen, unpaid labor. When family funds are limited, they are more likely to be kept out of school than boys.

- How can education programming overcome this double threat to girls' education?

No single pillar or program can respond to all of the needs of child laborers, but if child labor can be a lens for viewing all USAID projects, the needs of these vulnerable children can be gradually addressed.

#### **IV. CONCLUSION**

The ECACL task order produced all deliverables in a committed spirit, in the face of an unanticipated lack of demand for technical assistance in the field of child labor. Through well-focused publications, multiple conference presentations, and pilot projects, the ECACL task order has succeeded in advancing thinking and practice in combating child labor and has made a significant contribution to the struggle to remove children from work and insure their education.



## **APPENDICES**

Appendix 1: ECACL Task Order Scope of Work

Appendix 2: Letter of Agreement on a Change in Deliverable

Appendix 3: Summary of Conferences and Workshops attended by ECACL Staff

## Appendix 1

### USAID Scope of Work

#### Combating Global Child Labor Abuses

##### Background

Abusive child labor is a major problem in many USAID presence countries. The exploitation of children and minors through employment in unhealthy, dangerous and otherwise harmful conditions persists. This is the case despite the fact that employing children at an early age under conditions that do not conform to the standards outlined in International Labor Organization (ILO) Convention 138 (1973) Articles 2 and 3 and the UN Convention on the Rights of the Child (1989) Articles 28, 31, and 34 is a recognized human rights violation. While most countries have national laws restricting child labor and share the belief that the proper place for a child is in the schoolroom, greater efforts are needed to enforce these laws and to encourage the enrollment of children in educational settings. Providing effective and quality basic education is necessary to attract and retain school-age children in order to stem their involvement in the worst kinds of working conditions. Poverty and child economic participation reinforce each other. Poverty generates child labor that in turn, perpetuates poverty. This is true because child labor precludes or seriously handicaps education and upward social mobility. Furthermore, low educational attainment reduces lifetime earnings significantly. Abusive child labor also reduces the employment and earnings of adults.

Over the past 40 years, USAID, through its support of basic education programs worldwide, has helped recipient countries make notable progress in getting children into schools and improving completion rates. The net enrollment ratio (the percent of each age cohort enrolled in school) has increased in developing countries from 48 to 77 percent at the primary level and from 35 percent to 47 percent at the secondary level. USAID efforts are helping to keep primary school-age children in school and to prepare them for the workforce at later, more appropriate times of their lives.

While USAID's efforts in basic education are helping to increase enrollments, it is clear that abusive child labor is a complex problem, which requires special attention over and above general support to basic education. To this end, the International Labor Organization has been conducting public awareness campaigns and compiling data on this issue. Also, in 1992-3, the US Government and other ILO member countries began funding the International Program for the Elimination of Child Labor (IPEC). Priority has focused on the most abusive and exploitative forms of child labor, with activities intended to strengthen national capacities to address child labor issues. In 1999, the ILO adopted Convention 182 that defined the worst forms of child labor as: "all forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage, serfdom and forced or compulsory labor; forced or compulsory recruitment of children for use in armed conflict; use of a child for prostitution, production of pornography or pornographic performances; use, procuring or offering of a child

for illicit activities, in particular for the production and trafficking of drugs; and work that is likely to harm the health, safety or morals of children.” (ILO website).

Successful efforts to alleviate abusive child labor have used a range of approaches, from non-formal and formal education to social mobilization and various incentives, and have involved multiple sectors. For example in Brazil, through the Goat to School Program, resource-poor families who send their children to school instead of to work on the sisal plantations receive goats. In Tanzania, the African Network for the Prevention and Protection against Child Abuse and Neglect uses drama and theater to raise awareness and mobilize communities against child labor. Local employers have helped pay for school fees, uniforms, and meals. Peru’s national Institute for Family Well-Being has taken children from Lima’s brickfields, put them in schools or vocational training, and offered health care and micro credit to their families. In India, the MV Foundation in Andhra Pradesh has mobilized a network of 8,000 youth volunteers to locate out-of-school children and recruit them into non-formal education “bridge camps” that prepare them for entering government schools. The program has enrolled and retained over 80,000 students.

To combat and alleviate child trafficking and child prostitution, the Nepalese Ministry of Women and Social Affairs and Maiti Nepal, a non-governmental organization (NGO), have set up prevention camps in towns that traffic girls. Transit homes provide counseling, medical care, and legal aid to the girls.

The lessons learned from these efforts suggest that targeted efforts are needed which first identify the specific industries and working conditions where children are abusively employed. Secondly, careful local programming is required to fashion acceptable solutions for each circumstance. Sometimes there are differences in the types of child labor girls and boys are required to do. Consequently, girls and boys may well have varied needs that require different approaches. Results depend on the piecing together of an acceptable array of incentives and basic education services to convince parents and make it possible for them to get their children into proper educational programs. In addition to the regions represented above, the countries of Eastern Europe and Eurasia have their own formidable abusive child labor situations, such as prostitution involving both girls and boys, trafficking of children and the hazardous employment of children in mining and other arduous labor.

The program to be carried out by this task order will complement current work of the U. S. Department of Labor (DOL), ILO, and IPEC. Five of USAID’s comparative advantages are its in-country staff, ability to experiment and take risks, ongoing development programs, considerable experience with non-formal and formal education, and links to host national NGOs, governments, civic and youth groups, and other organizations.

## Objective

This task order will provide technical, management and program assistance to USAID Missions, Regional Bureaus, the Global Bureau, and, if necessary, non-presence countries over a three-year period to carry out an innovative program to combat abusive child labor around the globe. USAID has a mandate this year to mount a program to alleviate abusive child labor using non-formal and formal basic education. Nine million dollars in FY 2000 funds have been allocated to USAID for this purpose. In part, these funds will be used to provide technical assistance and implement selected programmatic and “seed” activities over a three-year period through the new worldwide Basic Education and Policy Support Project (BEPS, 936-5862). This worldwide program will identify, enroll and retain high-risk children in non-formal and formal education. It also will help design, develop, evaluate and report on pilot projects in at least four nations, one in each USAID geographic region.

This program will concentrate on using education as the principal tool for extracting children from abusive labor situations and helping them avoid abusive labor situations. The objective will be to develop and help implement targeted approaches for securing access to basic education for children in these deleterious working environments. New methods developed will be disseminated widely to influence the Agency’s entire Basic Education portfolio and to encourage other donor/lender agencies to focus concretely on educational initiatives to combat abusive child labor.

Children in abusive and exploitative working situations are an important target group for Agency programs. This task order will contribute to both the overall Agency Goal for Human Capacity Development, namely, “human capacity built through education and training” and the Agency’s Basic Education Strategy, which specifically targets USAID to direct its programs to reach the under-served and economically poor children in the developing world and in newly independent nations.

## Description of Tasks Required

### 1. Technical Tasks

- A. **Assist in program planning and coordination.** The contractor will provide support to G/HCD and other USAID offices in the coordination, planning and information exchange that are so vital in such a polyfaceted area which has the involvement of so many NGOs, national governments, civic groups, labor and industrial organizations, human rights and other entities. Since the program will both complement current work of the DOL, ILO and IPEC and USAID Missions’ programs in basic education, it will be important to establish effective and ongoing contacts with all of these entities. Contact and coordination will be maintained also with other relevant child labor-related organizations such as the Child Labor Coalition, International Youth Foundation, International Labor Rights Fund, Human Rights Watch and other groups and networks. The contractor will work closely with the Regional Bureaus of USAID to assist in developing plans for an overall coordinated program.

- B. Manage a program of applied research.** The identification of best practices and lessons learned is one study that will be required at the onset of the program. The contractor will undertake a systematic review and analysis of all work on reducing abusive child labor that has been undertaken by NGOs, governments, individuals, research institutes, and other international donors/lenders. The contractor will prepare a synthesis paper of best practices and lessons learned to date, with particular emphasis on using education to alleviate abusive child labor. This paper will be used as a planning guide for assisting host countries, USAID Missions, Regional Bureaus, and the Global Bureau and in the launching of pilot, on-the-ground activities. In addition, a desk study or synthesis paper on scholarships, payments and other incentives related to abusive child labor and education may prove useful if it is based upon evidence and captures development theories.
- C. Carry out technical assistance and advisory services.** The contractor will carry out technical assistance, assessments and evaluations at the national, regional, and local levels, normally in conjunction with host national practitioners, labor and child experts, programmers, policy- and decision-makers and educators. These activities are expected to take the form of policy analyses, applied research, feasibility studies, attitudinal and other surveys, and program planning.
- D. Regional conferences/ Training workshops.** If deemed useful, the contractor will help organize and conduct regional and/or country-specific workshops in Asia, Europe and Eurasia, Latin America and the Caribbean, and Africa, to discuss abusive child labor practices in the region and possible solutions to those problems, with a focus on the utilization of non-formal and formal basic education. The study mentioned earlier on best practices and lessons learned will be one resource for these possible conferences/training workshops. The workshops—intended to be practical and action-oriented—could provide one basis for identification of potential pilot activities.
- E. Pilot projects to provide and/or retain educational access for at-risk children.** The contractor will provide design and other technical assistance to USAID Missions, Regional Bureaus and host countries interested in supporting and carrying out pilot projects. The contractor will assist in the design and/or implementation of these activities ensuring that the following components are adequately addressed:
- Identification of any DOL, ILO and IPEC resources to help local communities and populations deal with youth most at risk from harmful child labor.
  - Mapping of local resources in target areas from all educational and related services, including governmental, community, NGO, labor, business, industry, agriculture, parents and others utilizing national, provincial, USAID, World Bank, Asian Development Bank and other resources.
  - Identification and assessment of current local strategies, if they exist, to enroll and retain children in school, non-formal education and informal programs, and provide teacher training, adult and peer mentoring and related services for improving program quality to help children remain in and prosper until the completion of the relevant school/program cycle (primary/lower secondary, vocational certificate).

- Conduct monitoring and evaluation activities to assess the short and medium term results of each pilot program, as well as, if possible, other USAID-funded activities to alleviate abusive child labor. These activities will include the collection of data disaggregated by gender and geographic location in order to better identify, enroll and retain high-risk children.
- The pilot projects and field activities funded through this task order should be based upon in-country realities, devoted when possible to complement and support USAID Mission initiatives, and generally be utilized as catalysts for national and regional work.

**F. Information Networking and Dissemination.** In addition to fostering communication among units of USAID, the contractor will carry out a series of activities to ensure effective dissemination of information about issues related to abusive child labor generally, and to this USAID-implemented program specifically. Colleges and universities, educational research organizations, NGOs, public policy institutes, and business, agricultural and industrial associations are among the organizations that are interested in and can perhaps contribute to the quality of this program. It is anticipated that the US Congress and various of its committees and sub-committees will require, sometimes on short notice, briefings and informational papers on this USAID effort. Other important US Government audiences are the DOL, (especially the Child Labor Office within USDOL's Bureau of International Labor Affairs), Office of management and Budget, and the Departments of State, Education and Commerce.

The contractor will likely participate in the regular monthly meetings of the Child Labor Coalition, which includes representatives from NGOs, government, labor, industry, business, civic associations and human rights and educational organizations. The contractor will conduct formal meetings—at least once annually—for USAID personnel on the accomplishments, plans and problems of the program. It is anticipated that occasional bulletins and other publications will convey significant findings from applied research, conferences, training workshops, studies, pilot projects and the like.

## 2. MANAGEMENT AND ADMINISTRATIVE TASKS.

### THE CONTRACTOR WILL:

- A. Provide staff support to USAID for coordination activities.** It is imperative that the contractor foster coordination, cooperation and sharing among the various Bureaus and units of USAID. For example, the contractor should help one USAID regional bureau “feed” another, synthesizing lessons learned across countries and regions and, perhaps, facilitating the exchange of people involved directly in programs. Coordination is required with such US Government agencies as the Peace Corps and the Departments of Labor, State, Commerce and Education, as well as possible participation in the regular monthly and selected extraordinary meetings of the Child Labor Coalition. It also includes awareness of and potential coordination with private foundations and organizations whose activities may directly relate to this task order. The International

Youth Foundation, Human Rights Watch, International Labor Rights Fund, W.K. Kellogg Foundation, MacArthur Foundation, ILO, World Bank, Soros Foundation, Inter-American Development bank, Swedish International Development Assistance, UNICEF, United Nations Development Program, and other foundations, bilateral and multi-lateral organizations are examples of likely such groups.

- B. Provide staff support for donor coordination** on education and child labor with ILO/IPEC, the Inter-American Development Bank, UNICEF, Asian Development Bank, European Union, World Bank and others.
- C. Act as source of technical assistance** on child labor for G/HCD and USAID, as required. At least a third of the funds to be obligated for this task order should be devoted to program activities, including pilot projects, assessments, evaluations, training, workshops and conferences, applied research, and other programmatic elements, as needed.
- D. Plan and conduct an annual presentation** of the accomplishments, problems, and plans under this task order.
- E. Prepare reports as needed**, in consultation with the Cognizant Technical Officer (CTO) of the BEPS Project. These may include quarterly progress reports, briefings for senior USAID officials and personnel in the US Congress, summaries for USAID budget and planning exercises, articles and information for the U.S. public, and similar needs.

## 1. LEVEL OF EFFORT

The Contractor shall be ready to undertake implementation activities under this task order in FY 2000. This will be a three-year activity. Management and implementation of the planned program will require a staff of a full-time Activity Coordinator and Research Assistant, plus a variety of part-time, generally short-term Specialists and Consultants who will be called upon as demands dictate. These Specialists and Consultants will have meaningful, relevant skills and knowledge of applied research and practical work in such areas as non-formal education, educational psychology, youth-at-risk, vocational orientation and training, abusive child labor, development of relevant curricula, preparation of teachers and mentors, assessment and evaluation, community and family participation in education programs, small-scale businesses, counseling and guidance, remedial education, workforce development, and the use of media, theater and the arts in dealing with youth who have become or could become victims of abusive working circumstances. They should have appropriate foreign language capabilities. The Activity Coordinator and Research Assistant must physically work out of the contractor's Washington, D.C. offices, as should, to the extent possible, the Specialists and Consultants.

The Activity Coordinator will provide the leadership, management and vision for the entire project. She/he will be responsible for the overall substantive, administrative and logistical management of the activity, and for the effective, efficient and timely implementation of all activities undertaken under this task order. The Activity Coordinator will provide guidance, quality control and general oversight in all project activities in order to achieve results, building

collaborative relationships and local capacity wherever possible. She/he will guide the other personnel under this task order in planning and implementing the activity.

The Research Assistant will provide important research, administrative, programmatic and other support to the Activity Coordinator and the broad activity. She/he will have a major role in the collection and dissemination of information, and, under the Activity Coordinator's direction, be involved with partner organizations in the U.S. and foreign countries.

## **2. DELIVERABLES**

1. Prepare at least two synthesis papers identifying best practices and lessons learned in endeavors to reduce abusive child labor using education within five (5) months from task initiation. One synthesis paper will summarize the key issues in combating child labor; introduce the elements of a process and a framework for effective action based on latest available knowledge and experience worldwide. This paper will be a practical tool for a wide audience of development practitioners in the field. The second study could center on whether and how scholarships, direct payments and other incentives can alleviate abusive and hazardous child labor. Other research could identify and review innovative curricula and related educational experiences for children involved or at risk of becoming involved in abusive child labor, and the preparation of mentors, guides and teachers for such curricula.
2. Organize and hold regional and country-specific conferences at overseas locations (at least four) on eliminating abusive child labor practices through innovative non-formal and formal education programs. At least two of the conferences will be conducted in year one.
3. Provide design, implementation and evaluation assistance or at least four pilot projects (at least one in each of USAID's four geographic regions), in close collaboration with USAID Missions and Regional Bureaus.



## Appendix 2



CREATIVE ASSOCIATES INTERNATIONAL <sup>INC</sup>  
**memorandum**

**To:** Jim Hoxeng, EGAT/ED, BEPS CTO  
 Don Graybill, BEPS Director   
 August 20, 2004

**Cc:** Mimi Tse, CFO, Creative Associates International  
 John Owens, Director of Contracts  
 Archer Heinzen, ECACL Activity Coordinator  
 BEPS Task Order No. HNE-I-03-00-00038-00 – Education to Combat Abusive Child Labor

**Re:** Labor

Dear Jim:

I am writing this memorandum with regards to **USAID/EGAT Task Order # HNE-I-00-00-00038-00, Education to Combat Abusive Child Labor (ECACL)**. Within the SOW of the ECACL Task Order (4.b. (2), p. 6), the following deliverable is stated:

*Regional and country-specific conferences at overseas locations (at least four) on eliminating abusive child labor practices through innovative non-formal and formal education programs. At least two of the conferences will be conducted in year one.*

In your capacity as BEPS CTO, I have repeatedly discussed with you over the past three years the barriers to organizing and implementing *regional country-specific conferences*. Although we have continuously and assertively reached out to USAID missions since this task order's inception with the intent of organizing such conferences, there has been little or no "demand" for them. The realities we have encountered have suggested, among other factors, the following reasons for this low demand:

Lack of specific and long-term funding streams for child labor activities within USAID has not created sufficient demand from USAID programming officers to invest scarce professional development funds for child labor trainings, workshops, and conferences.

The US Department of Labor (DOL) has asserted itself globally as the leading US government agency involved in prevention of child labor via its "timebound" program initiative. Given DOL's energetic lead role in child labor prevention, the potential authoritative role of USAID as a lead agency in child prevention has not congealed as originally foreseen in the BEPS/ECACL task order. Again, this leads to low demand and interest.

**memorandum**

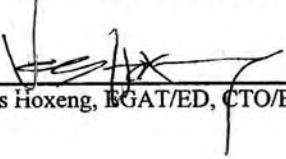
Page 2

Rather than pursue a narrowly-defined range of deliverables (organization of regional and country-specific conference sponsorship), BEPS has, instead, sought to achieve the underlying spirit of the task order deliverable via active and opportunistic participation in pre-existing fora (conferences, workshops and meetings) that have been, instead, sponsored by USAID, universities, international education and development organizations, multilateral donors and other public and private key child labor prevention stakeholders. We will continue to participate in conferences where appropriate and will sponsor a lessons learned workshop at the end of the task order. Indeed, as BEPS CTO, we have actively and openly discussed with you our pursuit of this alternative strategy, receiving both your understanding and approval over the past several years.

Now that we slowly approach the end of BEPS and the ECACL task order, we wish to formalize your approval and acceptance of our achievements as satisfactory fulfillment for the conference deliverables outlined in the task order. A *Matrix of ECACL Presentations and Workshops* which summarizes and presents the public fora within which BEPS/ECACL has actively participated in the past four years is provided as an attachment to this memorandum.

Please acknowledge your acceptance ~~of~~ by signing and returning this page to us.

I accept the BEPS ECACL presentations and training sessions prepared and delivered, as summarized in the table entitled "*Matrix of BEPS ECACL Presentations and Training/Workshop Sessions Delivered 2000 – 2004*", as full and satisfactory substitute for the deliverable "Regional and Country-specific conferences at overseas locations (at least ~~for~~) on eliminating abusive child labor practices through non-formal and formal education programs" as detailed within BEPS Task Order in Section 4..b.(2).

  
James Hoxeng, EGAT/ED, CTO/BEPS

  
Date

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CREATIVE ASSOCIATES INTERNATIONAL

## Basic Education and Policy Support (BEPS) Activity

EDUCATION TO COMBAT ABUSIVE CHILD LABOR Task Order

USAID Contract # HNE-I-00-00-00038-00 / Task Order No. 3

### Matrix of BEPS ECACL Presentations and Training/Workshop Sessions Delivered: 2000 - 2004

#### Category A – Presentations Delivered

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
2000 to 2004	Washington	Child Labor Coalition	various	Average 40	NGOs, DOL	Monthly meetings
2001 to 2003	Washington/Africa	USAID, Cocoa Producers	Various	n/a	USAID/Cocoa Producers and representatives from relevant countries	
8/2000	Washington, DC	ECACL	Considerations for Child Labor Programming	40	NGOs, USAID, DOL	Organized by ECACL; presentation made by William Myers
2/2001	Stanford, CA.	Stanford University: Symposium on child Labor in a Globalizing Economy	Lessons from the Asia/Pacific Region	100	National and international	
3/2001	Washington, DC	Comparative International Education	The Role of Education in Addressing	40	CIES delegates	

Matrix of BEPS/ECACL Task Order Presentations and Workshop Sessions Delivered: 2000-2004

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
		(CIES) Annual Conference	Child Labor			
5/2001	Washington, DC	Capital Hill Forum	Child Labor		Congressional Personnel	
1/2002	Washington, DC	USAID/Africa Bureau	West Africa Briefing on Cocoa and Child Slavery	50	USAID, State Dept., ILO, DOL, Customs, Cocoa industry representatives	
3/2002	Orlando, FL.	Comparative International Education (CIES) Annual Conference	Child Labor	40	CIES delegates	
9/2002	Mexico City, MX	UNICEF	Migratory Patterns of Child Labor in Mexico and Central America	100	University of Mexico, UNICEF and international representatives	Keynote Presentation
2/2003	Accra, Ghana	USAID, DOL				Keynote Presentation
2/2003	Sofia, Bulgaria	ECACL	Team Building to Combat Child Labor	20	Stakeholders, NGOs, IOL, IPEC, gov't agencies.	
3/2003	New Orleans, LA	Comparative International	Programming Child Labor	10	CIES Delegates	

Matrix of BEPS/ECACL Task Order Presentations and Workshop Sessions Delivered: 2000-2004

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
		Education (CIES) Annual Conference				
4/2003	Cambridge, MA	Harvard University	Child Labor Policy Issues	50	Graduate School in International Education	
8/11-15/03	Washington, DC	USAID	"Building Bridges to Peace and Prosperity"	50	USAID staff and representatives of international organizations	Presentation of 4 pilot projects and case study discussion groups
03/08/04	Washington, DC	USAID	"Analysis of Job Tasks and activities Performed by Children in Cocoa Production"	15	USAID Africa Bureau Education section	
03/09-13/04	Salt Lake City, UT	Comparative International Education (CIES) Annual Conference	Can Innovative Programs Keep High-risk Students in School? Yes!	10	Conference participants	

**Category B – ECACL Training /Workshop Sessions Delivered**

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
9/2000	Cairo	USAID/ ANE Regional Conférence)	From Information to Action		USAID	
1/2001	Antigua, Guatemala	USAID/LAC Regional Conference)	Child Labor programming by ILO, UNICEF, NGOs and CA Governments	50	USAID and national representatives	
8/2001	Bethesda, MD.	USAID/HCD (No Child Left Behind Global Conference)	Child Labor and Education	200	USAID	Four different presentations
1/2001	Cote d'Ivoire	USAID/Africa Bureau	Considerations in the Development of Interventions for Children in the West African Cocoa Industry	30	Unilateral and multilateral donors	Activity received very well and by popular demand presented again on the next day to cocoa stakeholders

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
11/2001	Cote d'Ivoire	USAID/Africa Bureau	Considerations in the Development of Interventions for Children in the West African Cocoa Industry	30	Cocoa industry, STCP and country representatives	See above
3/2002	Eschborn, Germany	USAID/Africa Bureau	Planning and Coordination of Child Labor Intervention Strategies for West Africa		Donors, USAID, cocoa stakeholders	Two presentations and break out groups
8/2002	Tegucigalpa, Honduras	BEPS/ECACL	Data feedback session to Honduran stakeholders	30	USAID/Honduras, NGOs, private sector, educators	
9/2002	San Pedro Sula, Honduras	USAID/LAC	Programming Considerations for Child Labor	5	USAID, other contractors	
10/2002	Addis Ababa, Ethiopia	USAID/Africa Bureau Regional Basic Education Conference	<ul style="list-style-type: none"> <li>• Understanding Child Labor ;</li> <li>• How to Use Education to Combat Abusive Child Labor and Integrating CL into Programming Strategies</li> </ul>	200	USAID, Stakeholders	Two different presentations

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
11/2002	Sofia, Bulgaria	BEPS/ECACL	Consultation on Child Labor in Bulgaria	15	Stakeholders	
5/2003	Jicaro Galán, Honduras	GOH/Ministry of Labor	Child Labor Issues	40	NGOs, Ministries, Private Sector	Same presentation as below; different audience
5/2003	Jicaro Galán, Honduras	GOH/Ministry of Labor	Child Labor Issues	45	Teachers, Community Leaders, Private Sector	
10/22-23/03	Iasi, Romania	Romanian NGOs	Team building workshop as part of project launch	25	Representatives of NGOs, ILO/IPEC, Peace Corps	
12/11/03	Valle, Honduras	Care/CAII	Internal participatory evaluation	35	MOE, departmental officials, Educadores	
2/09-13/04	Sofia, Bulgaria	CAII/Groundwork	PRA Evaluation	20	Stakeholders	
02/22-26/04	Valle, Honduras	CAII/Groundwork	PRA Evaluation	20	Stakeholders	



## Appendix 3

Basic Education and Policy Support (BEPS) Activity  
 EDUCATION TO COMBAT ABUSIVE CHILD LABOR TASK ORDER  
 USAID Contract # HNE-I-00-00-00038-00 / Task Order No. 3

**Matrix of BEPS ECACL Presentations and Training/Workshop Sessions Delivered: 2000 - 2005**

Presentations at International and Regional Conferences  
 (Information is not available for all quadrants.)

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
<b>USAID Global Conferences</b>						
8/8-12/05	Washington, DC	USAID, "Moving from Access to Relevance: Improving the Quality of Education", Semi-annual Education Sector Workshop	USAID's ECACL Activity: A springboard for reaching and protecting rural, out of school, minority, and conflict-affected youth	30	USAID staff, international donors, NGOs, universities	Panel presentation on four pilot projects, followed by discussion of integration of child labor as a cross-cutting issue in other USAID activities
8/11-15/03	Washington, DC	USAID, "Building Bridges for Peace and Prosperity: Education and Training for Action, Semi-annual Global Education Workshop	Presentation of 4 pilot projects and case study discussion groups	50	USAID staff, international donors, NGOs, universities	
8/20-23/2001	Bethesda, MD	USAID, "No One Left Behind", Bethesda, MD, Semi-annual Global Education workshop	Child Labor and Education	200	USAID staff, international donors, NGOs, universities	Made four presentations
<b>USAID Regional Conferences</b>						
10/2002	Addis Ababa, Ethiopia	USAID Africa Bureau Regional	Understanding Child Labor; How	200	USAID, other stakeholders	2 presentations

		Basic Education Conference	to Use Education to Combat Abusive Child Labor and Integrate CL into Programming Strategies			
9/2002	San Pedro Sula, Honduras	LAC Education Officers Conference	Programming considerations for Child Labor	5	USAID, other contractors	
1/2002	Antigua, Guatemala	G/HCD LAC 2000 Regional Workshop	Child labor programming by ILO, UNICEF, NGOs, and CA governments	50	USAID and national representatives	
3/2002	Eschborn, Germany	USAID Africa Bureau	Planning and Coordination of Child Labor Intervention Strategies for West Africa		USAID, donors, cocoa stakeholders	Two presentations and breakout groups
9/2000	Cairo, Egypt	G/HCD ANE 2000 Regional Workshop	" From Information to Action"			
<b>CIES International and Regional Conferences</b>						
8/2004	Washington, DC	Regional Comparative International Education Society (CIES) Conference	Child Labor Programming: An Administrator's Viewpoint	50	Conference Participants	
3/2004	Salt Lake City, Utah	Comparative International Education Society (CIES) Conference	Can Innovative Programs Keep High-risk Students in School? Yes!	10	CIES delegates	
3/2003	New Orleans, LA	Comparative International Education Society (CIES)	Child Labor Programming	10	CIES delegates	

		Conference				
3/2002	Orlando, FL	Comparative International Education Society (CIES) Conference	Child Labor	10	CIES delegates	
3/2001	Washington, DC	Comparative International Education Society (CIES) Conference	The role of Education in Addressing Child Labor	40	CIES delegates	

#### Other Presentations

Date	Location	Sponsor	Topic	Attendees	Audience	Notes
2000 to 2005	Washington	Child Labor Coalition	Various	Average 40	NGOs, DOL	Monthly meetings
10/18-27/05	Botosani and Suceava, Romania	Creative Associates/ Groundwork	Participatory Reflection Assessment Evaluation	20	Stakeholders	
10/11-15/04	Sefwi-Wiaso, Ghana	Creative Associates/ Groundwork	Participatory Reflection Assessment Evaluation	20	Stakeholders	
03/08/04	Washington, DC	USAID	"Analysis of Job Tasks and Activities Performed by Children in Cocoa Production"	15	USAID Africa Bureau Education section	
02/22-26/04	Valle, Honduras	Creative Associates/ Groundwork	Participatory Reflection Assessment Evaluation	20	Stakeholders	
2/09-13 /04	Sofia, Bulgaria	Creative Associates/ Groundwork	Participatory Reflection Assessment Evaluation	20	Stakeholders	
2001 to 2003	Washington/Africa	USAID, Cocoa Producers	Various	N/a	USAID/Cocoa Producers and representatives from relevant countries	
12/11/03	Valle, Honduras	CARE/ Creative Associates	Participatory Reflection Assessment Evaluation	35	MOE, departmental officials, Educadores	
10/22-23 /03	Iasi, Romania	Romanian NGOs	Team building workshop as	25	Representatives of	

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			part of project launch		NGOs, ILO/IPEC, Peace Corps	
5/2003	Jicaro Galán, Honduras	GOH/Ministry of Labor	Child Labor Issues	45	Teachers, Community Leaders, Private Sector	See above
4/2003	Cambridge, MA	Harvard University	Child Labor Policy Issues	50	Graduate School in International Education	
2/2003	Sofia, Bulgaria	ECACL	Team Building to Combat Child Labor	20	Stakeholders, NGOs, IOL, IPEC, government agencies.	
2/2003	Accra, Ghana	USAID, DOL				Keynote Presentation
11/2002	Sofia, Bulgaria	BEPS/ECACL	Consultation on Child Labor in Bulgaria	15	Stakeholders	
9/2002	Mexico City, Mexico	UNICEF	Migratory Patterns of Child Labor in Mexico and Central America	100	University of Mexico, UNICEF and international representatives	Keynote Presentation
8/2002	Tegucigalpa, Honduras	BEPS/ECACL	Data feedback session for Honduran stakeholders	30	USAID/Honduras, NGOs, private sector, educators	
1/2002	Washington, DC	USAID/Africa Bureau	West Africa Briefing on Cocoa and Child Slavery	50	USAID, State Dept., ILO, DOL, Customs, Cocoa industry representatives	
5/2001	Washington, DC	Capital Hill Forum	Child Labor		Congressional Personnel	
11/2001	Cote d'Ivoire	USAID/Africa Bureau	Considerations in the Development of Interventions for Children in the West African Cocoa Industry	30	Unilateral and multilateral donors	Activity received very well and by popular demand presented again on the next day to cocoa stakeholders
11/2001	Cote d'Ivoire	USAID/Africa Bureau	Considerations in the Development of Interventions for Children in the West African Cocoa Industry	30	Cocoa industry, STCP and country representatives	See above

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2/2001	Stanford, CA	Stanford University: Symposium on Child Labor in a Globalizing Economy	Lessons from the Asia/Pacific Region	100	National and international	
8/2000	Washington, DC	ECACL	Considerations for Child Labor Programming	40	NGOs, USAID, DOL	Organized by ECACL; presentation made by William Myers