



# **Good practices: Gender mainstreaming in actions against child labour**

**International Labour Office  
International Programme on the Elimination of Child Labour (IPEC)**

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**Good Practices compiled and written** by Una Murray  
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Geneva, December 2002

## Preface

The 2001 IPEC Gender Mainstreaming Workshop identified several areas needing more attention from IPEC and its partners. One of these priorities was the identification of good practices in gender mainstreaming during child labour interventions, policy, advocacy and research.

The fight against child labour requires an enabling environment that assists practitioners in

- integrating and mainstreaming gender in their activities; and
- replicating good practices where appropriate .

The process of identifying and documenting good practices also strengthens the existing ILO gender network by presenting positive examples while providing continuing contact with gender focal points. This report thus reflects two major needs:

- to demonstrate and document good practices in gender mainstreaming derived from IPEC programmes, projects, and activities; and
- to respond to the overall ILO action plan on gender mainstreaming for gender equality that recommends the sharing of good practices in gender mainstreaming.

Overall, the report aims to share information within IPEC as well as with external audiences, both constituents and target groups, using recent good practices to show ways in which gender mainstreaming may be undertaken more effectively.

In many developing countries, a vicious cycle links persistent child labour to gender discrimination and poverty, depriving nations of their major assets for social change, human security, and economic development. Gender relations and gender roles are key factors structuring the incidence and nature of child labour. Growing recognition of this fact is leading to ever-increasing requests for actions, implemented in gender-sensitive ways, that support the movement against child labour, especially its worst forms. Deliberate efforts

should be made to address gender inequalities in all IPEC activities. Given this imperative, gender mainstreaming has been defined as an essential tool in the ILO/IPEC strategy for addressing inequality in the combat against the worst forms of child labour.

Gender mainstreaming is the responsibility of all staff at all levels and in all areas. Rather than representing an extra burden, mainstreaming a gender perspective should be viewed as an opportunity for more effective interventions.

Given the day-to-day pressures of development work, many excellent examples of gender-sensitive actions against child labour get buried. In this report, on the basis of specific criteria, we have selected a number of “good practices”, compiling them in one publication for the benefit of those who want to apply a gender perspective in similar activities. This compilation aims to be as user friendly as possible. The detailed table of contents, for one thing, permits different users to refer directly to those sections most relevant to them.

This is the first collection and analysis of good practices undertaken by IPEC in gender mainstreaming-related actions against child labour. It inserts itself within the priorities defined by the gender component of the ILO/IPEC-DFID (United Kingdom Department for International Development) partnership programme. The collection of good practices was participatory, enhancing staff capacity to recognize how gender can be mainstreamed in programmes, projects, and activities. This exercise has proven most fruitful, and IPEC staff from both Headquarters and the field have already suggested that we prepare a second volume for next year.

We would like to express our gratitude to all our IPEC colleagues and partners who contributed, through their individual and collective efforts, to the realization of this report.

Alice Ouédraogo  
Director of the Policy Branch  
International Programme on the Elimination of Child Labour (IPEC)  
International Labour Office, Geneva, 2002.

## Acknowledgements by the author

I would like to thank Alice Sorgho-Ouédraogo, Director for Policy Development and Advocacy at IPEC, for her generous support during the preparation of *Good practices: Gender mainstreaming in actions against child labour*, and for giving me the opportunity to work on such an interesting topic.

I also wish to extend special thanks to Anita Amorim, Gender Focal Point at ILO/IPEC, and Peter Wichmand, coordinator of the ILO/IPEC Design, Evaluation, and Database Section, for their excellent direction and supervision in developing this report—including their useful comments on “good practices” in general, and their critical advice on early drafts. Thanks are also due to Nelien Haspels, Senior Gender Specialist of the ILO Multidisciplinary Team for East Asia, for her very constructive feedback.

I am most appreciative of the time that many ILO and ILO/IPEC staff in both Headquarters and the field took to suggest good practices in gender mainstreaming and to read early drafts of the good practices related to their areas of expertise. Without their comments and suggested improvements, this report could not have been written. In particular, I would like to thank Donatella Montado, Yoshie Noguchi, Hakki Ozel, Maria Gabriella Lay, Uma Sarkar, Pin Boonpala, Sule Caglar, Jennifer Fee, Klaus Günther, Frank Hagemann, Angela Martins-Oliveira, Maria Arteta, Thuy Phan, Amy Ritualo, Marinka Romeijn, Alexei Boukharov, Nejat Kocabay, Ayaka Matsuno, Isabelle Boutron, Yukiko Arai, Od Busakorn, Naomi Cassirer, Eriko Kiuchi, Gerry Eijkemans, and Ricardo Espinosa. All of these people contributed background information and valuable discussion. External collaborators such as Nick Grisewood, Florencio Gudino, Burt Perrin, and Seema Pannaikadavil also provided excellent suggestions and background material.

It was a great privilege to receive comments and suggestions from ILO gender experts and the Gender Bureau, including Director Jane Zhang, Linda Wirth, and Adrienne Cruz.

I have made every attempt to be accurate in representing the good practices contained in this report. Responsibility for any errors, whether in the main text or the conclusions, rests solely with the author.

October 2002

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## Acronyms

AIDS	Acquired immunodeficiency virus syndrome
ILO	International Labour Organization
BAO	ILO Bangkok Area Office
DFID	United Kingdom (UK) Department for International Development
EASCAP	Economic and Social Commission for Asia and the Pacific
EASMAT	East Asia Multidisciplinary Advisory Team
ECOSOC	United Nations Economic and Social Council
GECL	Gender equality in child labour
GENPROM	ILO Gender Equality Promotion Programme
HIV	Human immunodeficiency Virus
IOM	International Organization for Migration
IPEC	International Programme on the Elimination of Child Labour
KIWOHEDE	Tanzanian Kiota Women's Health and Development Organization
SCREAM	Supporting Children's Rights through Education, the Arts, and the Media
SIMPOC	Statistical Information and Monitoring Programme on Child Labour
TBP	Time-bound programme
TICW	Trafficking in Children and Women Project
UN-IAP	United Nations Inter-Agency Project on Trafficking

## **Executive summary**

This report assesses recent initiatives regarding mainstreaming a gender perspective in the battle against child labour. This report can serve as a starting point and a tool in promoting gender equality while stimulating further research and action in the battle against child labour. The central prerequisite for the “good practices” included in this report is that they support equality between men and women, and between boys and girls.

This is the first report collated by the ILO/IPEC on good practices in actions against child labour and gender mainstreaming. It contains a diverse group of good gender-mainstreaming practices, addressing a range of subjects related to child labour. The report embraces issues as varied as trafficking, HIV/AIDS, football, domestic workers, commercial sexual exploitation, statistics, labour force surveys, research methodologies, targeted action programmes, non-formal education, stakeholder consultations, and ILO/IPEC institutional procedures.

Specific criteria determine which activities qualify as “good practices”, in terms both of actions against child labour and of ILO gender mainstreaming goals. Each good practice is graded according to whether it has been tried and tested in many places or in just one location or setting. For ease of reference, the good practices contained in this report are categorized. The categories emerge from recognition within ILO/IPEC that actions are needed on many fronts to bring gender into the mainstreaming of all programmes, activities, and policies. The report includes the following categories:

- Good practices related to gender analysis of a situation, for example, highlight the importance of disaggregating all data related to child labour. Even where disaggregated data is not readily available, requesting such information from ILO/IPEC’s partners kick-starts the gender mainstreaming process, and usually signals, at the least, that sex-disaggregated data is needed.
- Good practices in the battle against child labour may appear to relate primarily to girls, but it is important that girl-specific initiatives do not

become ends in themselves. Women, men, boys, and girls do not live in isolation from one other. Male and female gender identities, together with their labour, family, and public-sphere behaviours, are highly interdependent. Thus, any gender-specific actions to combat child labour must also involve the other sex as partners and allies. Throughout, this report stresses that, to achieve real change, strategies must focus on men and boys as well as on girls and women, and on the relations between men, women, boys and girls.

- Gender-sensitive procedures help to incorporate a gender perspective as part of ongoing ILO/IPEC work. Routinized procedures and reminders often make it easier to mainstream gender in child labour activities. Gender activities cease to be ad hoc and largely dependent on the interests and commitment of particular staff members.
- Specific initiatives, programmes, and activities are needed to make girls and women's work more visible. Special facilitation skills and participatory approaches are required to work with marginalized girls (and boys) and women in giving them a greater voice. So too is the ability to step back from an initiative and let other people take over and hold power. The reason the focus is nearly always on giving women and girls a greater voice is that, in relation to resources and decision-making, it is women and girls who are generally excluded or disadvantaged, and, as a result, many initiatives attempt to redress imbalances.

# Introduction

This report presents a collection of good practices in mainstreaming gender compiled from work done by ILO/IPEC and its partners. Developed in response to requests from ILO/IPEC staff and partners, we discuss practical examples of what has worked in the past and what may be expected to help address gender issues in future.

First, we recap some basic gender concepts, providing an overview of terminology used in the report.

**Gender** refers to the *learned* social differences and relations between girls and boys and between women and men. These can vary widely within and between cultures. In some countries, for example, it is appropriate for women and girls to work on road construction, whereas in others only men and boys perform roadwork-related labour. The term gender is distinct from “sex”, which refers only to the biological/genetic differences between women and men that do not change. Only women give birth; only men get prostate cancer. Gender differences and relations between women and men can change over time and they differ from place to place. Examples are provided below:

- It may be considered “normal” for women from one ethnic group of a particular age to sell their agricultural produce at a market stall, whereas it may not be considered appropriate for women from another ethnic group in the same area to sell at a similar stall, and their husbands do the selling instead.
- It is possible to see a girl in one area of a country travelling to work by bicycle while, in a different region of the same country, it is considered unusual and inappropriate to see girls riding bicycles.
- In some countries, daughters help their mothers at work, whereas sons are sent to school.

- Women and girls may be preferred as employees in the clothing industry because girls have already learned to sew at home, developing from an early age the manual dexterity and capacity to perform the necessary tasks.
- Young unmarried women may not be allowed to participate in project activities because this would require them to mingle with men who are not relatives. Widows in the same region may be allowed to participate in project activities.
- Widows may receive more respect and confidence and have a voice in some cultures, while in others they may lose all their property to male relatives when their husband dies.

Clearly, one's sex, combined with one's particular social and cultural context, determines what conditions and opportunities present themselves. The many inequalities between women and men are based not only on sex, but also on such factors as socio-economic context, age, ethnicity, and culture.

**Equality** between women and men and between boys and girls, according to ILO/IPEC, refers to the equal rights, responsibilities, opportunities, treatment, and valuation of women and men in employment and the link between work and life.

Projects, programmes, and policies that ignore gender or are “gender-blind” risk failure. The use of a “gender lens”—filtering misleading assumptions about who does what, why, and when—is vital in preventing or solving child labour problems.

**Gender analysis** is used to identify differences and describe relations between girls and boys/men and women. We conduct a gender analysis to avoid invalid assumptions about who does what, why, and when.

## What is “gender mainstreaming”?

The ILO promotes gender equality through its strategy of mainstreaming, which aims to ensure that gender equality issues will be integrated into all ILO/IPEC policies, programmes, budgets, and objectives. All staff should include a systematic gender perspective in their work.

**Gender mainstreaming** was defined by ECOSOC (Agreed Conclusions E/1997/L.30, p.2) and adopted by the UN member Governments in 1997:

- Mainstreaming a gender perspective is the process of assessing the implications for women and men (or boys and girls) of any planned action, including legislation, policies, or programmes, in any area and at all levels.
- It is a strategy for making the concerns and experiences of women (or girls) as well as of men (or boys) an integral part of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic, and societal spheres, so that women and men (or girls and boys) benefit equally, and inequality is not perpetuated.
- The ultimate goal of mainstreaming is to achieve gender equality

Gender mainstreaming improves the internal structure of an organization with respect to gender, so it can better promote gender equality. It also means that gender is included as an important variable in an organization’s projects, programmes, and activities.

It is useful to consider examples of gender mainstreaming in the work of the ILO/IPEC and its partners in combating child labour, highlighting the ways in which gender has already been incorporated in such efforts.

## What is a “good practice” in gender mainstreaming?

A good practice, in ILO/IPEC usage, is any procedure that <sup>1</sup>

- works well in terms of actions against child labour; and
- implements, whether fully or in part, the ILO strategy of gender mainstreaming.

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1. Definition adopted from *Framework and process for identifying, disseminating and using good practices in child labour*. Draft presented to the ILO/IPEC Design, Evaluation and Database unit by Burt Perrin, Independent Consultant, 13 October 2001.

A good practice may have implications for gender mainstreaming at any IPEC level.

A good practice in gender mainstreaming for ILO/IPEC can represent any type of practice, large or small. It must be, however—either fully or in part—a tried and proven practice<sup>2</sup>. It does not have to be a project or programme. It could be a policy-level activity that broadly benefited girls and boys, or even one element of an activity—a very specific process.

### **Why are good practices useful?**

Good practices in gender mainstreaming allow us to learn from the successful experiences and lessons of others, and then to apply them more broadly. These practices can stimulate new ideas or suggest adaptations. They can provide guidance on how we may more effectively prevent the worst forms of child labour while attending to gender equality issues, improving the situation of the girl child in particular.

“Gender” is a central organizing factor around which production is organized and needs are met. Development efforts that do not explicitly address gender equality issues, experience has shown, tend to make life harder rather than easier for girls and women. Documented good gender practices can show by example how some ILO/IPEC development efforts have already addressed gender equality issues, and what lessons have been learned.

## What makes a practice “good”?

In determining what constitutes a “good” practice, 7 criteria were applied to each of the 19 good practices chosen for this report. Not all criteria were applied to each good practice chosen. In general, a combination of two or more criteria, minimum, was the starting point for analysis. With some ILO/IPEC activities, these 7 criteria applied more directly than others. The 7th criterion—information on whether human, financial, and material resources were used in a way to maximize impact—was the least available.

### Seven criteria for determining what makes a practice “good”

#### **1. Innovative or creative**

What is special about the practice in terms of action against child labour and of gender mainstreaming that makes it of potential interest to others who wish to mainstream gender into child labour activities?

#### **2. Effectiveness/impact**

What evidence is there that the practice actually has made a difference in terms of combating child labour and of gender mainstreaming or gender equality? Can the impact of the practice be documented in some way, either through a formal programme evaluation or through other means?

#### **3. Replicability**

Is this a practice that might in some way help to combat child labour and promote gender mainstreaming activities in other situations or settings? The practice does not have to be copied or “cloned” to be useful to others; some elements of a practice may in themselves be useful for other programmes.

#### **4. Sustainability**

Is the practice and/or its benefits likely to continue in some way, and to continue being effective, over the medium to long term? This, for example, could involve continuation of a project or activity after its initial funding is expected to expire. But it could also involve the creation of new attitudes towards gender equality issues in child labour, new ways of mainstreaming child labour considerations (the girl child in particular), or the creation of capacity among partners and ILO staff to address gender issues.

#### **5. Relevance**

How does the practice contribute, directly or indirectly, to action of some form against child labour? How does the practice contribute or have implications for gender mainstreaming practice elsewhere?

#### **6. Responsiveness and ethical force**

Is the practice consistent with needs identified by both girls and boys; has it involved a consensus-building approach; is it respectful of the interests and desires of the participants and others; is it consistent with principles of social and professional conduct; and is it in accordance with ILO Labour Standards and Conventions? Were girls as well as boys given a voice, by increasing their participation to ensure that their interests and perspectives were taken into account?

#### **7. Efficiency and implementation**

Were resources (human, financial, and material) used in a way to maximize impact?

## At what level of achievement is each good practice?

We cannot afford to wait for the perfect good practice in gender mainstreaming in actions against child labour. Nevertheless, it is useful to grade good practices at different levels—from well-developed and tested, at one end of the spectrum, to first trials at the other, even though the latter may represent imaginative, creative approaches. ILO/IPEC recommends that good practices be classed at one of three different levels (see below).

### Good practices at three levels

#### Level 1: Innovative practices

Practices at this level may not be substantiated by data or formal evaluation, but they have actually been tried and a strong empirical case can be made, in accordance with the seven criteria listed above, regarding their effectiveness towards gender mainstreaming in combating child labour activities.

#### Level 2: Successfully demonstrated practices

Practices at this level have been demonstrably successful in one setting, location, or situation. Although this practice is localized, it has characteristics or gender mainstreaming elements potentially transferable to other settings or situations.

#### Level 3: Replicated good practices

Practices at this level, both in combating child labour and with the ILO strategy of gender mainstreaming, have demonstrably worked in many locations or situations (e.g. across countries, projects, sectors, or different settings addressed by the same project—e.g. in different communities or with different groups).

## Action required on five fronts

Clearly, gender must be mainstreamed in ILO/IPEC activities, given the improved outcomes when links between child labour and gender issues are more deeply explored. Action is needed on many fronts, five of which are outlined by ILO/IPEC.<sup>2</sup>

### Action required on five fronts to bring gender into the ILO/IPEC mainstream

- 1 Conducting gender analysis of a situation to identify inequalities.
- 2 Implementing gender-specific actions if there are inequalities between men and women, or between boys and girls, with a view to redressing these inequalities. This means targeting girls or women exclusively in a project or, men or boys exclusively, or boys, girls, women, and men individually.
- 3 Starting a process of institutional change within the ILO/IPEC or within partner organizations, so that gender concerns and issues are incorporated in all procedures and all aspects of programming
- 4 Giving girls and women (and others that are marginalized) a greater voice by increasing their participation, ensuring that their perspectives are taken into account.
- 5 Conducting gender budgeting and auditing.

2. N. Haspels; M. Romeijn; S. Schroth: *Promoting gender equality in actions against child labour: A practical guide* (Bangkok, IPEC/ ILO, 2000 and 2003 updated version).

In this report, we have sorted the good practices into four of these five action categories. At the time of this research, the relevant information regarding the fifth—addressing gender in budgeting and auditing—was not yet available.

Some good practices may be effective on more than one of these fronts, but we have classified each according to its main type of gender-mainstreaming action, or to illustrate a particular point about a given good practice.

Effective gender mainstreaming usually requires action on all five fronts.

### **How this report is organized**

This report contains 19 good practices. A matrix with summary details is available on pages 28-30.

Each good practice bears a title reflecting its content. As suggested above, each has also been assigned a level. The introduction to each good practice presents a gender-related concern with respect to the relevant child labour issue. This is followed by a brief description of the practice, outlining, where possible, the appropriate dates, objectives, and summary facts. The main steps in conducting the practice are then summarized.

The key section which follows outlines reasons for including the particular activity, initiative, process, action, element, project, or programme in question. Only selected features of a given activity, initiative, or programme constitute the good practice in gender mainstreaming, and such practices are included because they satisfy criteria outlined above. We also outline in this section why the practice fits into one of the four action categories described above—means by which gender issues are brought into the mainstream in all IPEC policies, programmes, and activities. The succeeding subsections present more detailed information regarding the specific criteria satisfied by that particular good practice.

Finally, the necessary conditions under which the good practice was conducted are summarized. This section is essential—it indicates other situations where, under similar conditions, one may be able to use or replicate the good practice. Each good practice concludes with a box containing further sources of information, including contact details for experts in the area or those with in-depth information on the case study.

### Summary

We include 19 *good practices* in the report.

We apply 7 *criteria* in deciding whether a good practice is “good” in terms of both combating child labour and the ILO strategy of gender mainstreaming.

We present 3 *levels* at which we can place a good practice, depending on how often and how well the practice has been tried and tested.

We have organized the good practices into 4 *action categories* required to bring gender issues into the mainstream.

Each good practice is presented according to the following format:

- description of the gender issues and the good practice;
- key steps;
- why it is a good practice;
- which criteria classify it as “good”;
- the conditions under which it was conducted; and
- contact details and references.

## Overview of good practices

We have placed the 19 good practices presented in this report into one or other of four categories corresponding to action fronts needed to bring gender into the mainstream of all policies, programmes, and activities. Using these categories, it is hoped, will ensure consistent approaches to gender mainstreaming within ILO/IPEC. (Each good practice employed a variety of tactics and methods. Actions leading to an actual change for women, for example, might have paralleled a public awareness campaign or a strategy leading to a change in the policy environment.)

### Category 1: Gender analysis

#### Four good practices

A gender analysis correlates sex-disaggregated data with other variables to reveal gender-based disparities in social and economic development. Such data, if it is to inform policy, needs to be analyzed and interpreted. A gender analysis should tell us *why* there are differences between girls and boys. Since 1998, the ILO/IPEC Statistical Information and Monitoring Programme on Child Labour (SIMPOC) has encouraged the collection of reliable quantitative and qualitative gender-sensitive data on child labour in all its forms. Within SIMPOC, this has become an institutional norm, a development that facilitates effective gender analyses by competent staff.

Good practices that conducted gender analyses included two studies of national child labour force surveys. *Child domestic workers in South Africa: A national report* is based on findings of the 1999 SIMPOC survey in South Africa, while *A gender analysis of a child labour force survey – Turkey* includes an account of a comprehensive analysis of the 1994 child labour force survey which focused in part on domestic chores and gender roles.

Our gender-analysis category also includes a report on combating commercial sexual exploitation of boys and girls in Kenya, Tanzania, Uganda, and Zambia. Analysis of cross-cutting gender issues clarified the reasons for female poverty, which ultimately leads girl children into sexual exploitation. This good practice also highlighted the fact that a gender analysis was required to discover more about how boys were being sexually exploited as well. A gender analysis thus firstly helped to understand the root causes of both female and male poverty while, secondly, it determined exactly who was being commercially sexually exploited, as well as when and where it occurred .

The gender analysis category also includes a rapid assessment that investigated the situation of children in prostitution in Jamaica. Here, the researchers further disaggregated girls and boys in prostitution into nine categories, depending on the type of activity engaged in. Disaggregating is the key to planning high-impact target interventions for each category.

## **Category 2: Gender-specific or gender-sensitive actions**

### **Four good practices**

Gender-specific actions are needed whenever girls or women, or men and boys, are in especially disadvantageous positions. Gender-specific action may include one or a combination of the following elements: positive, or affirmative, action; women/girl-specific activities; and/or men-specific activities.

Those good practices that conducted gender-specific and gender-sensitive actions included projects targeting girls exclusively, such as the *Art rehabilitation for working street girls in St. Petersburg, Russia* and the *Integrated approach that targeted girls involved in rural and domestic labour – East Turkey*. Both these action programmes proved effective, the former in keeping girls off the streets, the latter in providing vocational training for girls.

The good practice on *HIV/AIDS and child labour in Tanzania, South Africa, and Zambia: A gender perspective* targeted male attitudes and behaviour. It is important to remember that explicitly targeting men is also a gender-specific action. The latter good

practice is of interest to those who, in their efforts to include gender issues in their programmes, wish to consider the role of male attitudes and behaviour. Effective strategies that combat the spread of HIV/AIDS, especially information campaigns targeting men, must take into account men's gender identities and behaviour.

*“MainSCREAMing” gender through education, the arts, and the media* is a good practice that focused on raising awareness among both male and female youth regarding child labour issues in a gender-sensitive way. The overall aim of the good practice was the mobilization of teenage girls and boys to “scream out” about child labour issues.

## **Category 3: Institutional change**

### **Five good practices**

A good starting point for mainstreaming gender in child labour issues: conduct a gender review of the organization that is implementing programmes to combat child labour. *Getting the development agency ready for gender equality issues: A gender review* outlines a process undertaken by the ILO/IPEC wherein it considered itself as an “institution”. The review examined the ILO/IPEC's own frameworks, cultures, and procedures, highlighting what changes were needed if ILO/IPEC were to promote gender equality more effectively.

Incorporating gender issues into routine procedures is important in starting a process of institutional change with respect to gender. The widely used manual described in *A practical guide for promoting gender equality in action against child labour* was developed in the ILO (Bangkok), and ensures gender is included in child labour initiatives. Another example of gender becoming part of institutional internal processes at ILO/IPEC is the recently prepared guidelines described in the good practice *Gender mainstreaming in the design and preparation of project documents at ILO/IPEC*. These guidelines have made it difficult for staff engaged in project design to “forget” to factor in gender analysis.

*Every boy and girl counts: Global child labour estimates*, meanwhile, is the result of a committed effort, at the ILO/IPEC institutional level, to ensure coverage of gender differences in child labour and child economic activity statistics.

Thematic evaluations that systematically include a gender perspective throughout their analysis have contributed, in terms of actions against child labour, to institutional memory of what works and what does not. They contain recommendations on what should be done to integrate gender in future, adding to an organizational culture that addresses gender-based inequalities in development work. We have included here two examples of thematic evaluations under one good practice entitled *Integrating gender issues into thematic evaluations*. One thematic evaluation focused on trafficking and the sexual exploitation of children in five countries; the other looked at child domestic workers in four countries.

## **Category 4: Giving girls and women (and other marginalized people) a voice**

### **Six good practices**

Good practices giving girls, women, and other marginalized people a voice by increasing their participation include many interesting and diverse examples. Good practices focusing only on marginalized boys working in hazardous conditions, however, have not yet been documented for inclusion in the good practices report.

The good practice entitled *How girls engaged in prostitution describe their situation in Tanzania* show how research methods can offer girls an opportunity to explain their situations. The ILO/IPEC campaign during the African Cup of Nations is described in the good practice *Women “on side” in “red card to child labour” football campaign*. Ceding much of the responsibility to the Coordination of Malian Women’s Associations and Non-governmental Organizations (CAFO), ILO/IPEC nevertheless worked closely with this women’s umbrella group, who subsequently mobilized people to highlight child labour issues. This good practice shows that, even in a seemingly male-dominated area, there remains space to include women, absorb their experiences, and apply their expertise.

*Preventing trafficking of women and children in the Mekong region: A participatory approach* is another instance where women were given an increased role in decision-making, trying to ensure that activities took into account their special interests and perspectives. In this case, avoiding top-down approaches for project interventions and other techniques gave girls and women a greater chance to be involved, deliberately increasing their participation in activity design. This process, of course, required institutional change from the point of view of the partner agencies. Thus—although we have chosen to emphasize the participatory aspect of the project here—this practice could also be included in Category 3, above.

An activity that emerged from the same Mekong project is outlined in *Provision of “space” for women to meet and find out about trafficking risks in China*. This good practice summarizes progress in keeping the trafficking of women and children on the agenda in villages in Yunnan Province. The establishment of Women’s Homes or centres provides, among other things, a forum for women to voice their concerns about potential jobs outside their home and establish networks.

The ILO/IPEC, with participating Governments, has designed an integrated “time-bound programme” (TBP) approach to the worst forms of child labour. *A voice for children at the national stakeholder consultation against the worst forms of child labour in Nepal* illustrated how a workshop, among other activities, could ensure gender mainstreaming in the TBP with the participation of working girls and boys. This allowed the voices of very marginalized children to be heard. Rapid assessments conducted during the TBP preparatory phase indirectly gave girls and boys involved in the worst forms of child labour a chance to express their perspectives on their situation at the National Stakeholder Consultation.

*Voicing opinions on gender equality issues in Guatemala* showed how, in an attempt to challenge male patriarchy, an awareness-raising exercise for parents of children working in the coffee industry in Guatemala was regularly conducted through a Guatemala coffee project. The gender equality awareness-raising exercise provided a forum for both women and men to voice their opinions on gender equality and child labour issues.

## Summary matrix of good practices contained in the report

Good practice category (Which main action is emphasized?)	Title	Level of good practice	Summary of the practice	Why it is a good practice?	The seven criteria  How many and which of these (innovative/creative; effective/impact; replicable; sustainable; relevant; responsive/ethical; efficient/implementable) apply to the good practice?
Category 1: Gender analysis	1.1 Child domestic workers in South Africa: A national report	Level 3: Replicated good practice	A comprehensive gender analysis of paid and unpaid domestic child work was presented in the 2002 <i>National report on child domestic workers in South Africa</i> . Gender-based differences were revealed.	Gave a clear example of a gender analysis of child domestic labour.	4: Effective; replicable; sustainable; and relevant
"	1.2 A gender analysis of a child labour force survey – Turkey	Level 2: Successfully demonstrated practice	A gender analysis took place of the 1994 <i>Turkey household labour force survey</i> . Differing characteristics of child labour in urban and rural areas were investigated.	Provided a good example of a gender analysis of child labour (ages 6 to 14 years) in Turkey.	2: Relevant and effective
"	1.3 Cross-cutting gender issues in the good practice report on combating the commercial sexual exploitation of boys and girls in Kenya, Tanzania, Uganda, and Zambia	Level 1: Innovative practice	The analysis contained in the <i>Good practice interventions report</i> emphasized that gender roles perpetuate female poverty, ultimately leading to the commercial sexual exploitation of girls; boys were often less visibly involved than girls in the four countries studied.	Raised points that related to conducting a gender analysis of a situation, firstly in understanding the root causes of both female and male poverty, and, secondly, determining exactly who is being commercially sexually exploited, as well as when and where this occurs.	2: Relevant and responsive
"	1.4 A rapid assessment that examined the situation of children in prostitution in Jamaica	Level 1: Innovative Practice—pilot implementation	Careful disaggregation of the available data on children in prostitution was conducted by sex and roles in prostitution. Identified the causes, push factors, and the consequences.	Analyzed girls and boys engaged in prostitution according to nine categories, depending on the type of activity they were engaged in.	3: Impact; relevant; and responsiveness
Category 2: Gender-specific or gender-sensitive actions	2.1 Art rehabilitation for working street girls in St. Petersburg, Russia	Level 1: Innovative practice—pilot implementation	The innovative rehabilitation model combined creativity (artistic skills) and non-formal education, with psychological support for working street girls and their families.	A gender specific initiative that focused on both the practical and strategic needs of the working street girls in St. Petersburg.	6: Effective/impact; replicable; sustainable; relevant; and efficient and implementable
"	2.2 An integrated approach targeting girls involved in rural and domestic labour – East Turkey	Level 3: Replicated good practice	A range of gender-sensitive approaches to the problem of girls involved in rural and domestic work were illustrated, including community involvement, anti-poverty measures, vocational training, educational support, family planning training, and public awareness raising.	Adapted more than one type of gender sensitive intervention to the situation of rural and domestic labour for girls.	5: Innovative /creative; effective/impact; sustainable; responsive/ethical; replicable

Good practice category (Which main action is emphasized?)	Title	Level of good practice	Summary of the practice	Why it is a good practice?	The seven criteria How many and which of these (innovative/creative; effective/impact; replicable; sustainable; relevant; responsive/ethical; efficient/ implementable) apply to the good practice?
“	2.3 HIV/AIDS and child labour in South Africa, Tanzania, and Zambia: A gender perspective	Level 1: Innovative practice	Millions of children are affected by HIV/AIDS in their families, increasing the likelihood of their having to work to survive and their vulnerability to sexual harassment increases. Sensitizing men is highlighted as an area that can facilitate awareness and reduction of sexual power relations between children and adults.	Highlighted that attention to the “demand” side of sexual exploitation (men-specific actions) be given far more attention than previously.	2: Innovative and relevant
“	2.4 “MainSCREAMing” gender through education, the arts, and the media	Level 2: Successfully demonstrated practice	The SCREAM Educational Modules for young people encourage the use of creative arts to cover a range of concerns, including gender issues, surrounding child labour.	Gender equality issues were integrated throughout the education modules contained in SCREAM. Encouraged gender-sensitive actions.	4: Innovative/creative; effective/impact; relevant and sustainable
<b>Category 3: Institutional change</b>	3.1 Getting the development agency ready for gender equality issues: A gender review	Level 1: Innovative practice	The <i>ILO/IPEC gender review</i> was an attempt at a transparent evaluation, achieved through documenting what had occurred to date to better understand the challenges staff face with respect to gender mainstreaming within their own organization.	Critically examined the ILO/IPEC as an “establishment” in terms of its frameworks, structures, cultures, procedures, and processes, and outlined what is (or is not) conducive to the promotion of gender equality.	5: Relevant; replicable; responsive and ethical; sustainable; effective
“	3.2 A practical guide for promoting gender equality in action against child labour	Level 1: Innovative practice	The first time a practical <i>Gender equality in child labour guide</i> was developed. The guide has contributed to implementing gender equality effectively in day-to-day work, as well as proved useful in capacity building for those involved in combating child labour issues.	Provided ILO/IPEC staff with a framework and vocabulary to facilitate discussion and actions. Started a process of institutional change in IPEC and among partners towards implementing gender equality issues.	4: Innovative; relevant; effective/impact and sustainable
“	3.3 Gender mainstreaming in the design and preparation of project documents at ILO/IPEC	Level 1: Innovative practice	How, at the institutional level, specific guidelines for regular procedures such as project design and preparation can incorporate gender-related questions throughout.	Provided help for staff and partners so that gender becomes part of internal regular procedures. Led to changes in old ways of doing things.	3: Relevant; sustainable; efficient
“	3.4 Every boy and girl counts: Global child labour estimates	Level 1: Innovative practice	The estimates have helped to improve awareness and understanding of child labour, and reinforced efforts to eliminate child labour among both girls and boys. Differences between boys and girls were highlighted.	A committed effort was undertaken at the institutional level to ensure sex-disaggregated data were used in developing global estimates.	3: Relevant; impact; responsive and ethical
“	3.5. Integration gender issues into Thematic Evaluations	Level 1: Innovative practice	Showed how including gender in terms of reference for thematic evaluations was an important mechanism in learning about gender issues. Examples of the issues and recommendations that arose when gender were included in two thematic evaluations	Including gender in thematic evaluations regardless of the sector or subject ensured institutional learning on gender equality issues.	3: Relevant; effective; innovative/ creative

Good practice category (Which main action is emphasized?)	Title	Level of good practice	Summary of the practice	Why it is a good practice?	The seven criteria How many and which of these (innovative/creative; effective/impact; replicable; sustainable; relevant; responsive/ethical; efficient/ implementable) apply to the good practice?
<b>Category 4: Giving girls/ women (and other marginalized people) a voice</b>	4.1 How girls engaged in prostitution describe their situation in Tanzania	Level 1: Innovative practice	One of the first times ILO/UNICEF rapid assessment methodologies were used to assess the situation of girls engaged in prostitution.	Research methods gave the girls engaged in prostitution a voice, and allowed them to explain in their own words the exploitative gender relations they themselves experienced.	4: Relevant; responsive; effective/impact and replicable
“	4.2 Women “on side” in “red card to child labour” football campaign	Level: 1. Innovative practice	Shows where re-thinking the participation of women opened the door to many possibilities. Although football is seen as a man’s domain, a women’s umbrella group became greatly involved in a stop-child labour campaign during the African Cup of Nations football event held in Mali	In a seemingly male-dominated area, there was still space to include women, absorb their experiences, and use their expertise. Women were given a greater voice, with IPEC standing back and allowing women to take over mobilizing around the “red card to child labour” campaign.	3: Effective/imp act; sustainable; replicable
“	4.3 Preventing trafficking of women and children in the Mekong region: a participatory approach	Level 2: Successfully demonstrated practice	Participatory approaches were used at many levels in this anti-trafficking of women and children project. Focuses included the development of alternative livelihood strategies, skills training, income generation, and basic education for women/girls at risk of being trafficked.	This project strongly emphasized participatory approaches at all levels, a vital component of gender mainstreaming and overall good development practice.	3: Innovative; replicable; sustainable and efficient
“	4.4 Provision of “space” for women to meet and find out about trafficking risks in China	Level 2: Successfully demonstrated practice	Women’s homes were established in Yunnan Province, China, and provided excellent venues for meetings and discussion. They provided a forum for those at risk of being trafficked to gain information regarding trafficking issues, and to discuss openly reasons for migration.	Outlined the progress towards keeping trafficking of women and children on the agenda in villages in Yunnan Province. Women’s homes provided a forum for women to make their voices heard and network about concerns they had concerning potential jobs outside.	4: Relevant; effective/impact; replicable and sustainable
“	4.5 A voice for girls and boys at the national stakeholder consultation on the worst forms of child labour in Nepal	Level 1: Innovative practice	Outlines the preparatory phases and processes in the setting up of a time-bound programme to combat child labour in Nepal, and illustrates how the voices of child labourers can be included in this process.	The process for the National Stakeholder Consultation involved giving girl child workers and marginalized boy workers a voice. Their views were deliberately sought during rapid appraisal research. Children were invited to participate at preparatory workshops, leading to their indirect contribution to the overall plan to combat child labour in Nepal.	4: Effective/impact; innovative; relevant; and sustainable
“	4.6 Voicing opinions on gender equality issues in Guatemala	Level 1: Innovative practice	To increase the participation of women in a project on the prevention and progressive elimination of child labour in the coffee industry, measures had to be taken to ensure that women were “allowed” to participate in activities.	An exercise that gave both women and men an opportunity to voice their opinion on givengender equality issues was important, and created more opportunities for reaching consensus on how to move forward. Resulted in increased representation of women in project activities	6: Effective/impact; replicable; sustainable; relevant; responsive/ethical; efficient/implementable

## Keywords in each good practice

Title of good practice	Keywords
1.1 Child domestic workers in South Africa: A national report	National survey; socio-economic variables; sex-disaggregated data; gender analysis; paid domestic work; unpaid domestic work; household chores; gender-sensitive indicators; time-use survey.
1.2 A gender analysis of a child labour force survey – Turkey	Child labour force survey; gender analysis; analysis of data; domestic activities; domestic chores; sex-disaggregated data; gender roles.
1.3 Cross-cutting gender issues in the good practice report on combating the commercial sexual exploitation of boys and girls in Kenya, Tanzania, Uganda, and Zambia	Gender roles; perceptions of girls and boys; sexual abuse of boys; tackling root causes of poverty; female poverty.
1.4 A rapid assessment that examined the situation of children in prostitution in Jamaica	Disaggregation of information regarding children engaged in prostitution.
2.1 Art rehabilitation for working street girls in St. Petersburg, Russia	Rehabilitation programme; working street girls; practical and strategic needs; psychological support; involving family.
2.2 An integrated approach targeting girls involved in rural and domestic labour – East Turkey	Targeting girls; gender-specific actions; attention also to men, families; distance learning programme; interagency approach; girls in rural and domestic labour; income generation programme; skills training; partner organization with grassroots experience.
2.3 HIV/AIDS and child labour in South Africa, Tanzania, and Zambia: A gender perspective	HIV/AIDS; demand issues; male attitudes; sensitizing men; education.
2.4 “MainSCREAMing” gender through education, the arts, and the media	Gender equality; development education; awareness raising; behavioural change; gender equality in educational modules; non-formal methods of raising awareness about gender.
3.1 Getting the development agency ready for gender equality issues: A gender review	Gender and organizations; gender review; gender audit; examining internal structures; gender and staff.
3.2 A practical guide for promoting gender equality in action against child labour	Capacity building; understanding gender concepts; consistency in gender terminology; gender checklists; actions required to mainstream gender; practical advice.
3.3 Gender mainstreaming in the design and preparation of project documents at the ILO/IPEC	Project design; gender-sensitive project design; gender-disaggregated data; gender in routine procedures.
3.4 Every boy and girl counts: Global child labour estimates	Global estimates on child labour; sex-disaggregated statistics; children in economic activity; unpaid domestic labour; household chores; household surveys; sex differentials.
3.5. Integration of gender issues into thematic evaluations	Child domestic workers; trafficking and commercial sexual exploitation of children; thematic evaluation; community and participatory approaches; focusing on demand factors; rethinking gender roles.
4.1 How girls engaged in prostitution describe their situation in Tanzania	Rapid assessment; children engaged in prostitution; gender relations; giving girls a greater voice.
4.2 Women “on side” in “red card to child labour” football campaign	Combating child labour campaign; involving women; football.
4.3 Preventing trafficking of women and children in the Mekong region: A participatory approach	Participatory approaches; gender equality; stakeholder focus; skills and entrepreneurial training; awareness raising on status of women; community-based planning.
4.4 Provision of “space” for women to meet and find out	Trafficking prevention; information exchange; networking;

<b>about trafficking risks in China</b>	women in decision making; equality strategies also involving men; awareness raising, participation, training.
<b>4.5 A voice for girls and boys at the national stakeholder consultation on the worst forms of child labour in Nepal</b>	Time-bound programme; stakeholders; gender and policy-making; preparatory work and gender.
<b>4.6 Voicing opinions on gender equality issues in Guatemala</b>	Challenging gender stereotypes and gender roles; patriarchy; empowerment; gender equality; awareness-raising exercise.

## **The good practices: Gender mainstreaming in actions against child labour**

### **Category 1: Gender analysis**

- 1.1 Child domestic workers in South Africa: A national report
- 1.2 A Gender analysis of a child labour force survey – Turkey
- 1.3 Cross-cutting gender issues in the good practice report on combating the commercial sexual exploitation of boys and girls in Kenya, Tanzania, Uganda, and Zambia
- 1.4 A rapid assessment that examined the situation of children in prostitution in Jamaica

# 1.1 Child domestic workers in South Africa: A national report

## Level 3: Replicated good practice

**Keywords:** national survey; socio-economic variables; sex-disaggregated data; gender analysis; paid domestic work; unpaid domestic work; household chores; gender-sensitive indicators; time-use survey

**A comprehensive gender analysis of paid and unpaid domestic child work was presented in the 2002 national report on child domestic workers in South Africa.<sup>1</sup> Interesting gender-based differences were revealed, including the fact that boys are more likely to be working as paid domestic workers than girls, while girls spend significantly longer than boys on unpaid household chores.**

## The gender issue and the good practice

Child labour involves different working conditions, terms of payment, and relative risks for girls and boys. Children of different social status, furthermore, experience different working situations. Gender differences depend on whether labour is domestic or non-domestic and whether it is rural or urban. The main question is how the various differences translate into disadvantages in the respective situations of boys and girls (or men and women).

The 2002 *National report on child domestic workers in South Africa* was based on data from the 1999 the *Survey of activities of young people* prepared by the ILO/IPEC Statistical Information and Monitoring Programme on Child Labour (SIMPOC) in South Africa. The *National report* indicated that both boys and girls engage in domestic work for other households, receiving payment in cash or in kind, and within their own households, where they perform unpaid chores. Comparing data from the 1999 South African *Survey of*

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1. The account of this good practice is based on information from Debbie Budlender and Dawie Bosch: *South Africa child domestic workers: A national report*, (Geneva, 2002).

*activities of young people* with those of a 2000 time-use survey, the *South African national report* presented an easy-to-read gender analysis outlining paid domestic work and unpaid domestic chores for different age groups, population groups, provinces, and urban/rural locations. For more details on the gender analysis, see Annex 1.

## **Key steps in initiating the good practice**

- Researchers reviewed the literature concerning child domestic workers and child labour in general in South Africa.
- Analysis of the existing data from the findings of the 1999 *Survey of activities of young people* (SIMPOC in South Africa) identified variables that could lead children into child domestic work. Age, sex, family context, migration status, ethnicity/class, physical and sexual abuse, injuries, educational levels, attitudes towards work/school, and leisure activities if any, were all, where possible, isolated as variables. The analysis examined the nature of the work performed by child domestic workers in such terms as type of work, tasks, hours, payment, problems, benefits, school attendance, starting age, and degree of social isolation.
- The analysis included both unpaid housekeeping activities performed in the children's own households and children employed as domestic workers either for payment in cash or in kind. Data on unpaid housekeeping activities were tabulated and analyzed separately from the data regarding economic activity.
- The analysis was presented against a backdrop of South African history, demographics, migration patterns, economic and political variables, tradition and culture, legal framework, educational system, situation of women, and government policies.

## **Why the South African national report on child domestic workers is a good practice in gender mainstreaming**

**Gender analysis to reveal gender-based disparities.** The *South African national report on child domestic workers* provides a clear example of a gender analysis of child labour. It thus qualifies as a Category 1 action in bringing gender issues into the mainstream in all policies, programmes, and activities.

Referring to a variety of information sources, the analysis led to the identification of the main sex differentials in both paid and unpaid domestic work. Other major variables included age of workers, educational level, payment received, background family situation, ethnicity of workers, and geographical location. The previously invisible work of unpaid domestic work was explored in full. Increasing concern was evinced concerning the incidence of sexual violence against young children, particularly girls, involved in domestic work. Furthermore, the authors proposed gender-sensitive indicators by which the worst forms of child domestic labour could be measured.<sup>2</sup>

On the whole, the analysis that led to the report demonstrated an approach that offers opportunities for replication in other countries. Given its ease of access for readers, moreover, it has a real chance of making an impact on policy.

### **Effectiveness of using gender as a variable**

The *South African national report on child domestic workers* shows that, in any analysis on child labour, gender does not have to become the predominant theme. Nor does gender have to serve as the only category of analysis. This practice does demonstrate, however, that gender is *one* of the relevant social variables—along with others such as age, class, ethnicity, and urban/rural location—permitting more accurate assessments of the problem of paid and unpaid child domestic work. Yet, there should be attention to gender

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2. These indicators can be viewed in full on page 48 of the *Report*, which is available at <http://www.ilo.org/public/english/standards/ipecc/simpoc/southafrica/others/domestic.pdf>.

differences—not because it is the most important consideration, but because it is an important consideration that is frequently omitted from data collection and analysis.

The report illustrated the importance of having sex-disaggregated data prior to an analysis, while taking other social variables into the account. The combination of social variables led to a deeper understanding of the demographics of paid and unpaid child domestic work. For example, since girls are more likely than boys to be working as domestic workers, such work is often of special concern when considering the issue of girls' education. However, the *National report on child domestic workers* observed that, if anything, more girls than boys attend and persevere at school. This is an important finding, and a serious issue for boys that requires actions to ensure more boys stay in school.

### **Replicability and sustainability of the analysis contained in the national report**

The *South African national report on child domestic workers* was supported through ILO/IPEC SIMPOC. One of SIMPOC's overall objectives is ensuring that special attention is accorded the girl child, so that differences, similarities, and relationships between girl and boy workers may be more fully captured. Thus, ILO/IPEC SIMPOC encourages the practice of collecting data broken down by sex in all national child labour force surveys, even where this might not seem particularly relevant at the time. Where such data are not yet available, the mere process of requesting sex-disaggregated data can promote the idea that such information will be required in future. Pertinent questions can also uncover previously invisible trends, for example the above-mentioned issue of boys' relative lack of perseverance at school.

Where existing data sources are inadequate, researchers can lobby for their improvement. The *South African national report on child domestic workers*, for instance, suggested that, by expanding the notion of unpaid domestic work to include collection of fuel and water, the number of children engaged in long hours of unpaid work increased from 85,000 to 605,000. This point illustrated how wider definitions affect statistics and can influence policy and planning.

## Relevance of this report for policy

Government action programmes can profitably use the findings presented in the report. The analysis that led to the *South African national report on child domestic workers*, for example, has helped to inspire the Department of Labour's South African Child Labour Programme of Action, which has goals and responsibilities extending over a range of government institutions. Policy-makers now have readable information regarding the main features of paid and unpaid domestic child workers, including the reasons children are led to work in this area. Indicating whether the necessary data are yet available, the report also proposes indicators for monitoring the worst forms of child domestic labour: economic child domestic work; unpaid domestic chores; collection of fuel or water; and an overall index of the worst forms of child domestic work.<sup>3</sup>

Understanding South Africa's national development context requires information regarding the allocation of all resources, not merely those with a market price. Examples of such non-market-oriented activities include the human capital required for housework, water and fuel collection, and other activities associated with meeting family and community domestic needs. Some of the policy recommendations in the *South African national report on child domestic workers*, for instance, focus on the need for infrastructure such as electricity supplies, which would shorten the time spent collecting fuel, and would thus benefit girls involved in such work.

## Necessary conditions for this good practice

- Consultants/analysts/institutional staff had a sound knowledge of gender analysis (as well as the other knowledge areas required for the analysis).
- A recent national child labour force survey was available. Among the many variables to be correlated were age, sex, ethnicity, family context, migration status, and educational levels.

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3. Refer to <http://www.ilo.org/public/english/standards/ipecc/simpoc/southafrica/others/domestic.pdf>.

- Supplementary and complementary information such as *Time-use studies* was available for purposes of comparison with the national child labour force survey data.

### **More information:**

Budlender, D.; Bosch, D.: *South African child domestic workers: A national report* (Geneva, ILO/IPEC, May 2002).

*ILO/IPEC SIMPOC programme: Objectives and implementation strategy.*  
[Http://www.ilo.org/public/english/standards/ipecc/simpoc/index.htm](http://www.ilo.org/public/english/standards/ipecc/simpoc/index.htm)

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## 1.2 A gender analysis of a child labour force survey – Turkey

### Level 2: Successfully demonstrated practice

**Keywords:** child labour force survey; gender analysis; analysis of data; domestic activities/chores; sex-disaggregated data; gender roles

**This good practice is the gender analysis that was part of the 1994 *Turkey household labour force survey*.<sup>4</sup> The different characteristics of child labour in urban and rural areas were investigated, providing an overall gender analysis of the situation for the country at large.**

### The gender issue and the good practice

It is a difficult task, at the national level, to determine where boy and girl workers are located and the extent to which they are involved in the worst forms of child labour. An essential part of this is generating reliable, gender-sensitive quantitative and qualitative data on child labour in all its forms. All crucial data related to the child labour situation in question must be broken down by sex before beginning the analysis (see Annex 1).

Gender sensitivity entails an understanding and consideration of the social-cultural factors underlying discrimination based on sex, whether against boys or girls. An analysis of

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4. This good practice is based on analyses of the 1994 child labour force survey results by Dr. Meltem Dayiođlu, Department of Economics, Middle East Technical University, Ankara, Turkey.

Many other examples exist of gender analyses being conducted in such national child labour force surveys as those undertaken in Namibia, Zambia, and Zimbabwe. Some of these may be viewed at <http://www.ilo.org/public/english/standards/ipecc/simpoc/index.htm>.

gender-sensitive data regarding child labour, meanwhile, is a necessary basis for planning policies or programmes designed to combat child labour. Unfortunately, such information is often lacking, and, where available, it is often inadequate to yield a complete picture of the situation. Standardized household surveys are the key instrument for providing such information at the national level, with questions addressed to both parents and children.<sup>5</sup> Rapid assessment survey procedures are also used to obtain data much more quickly, especially for the worst forms of child labour. In specific geographical locations, it is necessary to include discussions and interviews with the girls and boys themselves, as well as with both their fathers and their mothers.

The ILO/IPEC, through its technical cooperation programme SIMPOC, provides assistance at the national level with instruments for gender-sensitive data collection concerning child labour in all its forms. This information then contributes to understanding the scale of the problem and promoting a campaign against it. SIMPOC was launched in January 1998, although the ILO/IPEC had already accomplished much prior work on child labour statistics.<sup>6</sup> To date, child labour surveys have been conducted and databases established in at least 15 ILO member States. Details of the national child labour survey country reports are available on the Internet.<sup>7</sup>

The Turkish *Household labour force survey* is conducted by the State Institute of Statistics on a semi-annual basis. In 1994, for the first time, two additional questionnaires aimed at measuring the incidence of child labour in Turkey were included. These *Household child labour survey* results were analyzed to highlight gender differences.

## **Key steps in conducting the 1994 Turkish *Labour force survey***

The *Child labour survey* was part of the Child Labour National Project undertaken, with the technical assistance of the ILO/IPEC, by the State Institute of Statistics.

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5. Employer and workplace surveys are also commonly administered. Employers' establishments are often listed on the basis of information from household surveys.

6. For example, experimental child labour surveys were conducted in Ghana, India, Indonesia, and Senegal.

7. Refer to <http://www.ilo.org/public/english/standards/ipec/simpoc/index.htm>.

- The semi-annual household labour force survey in 1994 included two additional questionnaires aimed at measuring the incidence of child labour in Turkey. A pilot study was conducted to reveal which questions would not be fully understood by the questionnaire respondents. This resulted in revisions such as a better explanation of what represents an “economic activity”.
- The raw data obtained from the survey were sent to the State Institute of Statistics. The data were analyzed, applying the software program BLAISE, by the Middle East Technical University, Ankara, and the *Child labour force survey* report was prepared.

## **Why the analysis of the *Child labour survey* results is a good practice in gender mainstreaming**

**Gender analysis to reveal gender-based disparities.** The analysis of the 1994 Turkish *Child labour survey* provided the first good example of a gender analysis of child labour (ages 6 to 14)<sup>8</sup> in Turkey. Hence, it is here included the good practice in Category 1 of actions required for gender equality. The survey presented an overview of the situation, with a focus on key differences for boys and girls in rural and urban areas and across age groups. Such findings helped to refine and more appropriately target programmes addressing these issues.

In this good practice, analysis of data regarding domestic chores and gender roles in housework demonstrated that it is not enough to collect sex-disaggregated data for the paid and unpaid economy. The collected information also needs to be comprehensively analyzed and interpreted if it is to inform policy in a meaningful and effective manner. “Gender roles” is the term used to refer to the activities that both sexes actually perform within any given context. These roles are reinforced by the gender, norms, and sexual stereotypes that exist in

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8. The ILO/IPEC SIMPOC-assisted surveys—in accordance with the ILO Convention on the Elimination of the Worst Forms of Child Labour Convention, 1999 (No. 182); the Minimum Age Convention, 1973 (No. 138); and the UN Convention on the Rights of the Child—cover children aged between 5 and 17 years. Although Turkey’s 1994 *Child labour survey* actually surveyed children aged 6-14 years, rather than the recommended age group, we have nevertheless included it as an example, given the comprehensive gender analysis of the survey results.

each society. The gender-roles component in the analysis of the *Child labour survey* data explained such inequities in domestic chores done by boys and girls, reasons for employment, and given levels of income.

Since 1998, SIMPOC has encouraged and includes in its mandate the need for accurate quantitative and reliable qualitative data on child labour that is also gender-sensitive. This, in itself, is another good practice in gender mainstreaming. Collecting such data is now an institutional norm, and suggests that a gender analysis should constitute an important component of all national child labour surveys.

## **Relevance: A gender analysis of domestic chores**

Analysis of the *Child labour survey* data revealed differences by gender in hours spent in domestic chores. A large proportion of girls—61 per cent—were involved in household chores. When only children enrolled at school were considered, this proportion increased to 91 per cent. This shows that, compared to their brothers, girls attending school took on a higher burden of household chores. Such differences remained the same across the various rural regions. In urban areas, boys spent 6 hours a week on domestic chores, compared to 10 hours among girls. In rural areas, the average was 8 hours for boys compared to 12 hours for girls, indicating a higher incidence of domestic chores housework among rural children, especially girls.

The analysis indicates that girls engaged in economic activities are often overburdened by household chores. Girls have less leisure time. This is especially true among girls in rural areas, where a larger proportion are required to engage in both economic activities and domestic chores.

Gender roles are learned very early in life. As it is in many societies, domestic work in Turkey is seen primarily as women's work, and is viewed as the responsibility of girls regardless of their age.

Even among 6- to 9-year-olds, girls constitute the majority of children doing domestic chores. The differences become more pronounced in older age groups. For example, while the proportion of boys 14 years of age performing domestic chores is almost 18 per cent, the corresponding rate for their sisters is nearly 53 per cent. Over half of the 14-year-old girls are involved in some sort of domestic work.

The number of girls engaged in domestic chores increases with the number of siblings. On the other hand, the number of boys engaged in domestic chores, both in rural and urban areas, steadily decreases as the number of siblings rises. Thus, in terms of hours spent on domestic chores, larger families benefit boys more than they do girls.

## **Impact of comparative time-use analysis on planning**

In highlighting an important factor—domestic labour in Turkey—the analysis of the *Child labour survey* has contributed to future actions against child labour.

Unpaid domestic labour is often omitted from analyses. Usually, scant systematic data is available regarding the use of household human resources in housework, water collection, transport, and other activities associated with meeting family and community domestic needs. If surveys fail to record the time spent on essential non-market activities, then a serious gap emerges in documenting availability or substitutability of labour. Increased time burdens, particularly for girls, represent a constraint on education, and hence on the development of the overall national human capital. Where economic planners ignore such a great number of child domestic workers, and time constraints imposed by domestic labour are not factored into national planning, many well-intentioned policies and programmes will fail.

If children are already working long hours in domestic labour, it is important to consider the effects that national economic reforms will have on their time, especially where child workers are recruited to perform services previously provided by others. Cuts in health expenditures, for example, usually result in girls having to assume greater responsibility for sick family members. Cuts in rural infrastructure development, on the other hand, may result

in boys spending more time travelling to and from markets. To avoid reinforcing the cycle of gaps in education, high fertility in girls, poor health, and poverty, planning must take into account such matters as how children are constrained to allocate their time, and how educational opportunities are diminished by related changes due to policies, economic pressures, etc.<sup>9</sup>

Analysis of the *Child labour survey* data revealed that, when children identified the factors leading them to engage in paid work, boys and girls reported different priorities. Relatively fewer girls expressed the desire to take up a trade or gain professional experience. More girls than boys cited the wish to help with the household family enterprise. Apart from obtaining paid employment, a variety of reasons—reflecting the differential gender roles of girls and boys—were given for not attending school. For example, a larger proportion of girls were unable to go to school because their families needed them at home. One impact of this analysis has been that of fostering the family view that educational opportunities represent a vital key to their girl children's future.

Compared to girls doing domestic chores or not engaged in any kind of work, a larger number of girls currently in paid employment expressed a wish for schooling. These girls also displayed the greatest desire to find a better job. The analysis suggests that employment does not reduce girls' wishes for schooling. On the contrary, girls, especially in urban areas, often consider education as a way out of their early experiences in paid employment.

The analysis reveals that rural girls fare worse than any other group of children. They are the least advantaged, for example, in terms of receiving regular payments and non-monetary benefits even when in paid employment.

## **Necessary conditions for this good practice**

- Statistical professionals worked in close collaboration with the national statistics organization. Professionals with knowledge of gender-related issues

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9. Elson, Evers, and Gideon: *Gender aware country economic reports: Concepts and sources*. Working paper No. 1 (Genecon Unit, Graduate School of Social Sciences, University of Manchester, UK, 1997).

in the national context who could analyze the raw data were required.

SIMPOC provided assistance.

- Survey costs depended on sample size, and whether the survey was a stand-alone operation or whether it could be attached to a household survey—a cheaper option. Funds are required for incremental costs of the survey sample size and for the analyses.
- Ages of the children surveyed should be in line with the current global recommendations of 5-17 years, rather than 6-14 years.
- Selection criteria for interviewers were important, and included such items as formal qualifications, experience of rural areas, sensitivity to the social-cultural factors underlying discrimination based on sex, and the ability to engage in discussions with women as well as men.
- An interviewer's handbook was used to ensure consistency in interviews and training.
- Supervisors and organizers conducted data controls and verifications to reduce data collection and processing errors.
- Those analyzing the information and compiling the report had a knowledge of gender issues in child labour. Annex 2 presents types of gender-related knowledge required.

#### **More information:**

- Aksit Bahattin, Nuray Karanci, and Ayse Gunduz-Hosgor: *Turkey: Working street children in three metropolitan cities – A rapid assessment*. ILO-IPEC Rapid Assessment Report No. 7 (Geneva, ILO, 2001), 83 pages. ISBN: 92-2-112827-X.
- *Good practices in action against child labour: A synthesis report of seven country studies, 1997-98, by independent researchers: Brazil, Indonesia, Kenya, Philippines, Tanzania, Thailand, Turkey*, ILO-IPEC (Geneva, ILO, 2001), 102 pages. ISBN: 92-211-24851.
- *Child labour in Turkey 1999*. State Institute of Statistics, Prime Ministry, Republic of Turkey. ISBN: 975-19-2918-0.
- *Child labour in Turkey* (Ankara, International Labour Office, Türkiye İşveren Sendikaları Konfederasyonu, 1997), 40 pages. ISBN: 92-211-05059.

- Ozcan Yusuf Ziya: *Development of guidelines for policy-makers: Country report Turkey on sustainable action against child labour* (Geneva, IPEC, 1997), 309 pages.
- *Patterns of child labour in rural Turkey* (Ankara, International Labour Office and IPEC, 1994), 96 pages. ISBN: 92-210-94960.
- Dr. Meltem Dayiodlu: *Analyses of the 1994 child labour force survey results* (Ankara, Department of Economics, Middle East Technical University).
- *Child labour in Turkey 1994*, State Institute of Statistics (SIS), Prime Ministry, Republic of Turkey, ISBN: 975-19-1635-6.

For more precise details on the methodology applied in the 1994 Turkish *Child labour force survey*, contact the Turkish Department of the State Institute of Statistics, Price Statistics and Indices Department, [www.die.gov.tr](http://www.die.gov.tr). Chief Division of Labour Statistics (SIS): [enver.tasti@die.gov.tr](mailto:enver.tasti@die.gov.tr).

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<http://www.ilo.org/public/english/standards/ipoc/simpoc/turkey/index.htm>.

## 1.3 Cross-cutting gender issues in the *Good practice interventions report* on combating the commercial sexual exploitation of boys and girls in Kenya, Tanzania, Uganda, and Zambia

### Level 1: Innovative practice

**Key words:** Gender roles; perceptions of girls and boys;  
sexual abuse of boys;  
tackling root causes of poverty;  
female poverty.

The analysis contained in the good practice interventions report<sup>10</sup> highlights the fact that gender roles perpetuate female poverty, ultimately leading to the commercial sexual exploitation of girls. Boys may also be sexually exploited, but this abuse is often less visible than it is among girls in the four countries studied.

### Description of the gender issue and the good practice

The commercial sexual exploitation of children is a gross violation of the victims' rights. In addition to demand factors in Kenya, Tanzania, Uganda, and Zambia, supply causes of the commercial sexual exploitation of children include widespread poverty, lack of access to education and training for children, and lack of viable employment opportunities.

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10. The account of this good practice is based on *Fighting commercial sexual exploitation of children: A study of good practice interventions in Kenya, Tanzania, Uganda, and Zambia*, a synthesis report by Nirás for IPEC, June 2002.

The vast majority of children trapped in commercial sexual exploitation are girls. Overall, traditional gender roles and stereotypes do not favour girls. They often lack access to education and other services that can enhance their employment possibilities in life. As a result, girls are often left with few job opportunities.

Anecdotal evidence suggests that an increasing number of boys are also falling victim to commercial sexual exploitation. Boys in the sex trade remain relatively “invisible”, and one reason is that their clients are predominantly homosexual. Related social taboos are powerful in East Africa, the region covered by this good practice, and the consequent invisibility of homosexuality leads many segments of East African society to deny the existence of commercial sexual exploitation of boy children, exacerbating the vulnerability of boy prostitutes.

Based on field studies of interventions launched to combat the commercial sexual exploitation of children in Kenya, Tanzania, Uganda, and Zambia, the ILO/IPEC developed a *Good practice interventions report*. The studies and analysis for the report were conducted during the first half of 2002. Approaches that had worked in each target country were described. Here, we highlight some of the most important gender-related elements that emerged from the report. (The full *Good practice interventions report*, however, should be read to grasp the suggested approaches that have worked in these countries.)

## **Key steps in preparing the *Good practices interventions report***

- An international consultant studied the data from four country reports regarding interventions to combat the commercial sexual exploitation of children, and a synthesis report was prepared. Each country study had been researched in a process of consultation with national stakeholders, and involved a review of the literature as well as both individual and group discussions with IPEC staff, programme implementers, children, parents, other members of the affected communities and, where possible, perpetrators of sexual abuse of children. In each of the four countries, a wide range of

stakeholders participated in a national workshop held to present, validate, and discuss the findings and possibilities for future interventions.

- Good practice interventions were extracted and documented.
- Recommendations for future interventions were provided, particularly in terms of possibilities for scaling up and/or replicating existing good practices.

## **Why the *Good practice interventions report* is a good practice in gender mainstreaming**

**Gender analysis to reveal gender-based disparities.** The analysis contained in the *Good practice interventions report* is included as a good practice in gender mainstreaming for two reasons:

- it highlighted the gender roles perpetuating female poverty that can ultimately lead to the commercial sexual exploitation of disadvantaged girl children; and
- it showed that boys can also be sexually exploited, but, for cultural reasons, such abuse is even less visible than that of girls in the region under study.

Both these findings contributed to a gender analysis of the situation:

- revealing the root causes of both female and male poverty; and
- discovering exactly who was being sexually exploited for commercial purposes, when this was occurring, and where. (For more details regarding a gender analysis see Annex 1.)

We have thus included this good practice in Category 1: “conducting a gender analysis of the situation”. Its findings can contribute to the reshaping of mainstream approaches to planning activities that combat the commercial sexual exploitation of boys and

girls, rather than merely adding activities at the margin of interventions. In what follows, we elaborate on each of these gender-related elements.

## **Relevance of gender analysis in identifying the links between girls, poverty, and access to education**

The majority of children exploited in the commercial sex trade in the four countries studied were girls. The *Good practice interventions report* identified specific good practice approaches for direct action, prevention, withdrawal, rehabilitation, and reintegration in combating the commercial sexual exploitation of these girls. The report advised that a community-based approach—albeit one with strong links to local government—worked well in preventing the commercial sexual exploitation of children in the countries studied. In addition, the report recommended that it is good practice, when working with children and their immediate caretakers, to adopt an individual-based approach, thus ensuring that the entire life situation of the child is taken into consideration. This encourages a clearer focus on socio-cultural perceptions concerning the relative value of daughters and sons and on gender differences regarding investments in children.

In tackling the root causes of commercial sexual exploitation of children, the *Good practice interventions report* recommended that Governments, communities and other stakeholders address poverty in all its dimensions, including access to employment and stable income, food security and basic services, education, and healthcare. More specifically, a deliberate effort is required to change the gender roles and perceptions that perpetuate female poverty and the disadvantaged position of the girl child.

Although this is a tall order, where female poverty has in fact been tackled, commercial sexual exploitation of the children concerned has been reduced. Access for girls to education or vocational training is considered critical, both as a preventive strategy and for rehabilitation. The examples provided in the report clearly illustrate this, where lack of alternative employment or earning choices channels girls into commercial sexual exploitation.

The *Good practice interventions report* also outlined how support for capacity building at all levels—local, national, and regional—makes an effective strategy for scaling up and replicating interventions. Gender-related issues must be taken into account in capacity building among the partners. Activities that attempted to sensitize potential exploiters, aiming to generate new attitudes, were shown to be good practices. For example:

- One innovative approach, conducted through the Zambia Federation of Employers (ZFE), applied outreach and sensitization work among business executives and mid-level managers in member companies. Sensitization took the form of presentations, video screenings, and group discussions in the workplace, and built on a general consensus in the ZFE that managers had a moral duty to show the way forward and behave in socially responsible ways. Although the project was fairly new, interviews indicated that the message was well received in workplaces.
- Similarly, outreach work was conducted through the Tanzanian Kiota Women's Health and Development Organization (KIWOHEDE). KIWOHEDE worked with middlemen/women such as bar owners, and reported interesting spin-off effects. KIWOHEDE worked to sensitize these groups as well as older women in prostitution, who subsequently talked to and influenced still others. Encouraging bar owners not to use young girls to attract customers to their premises was given as a positive example.

## **Responsiveness to the issue of boys and commercial sexual exploitation**

The report highlighted the commercial sexual exploitation of boys as one of the most hidden, least documented, forms of child abuse in the region. Because homosexual practices are taboo, and hence invisible, in these countries, it is often assumed that sexual exploitation mainly affects girls. The report recommends that one immediate research priority is assessing the commercial sexual exploitation of boys in these four countries.

Globally, commercial sexual exploitation of boys is reported to be increasing.<sup>11</sup> Although in most countries boys represent 10-20 per cent of the children involved in commercial sex, boys are in the majority in countries such as Pakistan and Sri Lanka. The first step in combating the problem is to ensure that all forms of commercial exploitation of both boys and girls are acknowledged.

A better understanding of the commercial sexual exploitation of children demands a focus both on men/boys and on women/girls. Those involved in combating the problem, whether they focus on boys or girls, must resist embracing their own stereotypical views of child prostitution (e.g. failing to consider the vulnerability of boys who occupy more marginal positions in households and communities). Development policies or programmes focusing only on women cannot deliver gender-equitable development. To respond to changing patterns in the sexual exploitation of girls and boys, we need to ground our work in an understanding of social relationships, avoiding gender stereotypes. Examining and comparing the livelihoods of both boys and girls will help in this regard.

The analysis contained in the report shows that incorporating a gender analysis in studies or interventions that deal with the commercial sexual exploitation of children requires an assessment of the way in which gender issues (among other factors) can contribute to girls or boys becoming exploited. One factor that can lead girls into prostitution, for example, is forced early marriage, which often causes girls to run away from home. They may then become involved in prostitution as the only means of earning enough money to survive. The parallel factors that lead boys into commercial sexual exploitation are not currently as well researched as those affecting girls, although factors such as poverty, homelessness, and orphan status (e.g. due to AIDS) are probably common to both sexes.

## **Impact of the study of the *Good practice interventions report***

Because the *Good practices interventions report* has just been published, it is not yet possible to determine its overall impact.

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11. *A future without child labour*. Global report under the follow-up to the ILO Declaration on Fundamental Principles and Rights at Work. International Labour Conference, 90<sup>th</sup> Session, 2002.

In future, the impact may be measured, in these countries, in terms of changing policy regarding the implementation of the ILO Convention on the Elimination of the Worst Forms of Child Labour Convention, 1999 (No. 182) or other interventions to eliminate this worst form of child labour, in particular new ways of tackling poverty. Whether further studies on the sexual exploitation of boys are undertaken or not will indicate whether the study has actually made an impact in documenting the gender-related differences that force *both* girls and boys into commercial sexual exploitation in the East African region.

## Necessary conditions for this good practice

- Gender issues were included to some extent in the individual country reports that were used in analysis.
- Clear guidelines existed within the development organization on the need to include gender-related perspectives and a gender analysis in the development of good practices.
- Analysts or experts involved in synthesizing the country reports were briefed on gender issues.

### More information:

*Fighting commercial sexual exploitation of children: Study of good practice interventions in Kenya, Tanzania, Uganda and Zambia.* Synthesis Report by NIRAS (ILO/IPEC, June 2002).

*Compilation of good practices in combating commercial sexual exploitation.* ECPAT International. Refer to [http://www.ecpat.net/eng/CSEC/good\\_practices/index.asp](http://www.ecpat.net/eng/CSEC/good_practices/index.asp).

*ILO/IPEC: A rapid assessment: children in prostitution in Tanzania* (Dar es Salaam, ILO, 2001);

E. Kamala, E. Lusinde, J. Millinga, Mwaitula: *Tanzania: Children in prostitution: A rapid assessment*, N°12 (Geneva, ILO/IPEC, 2001). ISBN 92-2-112832-6.

*ILO-IPEC: Commercial sexual exploitation of children in East Africa: IPEC's response* (Dar es Salaam, ILO, 2001). Unpublished.

## 1.4 A rapid assessment that examined the situation of children in prostitution in Jamaica

### Level 1: Innovative Practice - pilot implementation

**Keywords:** disaggregating of information;  
children engaged in prostitution;  
Jamaica

**This good practice is of particular interest because of the careful disaggregation of the available data by sex and roles regarding children in prostitution.<sup>12</sup> The causes, push factors, and consequences of this worst form of child labour were also determined.**

### Description of the gender issue and the good practice

The development of actions aimed at eliminating the worst forms of child labour often require more information regarding the prevailing labour situation, including exactly who is involved. Many countries face the same difficulties in both producing and using sex-disaggregated data on the scale, characteristics, causes, and consequences of children engaged in prostitution. Gaining access to children in prostitution and related activities is notoriously difficult. Pimps and others involved, for example, often deny the existence of such children. Researchers often have to pose as clients, paying for the time they spend talking with the children. The children themselves lie about their age. Often, insufficient time is spent on descriptions of the different roles of boys, girls, men, and women; and the methods used to examine such roles are inadequate.

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12. This good practice is based on *Jamaica: Situation of children in prostitution*, a rapid assessment by Leith L. Dunn, November 2001.

Social conditions, taboos, and prevalent biases often make some groups involved in commercial sex—e.g. young children and boys engaged in homosexual prostitution—less visible, and consequently make reliable quantitative and qualitative information on the subject scarce. Additionally, existing data, especially for gender analysis (see Annex 1), is often under-utilized, while data producers and data users communicate only poorly.

Within the framework of the ILO/IPEC and its Statistical Information and Monitoring Programme on Child Labour (SIMPOC), a study was commissioned for a rapid assessment,<sup>13</sup> between June and August 2000, which provided a snapshot and categorization of children in prostitution in Jamaica.

The study aimed to

- produce both quantitative and qualitative data related to children in prostitution;
- describe the scale, causes, and consequences of the involvement of children in prostitution; and
- provide recommendations for policy development as well as for improving methodologies for investigating child prostitution in future.

In addition to more obvious locations such as go-go clubs, massage parlours, and brothels, the study revealed a number of other high-risk venues that provided havens for child prostitution, including parks, bathing and fishing beaches, sea walls, bus stands, taxi stands, major tourist centres, school gates, malls, and fast-food restaurants. The study also identified the key geographical locations where child prostitution is prevalent.

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13. A rapid assessment is a research method that uses several data-collecting strategies at the same time to understand a specific situation in a particular social context.

## Key steps in conducting the study

The study employed the ILO/UNICEF rapid assessment method.<sup>14</sup>

- Lifestyle conditions, roles, relationships with peers and families, and income of children engaged in prostitution were recorded.
- Triangulation<sup>15</sup> was used to verify information.
- Recommendations were developed in terms of needed policy, including ratification of Conventions No. 182 and the ILO Minimum Age Convention, 1973 (No. 138), and suggested interventions such as public education programmes and special programmes for children; legal reforms; and institutional support. The study urged the establishment of both national machinery and a plan of action to deal with the issue of children engaged in prostitution in Jamaica. The legal recommendations might help to ensure that no groups fall through legal loopholes.

## Why the study is a good practice in gender mainstreaming

**Gender analysis to reveal gender-based disparities.** This study is included as a good practice primarily because the researchers clearly classified girls and boys engaged in prostitution according to nine categories, depending on the type of activity they were engaged in (see box below). The gender division in some sexual activities was also highlighted. Such a process of disaggregation is key to planning interventions for each category of child. Because of the associated gender analysis, the good practice is included in Category 1—ILO/IPEC actions required to bring gender issues into the mainstream in all policies, programmes, and activities. Such analysis helped to identify needs and vulnerabilities of each group not only by sex, but also by type of activity engaged in.

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14. ILO/UNICEF: *Investigating child labour guidelines for rapid assessment: A field manual*, draft, January 2000.

15. Triangulation is a means of cross-checking information for accuracy. It involves gathering information on the same issue from at least three perspectives and sources, perhaps by listening to different people with different points of view about the same topic.

**Disaggregation of children engaged in prostitution in Jamaica emerging from the rapid assessment of children in prostitution**

1. Children living and working on the street—mostly small boys from 6 years and boys from 12 years engaged in sexual activity.
2. Children engaged in formal prostitution—the majority are girls from as young as 10 years, but some are boys in homosexual relationships.
3. Children in seasonal prostitution—older girls between 15 and 18 years.
4. Go-go dancers—girls aged between 12 and 18 years, some operating full-time at specific clubs, others migrants moving to various locations around Jamaica.
5. Massage parlour workers—all girls, usually with a secondary school education, from 15 years upwards.
6. “Sugar daddy girls”—some young girls below 12 years who were pressured into sexual relations with adult males (also some male children with sugar daddies).
7. “Chapses”—teenaged schoolboys having sexual relations with “sugar mummies” in exchange for economic support.
8. Children used in pornographic productions—mainly young girls.
9. Children used in sacrificial sex—this category included girls (identified but not verified) used for ritualistic sex associated with devil workshops, satanic rites, and cleansing men with sexually transmitted diseases.

## **Impact of categorizing children engaged in prostitution**

Children engaged in prostitution cannot be treated as a homogenous group. Intervention planning should include the classification of children according to age, gender, ethnic group, socio-economic status, educational level attained, HIV status, and pregnancy status. Boys being used as “chapses” (Category 7, above), for example, require different types of intervention than do boys living on the street.

Even where researchers are familiar with various categories of girls and boys engaged in different forms of prostitution and related activities, they may nevertheless tend to target them as a single group. The respective social roles and responsibilities of boys and girls affect their engagement in prostitution. Hence, knowledge of the socio-economic context is necessary for planning preventative measures and direct assistance.

Different channels of information are needed, if the various groups are to be reached effectively. Would all children in the nine categories listed above have the confidence to use drop-in centres? If not, at which groups should drop-in centres be aimed? Go-go dancers,

from Category 4 in the box above, move around the island, and hence may be difficult to reach on a continuing basis. Do all categories trust government institutions that offer help? Often children living on the street do not trust anyone related to the official authorities. In terms of direct assistance, the gender-disaggregated information in the study will help with planning logistics and public education programmes.

## **Relevance in terms of identifying vulnerability**

This study broke information down in a way that is highly useful for determining vulnerabilities of children engaged in prostitution. Knowledge concerning existing gender roles among these children and their relations with clients such as sugar daddies or tourists helps to determine which groups, in any given context, are most vulnerable. The study reported, for example, that the massage parlour girls were generally more educated than other groups. Girls engaged in seasonal prostitution (Category 3) were involved because they wished to earn extra cash. Girls that engaged in sexual encounters in order to obtain fish to eat, on the other hand, did so because they or their families were hungry.

It is also worth remembering that both situations and relevant categories of children will change, particularly in response to economic upheaval. Nonetheless, the likelihood of young street children, regardless of their sex, engaging in prostitution at a later age is high. It is also clear that all children are vulnerable to sexual exploitation when they are left to fend for themselves.

Recognizing the need to consider boys in prostitution, the study report also outlines nine categories of prostitution engaged in by boys. The vulnerability of children in prostitution is not always related to their sex—it may also be due to age, social and economic status, education, and so on. Girls and boys from a specific category identified by the study may have more in common with each other than they do with groups of girls engaged in prostitution from other categories.

## **Responsiveness of the practice in identifying needs**

Children engaged in prostitution, as some of the study profiles make evident, all have different stories, backgrounds, and needs. Interventions should consider individual backgrounds, skills, histories, and family situations.

Some children have been subjected to extremely traumatic situations; some require medical care. Some are alone; some work with pimps. Others are still living with their family. Indeed, they may need to provide financially for other dependents. Some children engaged in prostitution experience sexual violence and require gynaecological treatment as well as therapeutic counselling. Rape, as a physical, personal, and social attack, results in loss of self-worth, and often entails the complication of unwanted pregnancies. Boys as well as girls experience trauma and violence while engaged in prostitution, and need to recover from such events. Boys, because of a macho ethos, may find it difficult to express feelings related to rape.

The good practice of disaggregating both boys and girls into the nine different categories helps ensure that each child is given the opportunity to identify his or her own needs. Programmes thus become more surely based on appropriate assumptions, and can better respond to such needs. Needs also change over time. For example, the study may have determined that some girls require cash immediately and, as a result, are willing to engage in prostitution; in the longer term, however, they require skills that provide better employment opportunities.

## **Necessary conditions for a study that disaggregates children engaged in prostitution**

- The national Government had to sanction research towards a study of this nature.

- Such studies rely on human resources as their most valuable assets. A team of specialist researchers knowledgeable in the relevant issues were committed to the study and had the skills to analyze the results. Researchers remained open minded and non-judgemental, inspiring a sense of confidence and trust that allowed children engaged in prostitution to discuss their situations more candidly. Researchers were aware both of the difficulties they faced in obtaining reliable information and the means needed to overcome these problems.
- Because the research team included both male and female members, it could effectively engage both girls and boys.
- Since some children fell into more than one category, discussions were needed to decide how to disaggregate the groups of children engaged in prostitution.
- Some appropriate body, in this case the ILO/IPEC, was needed to provide overall guidance and coordination.
- A platform was provided for sharing the research results from the study.

### **More information:**

Dunn, Leith L.: *Jamaica: Situation of children in prostitution – A rapid assessment*. ILO/IPEC Rapid Assessment Report No. 8 (Geneva, ILO, 2001) 89 pages. ISBN 92-2-112828-8.

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Dr. Kamala Kempadoo, researcher and author of several publications on sex workers and sex tourism.

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Mr. David Nii Addy, Ms. Michelle Yankanish, Mr. Geir Myrstad, ILO/IPEC teams in Trinidad, Tobago, and Geneva.

ILO/IPEC team in Geneva: Ms. Jennifer Fee and Ms. Angela Martins-Oliveria: [ippec@ilo.org](mailto:ippec@ilo.org).

## **Category 2: Gender-specific and gender-sensitive actions**

- 2.1 Art rehabilitation for working street girls in St. Petersburg, Russia
- 2.2 An integrated approach targeting girls involved in rural and domestic labour – East Turkey
- 2.3 HIV/AIDS and child labour in Tanzania, South Africa, and Zambia: A gender perspective
- 2.4 “MainSCREAMing” gender through education, the arts and the media

## 2.1 Art rehabilitation for working street girls in St. Petersburg, Russia

### Level 1: Innovative practice; pilot implementation

**Keywords:** Rehabilitation programme; working street girls; practical and strategic needs; psychological support; involving family

**The rehabilitation model in this good practice was very innovative. It combined creativity (artistic skills) and non-formal education with psychological support for working street girls and their families. It addressed both the immediate and longer-term needs of the girls.<sup>16</sup>**

### Description of the gender issue and the good practice

In many countries, the family is considered the key element in the prevention of child labour. Yet little is known about the relationship between family survival strategies and incidence of street children. Poverty within the family is a heavy burden for all family members. Women frequently shoulder a disproportionate part of this burden, and, to raise money, they are often forced to turn to the informal sector. This can result in children, most of them girls, also becoming involved in the informal sector, mainly working on the streets as street vendors.

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16. This good practice is based on the ILO/IPEC Action Programme Comprehensive Model for Rehabilitation of Working Street Girls in St. Petersburg, 1 April 2001– 30 June 2002, including the final self-evaluation.

Street children are among the most vulnerable child workers. For many such children, especially girls, prostitution is considered an option to meet their immediate money needs or even simply to improve their lifestyle. According to ILO/IPEC research on working street children in St. Petersburg, Russia,<sup>17</sup> nearly all street girls, mainly impelled by poverty, are engaged in prostitution to some extent. The same ILO/IPEC research identifies the following factors as among those that lead girls into prostitution:

- The roles of women or girls in this society are still largely undervalued.
- The continuous economic crisis experienced by most street girls' families is an aggravating factor.
- The city authorities have no policy that addresses the issue of street girls.
- Neither the community nor the policy-makers comprehend how serious the issue of child prostitution really is.
- Existing rehabilitation mechanisms are inadequate, and need to be adjusted to meet the prevailing situation among street children.

Rather than solve the problem of poverty for these children, prostitution instead tends to perpetuate the cycle of poverty and exploitation. Options are needed that allow street children to break out of this vicious circle. Rehabilitation programmes must offer viable alternatives to life on the streets, and these must be both attractive to the children and sustainable over the longer term in ensuring that the children can survive without informal earnings from the street. Strong arguments therefore exist for rehabilitation programmes that answer the specific needs of street girls.

These needs fall into two types: practical needs arising from the actual immediate conditions which push them onto the street—i.e. their need for money, their family situation; and their longer-term or strategic needs, which refer to the subordinate position of such girls

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17. *IPEC in-depth analysis of the situation of working street children in St. Petersburg* (October 2000).

in society.<sup>18</sup> Practical needs have to be met on a routine day-to-day basis, and rehabilitation programmes have to facilitate the meeting of such needs. Addressing strategic needs, on the other hand, involves a gradual process of changing societal attitudes, including the attitudes of the girls themselves. Because the issue of child prostitution involves economic as well as psychological aspects, rehabilitation interventions must move beyond simply meeting practical basic needs to developing a more comprehensive rehabilitation programme, one that addresses the girls' longer-term strategic needs.

An ILO/IPEC action programme developed a rehabilitation model for street children, and applied it with 100 street girls aged between 12 and 18 years. Implemented in St. Petersburg, Russia, between 1 April 2001 and 30 June 2002, the action programme, executed by the St. Petersburg Women's Labour Exchange, presented a response to the alarming increase in street children in the northwest region of Russia, especially St. Petersburg. The target group were girls working on the street who had dropped out of school, were affected by continuous family crisis, and were facing social exclusion and isolation.

The programme's creative component promoted personal achievement and a personal vision for the future, while providing the girls with non-traditional skills. In the past, girls were forced to learn sewing skills because it was believed that a girl, having formerly engaged in prostitution, could ever after work only as a sewing-machine operator. Instead, nearly half of the girls completed a course in ceramics, textile painting, and wood painting, providing them with professional skills and increased self-esteem. Each girl was provided with individual psychological assistance to encourage her rehabilitation, personal development, and socialization. Seventy-eight families were provided with continuous psychological counselling to support the girls and to create an environment more conducive to the rehabilitation of their daughters and sisters.

Before the implementation of this ILO/IPEC action programme, St. Petersburg did not have a far-reaching rehabilitation model that combined family interventions (to restrain girls from leaving home), psychological rehabilitation, and non-traditional training services.

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18. The notion of distinguishing between practical gender needs and strategic gender needs comes from C. Moser: "Gender planning in the Third World: Meeting practical and strategic gender needs", in *World Development*, Vol. 17. No. 11, 1989.

The ILO/IPEC action programme not only worked on harmonizing family relationships, it also diverted girls from the streets and inspired personal change in them.

## **Key steps in initiating the action programme**

- Six programmes for comprehensive rehabilitation for a total of 100 girls in the 12-14 and 14-18 age groups were developed within the framework of the action programme.
- One hundred girls studied crafts and vocational skills in one of the following areas: ceramics, textile painting, and painting on wood.
- All the trainees were provided with individual and group psychological therapy, addressing the girls' more strategic needs.
- Family crisis support was provided as an integral part of the programmes.
- St. Petersburg's Centre for Youth Career Counselling and Psychological Support was a partner organization, and assisted in the implementation of the project. The Centre arranged initial medical examination and psychological testing of the girls for profiling. It also provided therapy and counselling for the girls and their family members. Sociologists at the Centre studied the impact of creative crafts on personality and behaviour patterns.
- The survey methodology included a post-training questionnaire and open interviews with parents conducted during counselling sessions. Out of 100 families, 78 (320 persons) participated in the psychological support programme.
- Eighty-one girls completed the course of rehabilitation and received graduation certificates. The best 30 graduates received "special" certificates. A final exhibition of the girls' works was held in the Shuvalov Palace, one of the best palaces in St. Petersburg, with over 1,000 people attending.

- The mass media covered the programme at all stages. Several TV slots showed the girls, teachers, and psychologists at work. The problems of working street girls in St. Petersburg, as well as the implementation of the programme, were also covered by radio and newspapers. The programme even captured the attention of three foreign media stations.

## **Why the action programme is a good practice in gender mainstreaming**

**Gender-specific action.** The programme was a gender-specific initiative aimed at improving the situation of working street girls, and is thus included in Category 2 of actions required to bring gender issues into the mainstream.

Because it addressed both the practical and strategic needs of the girls, the action programme with the rehabilitation model for working street girls is also included as a good practice in gender mainstreaming. The practical needs of the girls were addressed through creative vocational training. The girls' strategic needs were addressed through the efforts to increase their self-esteem, with many girls reporting after the programme that they felt more confident and optimistic about their future. Awareness-raising on the status of girls and their specific problems was also a focus of the programme, with public education served in part by the extensive press coverage.

## **Effectiveness/impact**

The programme was evaluated to measure its impact. Results of the evaluation questionnaire survey involving girls and their parents, together with the observations of teachers and psychologists, show that the programme made a significant difference to the girls. For example, parents stated that there were fewer conflicts at home; and girls had more interest in study and school performance. The girls themselves were better able to describe

their career plans, thereby increasing their autonomy<sup>19</sup> for the near future, and psychologists observed an improved psychological state.

## Replicability

The action programme has clearly achieved positive policy outcomes, and shows real potential for replicability.

The action programme and the implementation agency worked with the city authorities and the police. A number of meetings were held with city representatives and the head of the department for the coordination of St. Petersburg municipal councils, as well as the heads of social programmes under the Committee on Labour and Social Protection. The future of the rehabilitation model was put on the agenda, and the Vice-Governor of St. Petersburg proposed authorizing the programme team to evaluate social services currently functioning under the Committee on Labour and Social Protection. The programme team has also been invited to make recommendations for the 2002-2003 social policy agenda, and has received high praise from the Head of the Department of Vocational Training and Human Resources and the Head of the Vocational Guidance Department, in the Russian Labour Ministry.

## Sustainability

Extensive counselling, with an emphasis on communication skills, left the girls better able to discuss their problems and to deal with crisis situations. The programme team also observed an increase in tolerance towards others. Ninety per cent of the girls were willing to continue vocational training to achieve better results. The psychologists recommend,

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19. According to Schrijvers (1993), women's autonomy is a concept that refers to "increased control of women over their own lives and bodies, ensuring in the process a sense of dignity and self-determination. ... [I]t expresses the principle of an attitude of inner strength, an attitude which makes room for transformation which comes from inner resources, moves bottom-up and works against undesirable domination." Schrijvers Joke: "Towards increased autonomy ? Peasant women's work in the north-central provinces of Sri Lanka", in Raju, Saraswati; Bagchi, Deipica (eds.): *Women and work in South Asia: Regional patterns and perspectives* (London, Routledge, 1993).

however, that psychological and vocational guidance be continued for another six to eight months, thereby reinforcing the acquired skills for the longer term. Plans for a peer-to-peer model of replication are being considered, whereby graduate trainees would facilitate the rehabilitation of more working street girls. The model could also be adapted and applied to working street boys.

## **Relevance**

City authorities and the public have responded positively to the outcomes. The city administration proposed that the action programme team and organizers evaluate the city's social services. This indicates that the programme has already contributed to the eradication of child labour, laying the groundwork for improving the efficiency of St. Petersburg's social services.

## **Efficiency and implementation**

The ILO/IPEC provided assistance, while the Nordic Council of Ministers purchased materials for the programme and UNICEF provided funds for equipment. Necessary conditions for the good practice included these:

- Lack of comprehensive rehabilitation programmes for working street girls in St. Petersburg meant that such a service was needed.
- The rehabilitation model was built on a solid foundation, the result of many years of work by teachers and psychologists who complemented each other and worked well as a team.
- Important parallel elements of the programme included psychological family rehabilitation, ongoing psychological support, creative development, and vocational training.
- All teachers had exceptionally high qualifications, and believed in the beauty of creative work by the street girls, thereby inspiring the trainees.

- All participating psychologists were professionals, and counselling programmes were customized for each girl.
- The focus was on girls listening to each other, working in groups, analyzing their own situations, and settling conflicts.

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ILO/IPEC: *Comprehensive model for rehabilitation of working street girls in St. Petersburg final self-evaluation report*, 1 April 1 2001– 30 June 2002.

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*In-depth analysis of the situation of working street children in Moscow 2001*, in English (St Petersburg, 2002). ISBN 92-2-112989-6; ISBN 02-2-412989-7 (in Russian).

*In-depth analysis of the situation of working street children in the Leningrad Region 2001*, in English (St Petersburg, 2002) ISBN 92-2-112990-X; ISBN 92-2-412990-0 (in Russian).

*New tool to combat the worst forms of child labour: ILO Convention 182*, in Russian (St Petersburg, 2002).

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## 2.2 An integrated approach targeting girls involved in rural and domestic labour – East Turkey

### Level 3: Replicated good practice

**Keywords:** targeting girls; gender-specific actions; attention also to men, families; distance learning programme; interagency approach; girls in rural and domestic labour; income-generation programme; skills training; partner organization with grassroots experience.

**This good practice illustrates a range of gender-sensitive approaches to the problem of girls involved in rural and domestic work. All approaches included community involvement and incorporated anti-poverty measures, vocational training, educational support, family planning training, and public awareness raising.<sup>20</sup>**

### Description of the gender issue and the good practice

Gender mainstreaming does not suggest that programmes should no longer target one sex. Targeting girls, for example, may sometimes prove to be the most practical entry point for overcoming inequalities or for initially raising awareness on the plight of girls. A targeting approach can be effective over the longer term if, at the same time, the targeting organizations or partner agencies try to tackle the root cause of the problem.

Targeted actions are particularly effective where the target group invites the action. In this good practice, for instance, we learn that girls involved in domestic labour had a

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20. This good practice is based on the ILO/IPEC action programme vocational training for rural and domestic child labour, Erzurum, Turkey, March – November 1999

strong desire to further their education.<sup>21</sup> In Eastern Turkey, however, two basic factors keep girls out of school: religious concerns that educated young girls drift away from spiritual and moral values; and extra financial burdens on the family budget—parents with limited resources tend to invest more in their sons' education, and their daughters are often kept at home. At home, girls' household chores include tasks such as animal husbandry, weeding, collecting fodder, and household cleaning and maintenance. Any intervention aiming to keep girls in school must reduce their domestic labour burdens and family disincentives related to educating daughters.

An analysis of rural and domestic child labour in Erzurum, a city in Eastern Turkey,<sup>22</sup> revealed the following categories of problem:

- family related (poverty, migration, lack of training in family planning, demand for child labour, and cultural attitudes toward girls' education);
- education related (school availability, cost, quality of education, attendance, attitudes toward education); and
- environment related (deforestation, water supply, infrastructure, availability of arable land).

An action programme that took a broad view of the problem of rural and domestic child labour was conducted in four Erzurum villages between March 1998 and November 1999.<sup>23</sup> The Development Foundation of Turkey (DFT), an NGO, was the implementing agency.

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21. According to a study carried out by the NGO Development Foundation of Turkey (DFT) in Eastern Turkey.

22. Conducted by the DFT.

23. The villages of Altınçanak, Pülür, Kirazlı, and Gölbaşı in Uzundere District.

## **Key steps in initiating the action programme**

The action programme targeted a group of 100 primary school children (56 girls and 44 boys) between the ages of 9 and 12 years, and a group of 60 girls between the ages of 12 and 15 who had completed 5 years of primary education and who assisted in subsistence farming activities. Key steps in implementing the programme included these:

- Working to quell family fears and suspicions of the programme was essential at the beginning of the action programme. Trust was gradually established.
- Interventions to reduce rural and domestic work were undertaken on many fronts. Girls and boys still in school were equipped with such vocational skills as agriculture, forestation, vegetable cultivation, seedling production in greenhouses, animal husbandry, milk production, and soil analysis. Girls who had already left school, having completed only five years of primary education, were also offered training opportunities in the cultivation of vegetables.
- Many girls enrolled in a distance-learning programme provided through the Ministry of Education.
- Girls who had already left primary school and were involved in domestic labour were offered skills in how to study more effectively, time management, and exploring the personal meaning of learning so that they could continue their education. Students from a local university volunteered to conduct this element of the programme.
- Local teachers were involved in the design of vocational skills training, and reserved time every week for the programme.
- Twenty-five solar energy systems were divided between 50 households, and this contributed to freeing time away from household chores for the girls.
- To reduce the need for child labour, an irrigation system project created income-generation opportunities for parents of working children.

- A day-long training session was provided for local administration, focusing on the importance of providing educational opportunities for girls, the problem of rural and domestic child labour, and an alternative education model for those girls.
- The action programme was implemented through the joint efforts of the UNDP, which developed income generation and job creation for parents of the targeted children; UNICEF, which provided an educational support programme for 60 girls involved in domestic labour; UNFPA, which carried out reproductive health and family planning training for the children and parents; and the ILO/IPEC, which provided vocational training and income-generation activities for the target group.

## **Why the action programme is a good practice in gender mainstreaming**

**Gender-specific and gender-sensitive action.** This programme—classified here as a Category 2-type action to bring gender into the mainstream in all activities—adapted more than one type of gender-sensitive intervention to the situation of rural girls. Although the programme conducted mainly gender-specific actions targeting rural girls, it recognized that women, men, boys, and girls do not live in isolation from one another. Girls' identities, their activities in rural and domestic labour, and their behaviours are highly interdependent with those of other family members. Efforts were made to involve boys, and to involve families as partners and allies in targeting rural girls.

## **Innovative and creative**

The programme applied a unique educational approach. In 1997, Turkish law changed the minimum number of years of compulsory education for all children from 5 to 8 years. Recognizing that returning children to full-time education was not a realistic option, girls were

offered the opportunity to enrol in a distance-learning programme provided by the Ministry of Education, and study support skills were provided. Cooperation with the Ministry of Education and the partner agency evolved to the point where study centres were established in the target villages, so girl students could concentrate on their studies outside their home environments but without having to attend a school.

## **Effectiveness/impact**

A model now exists to reduce the working hours of girls in unpaid domestic labour—often referred to nowadays as “housework”—and to continue their formal education. Skills training as a tool to prevent child labour was offered at the same time as were learning centres for the provision of educational support. The income-generation component of the programme had considerable impact. Twenty families had a combined annual income of US\$10,000 and, through vegetable growing activities, 40 families earned US\$5,000. Fifteen families planted 3,000 fruit trees with an expected annual income of US\$5,000.

The training of the implementation agency staff and the schoolteachers, inspector, and principals had a very positive impact on children. The Ministry of Education and the partner agency, the Development Foundation of Turkey, achieved a close working relationship. A joint UN agency programme (UNDP, ILO/IPEC, UNICEF and UNFPA) was implemented without any problems.

A social-impact assessment conducted with the beneficiaries indicated that the girls' status increased in the villages, their self-esteem improved, and more parents were willing to send their girls to school.

## **Sustainability**

The overall programme strategy programme had beneficiaries participating at every stage, which contributed to the programme's sustainability.

Prior to the programme, meetings with girl domestic labourers in each village identified those who wanted to take part while revealing their expectations. Giving responsibility to the girls during the programme ensured their continued interest. For example, six young girls—two from each of the three project villages—were given specific responsibilities such as organization of meetings and distribution of equipment. The full involvement of parents, the local administration (district governor, school principals, and teachers) was also important for sustainability. Intensive advocacy and awareness raising with local authorities increased government interest. The governor's office provided support through mobilizing human resources and allowed the programme to use their facilities.

## **Responsiveness/ethical force**

A socio-economic analysis conducted before the action programme ensured that the interests and perspectives of the rural girls were taken into account. The programme was respectful of the law concerning formal education for all.

## **Replicability**

The success of this programme resulted in four district governors in Erzurum preparing programme proposals for replication in their own districts. The Ministry of National Education accepted the model, and the potential for replication is under study. The programme's educational model is being replicated in Diyarbakir within the framework of the ILO/IPEC action programme "Centre for Children Working on the Streets". This model was also introduced to employers, who are considering this approach to create alternative educational opportunities for children working in industry.

## **Necessary conditions for this good practice**

- A socio-economic analysis had already outlined the reasons for domestic child work. This ensured the development of culturally appropriate interventions, and the situations of rural girl children were not approached in isolation from their families.
- Poverty alleviation designed to eliminate child labour in rural areas comprised an integral part of the programme.
- An implementing agency, rather than merely search for a single solution, was available to approach the problem of rural and domestic child labour comprehensively.
- The various UN agencies involved were willing to cooperate, reducing duplication of effort and capitalizing on the respective strengths of the individual agencies.
- The implementing agency, using participatory approaches, was able to engage the community in programme design. The agency had extensive experience, and had established trust among the villagers. For ease of monitoring programme activities, some staff lived in one of the participating villages, visiting the other villages daily. The dedication, commitment, and motivation of staff were of paramount importance.
- Cooperation and good communication with the Ministry of National Education and partner agencies was essential. Establishing effective contact with local administrations at every stage of the programme created a very supportive local environment.

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## 2.3 HIV/AIDS and child labour in South Africa, Tanzania, and Zambia: a gender perspective

### Level 1: Innovative practice

**Keywords:** HIV/AIDS; demand issues; male attitudes; sensitizing men; education

**As millions of children are affected by HIV/AIDS in their families, the likelihood of their having to work to survive increases. This makes such children vulnerable to sexual harassment and manipulation. This good practice illustrates that sensitizing men to the issues can facilitate awareness and reduction of sexual power relations between children and adults.**

### Description of the gender issue and the good practice

The HIV/AIDS pandemic adds a tragic dimension to the worst forms of child labour. With the death of one or both parents from HIV/AIDS, millions of children have been orphaned and millions more will be. Many of these orphans will find security in the households of relatives. Others, however, will drop out of school and look for work to survive.

The HIV/AIDS pandemic compounds the challenge of reducing child labour in several ways:

- It results in rapidly changing household roles and livelihood strategies. Children or older women are left to do all agricultural work, for example, or children must provide full care for younger siblings. An especially harsh

burden is often placed on the shoulders of the girl child, who has to provide both care for sick parents and household services for the entire family.

- It results in more orphans, and more children who are forced to seek income instead of schooling, thus making children more vulnerable to exploitation, particularly in the sex trade.
- It increases the risk that vulnerable children will engage in commercial sex for survival.

According to an ILO review,<sup>24</sup> sexual exploitation falls into two broad categories:

- the commercial sexual exploitation of children—children in overt forms of prostitution; and
- cultural patterns, gender-based power relations, and other socio-economic inequities that tend to coerce children into providing sexual favours or engaging in survival sex.

Thus, aside from girls forced into prostitution, children at heightened risk of abuse and HIV infection include all those placed in situations where, to survive, they must submit to sexual exploitation. It is important to focus on this wider group of vulnerable girls (and boys) who are coerced and manipulated into sexually exploitative conditions, as well as those girls (and boys) who are in overt prostitution.

In 2002, the ILO/IPEC published an assessment of policies, programmes, and projects concerning child labour and HIV/AIDS in South Africa, Tanzania, and Zambia. This review identified the range of national responses, some of which illustrated elements of good practice in actions against child labour and HIV/AIDS. The review highlighted those practices worthy of closer study, further testing, and eventual replication. It is recommended

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24. Bill Rau: *Combating child labour and HIV/AIDS in Sub-Saharan Africa: A review of policies, programmes, and projects in South Africa, Tanzania and Zambia to identify good practices*. HIV/AIDS and child labour Paper No.1, prepared for the International Labour Organization, International Programme on the Elimination of Child Labour, July 2002. The account of this good practice is based on this review.

that the full review be studied in detail. Below, we focus on just one of these elements of good practice, one that is particularly relevant to gender mainstreaming, addressing demand factors through the targeting and sensitization of men.

Whether directly or indirectly, biologically or socially, women, men, boys, and girls can all be affected by HIV/AIDS. Responses to the pandemic cannot be based on the assumption that individuals, when provided with accurate information, will avoid infection by adopting safe sex practices. Information is part of any prevention strategy, but it is not in itself enough. The spread of HIV/AIDS must be understood within the context of society, in particular the patriarchal<sup>25</sup> nature of the family, education, the media, religion, and economic organizations and their influence on sexual behaviour. Of particular concern is the incidence of coercive sexual behaviour, regrettably often connected with child labour issues.

## **Key steps in conducting the review**

The review was prepared on the basis of thorough desk research and key informant interviews conducted in each country during April and May of 2002. Informants included people within government ministries/departments, researchers, project planners and specialists, advocacy organizations and networks, and United Nations staff, including the team leaders of the ILO/IPEC rapid assessments on HIV/AIDS and child labour in three Sub-Saharan countries: Zambia, Tanzania, and South Africa. A large number of organizations were contacted during the review. Reports, assessments, evaluations, policies, advocacy documents, and newspaper articles were consulted. Relevant ILO/IPEC documents, especially assessments done on child labour in Tanzania, provided valuable baseline data.

## **Why the review is a good practice in gender mainstreaming**

**Gender-specific and gender-sensitive action.** The *Review of child labour and HIV/AIDS: An assessment of policies, programmes and projects in South Africa, Tanzania, and Zambia* is included here as a good practice because it lists many national responses

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25. "Patriarchal" refers to a society dominated by males, where female perspectives are rarely voiced.

relevant to gender mainstreaming and combating child labour. In this good practice, however, we focus on one element (among many others) that emerges from the review—the “demand” side of sexual exploitation is given far more attention than it has hitherto.

The great majority of studies and interventions in the countries under review deal exclusively with the supply side of child sexual work and exploitation. That is, they either seek to prevent children from moving into situations of sexual exploitation, or to remove children from such situations. The good practice under discussion here is of interest to those who wish to consider the role of male attitudes and behaviour in their efforts to include gender issues in their programmes. We have included this good practice in Category 2: gender-specific action. Unequal relations between males and females influence decision-making about sexuality. Thus, men’s gender identities and behaviour must be taken into account and men must be targeted—a gender-specific action.

### **Innovative: focus on male sexual attitudes and behaviour**

The review found that little attention is paid to the demand side, where male attitudes, behaviour, and the social influences that create a demand for children in prostitution is largely responsible for child sexual exploitation and abuse. The review documents how girls, in particular, are subject to sexual coercion, manipulation, and harassment by certain males in society. Harassment can occur regardless of whether children are in school, working as domestic servants, trying to earn cash by hawking, or working in prostitution. Social and cultural beliefs sometimes justify or fail to recognize male sexual abuse of children. In the region under study, the review found, programmes do discuss male sexual responsibility to some extent, but usually only in relation to HIV/AIDS prevention with adult partners rather than children.

Women/girls are often unable to bargain for safe sex—an important consideration in limiting the spread of HIV/AIDS infection. For biological and other reasons, moreover, females are infected and affected differently than men, with young girls being particularly more vulnerable to HIV/AIDS infection than other groups. Often the girl herself or her parents are blamed, at least initially, if a girl is raped or engages in prostitution. Too little

attention is given to the role of men who rape, seek out children in prostitution, or otherwise force girls into sexual situations. Sensitizing men and attempting to change patriarchal attitudes has applicability for gender mainstreaming activities in all regions and for most issues. If they wish to have more equitable gender relations with women, men must change their attitudes and behaviour towards women.

The review emphasized that, of all the organizations contacted, only one explicitly made the connection between male sexual demand and children's sexual vulnerability. Molo Songololo, based in South Africa, produced a study underlining male demand as the major factor in the sexual exploitation of children. They thus present an example of an organization that has undertaken the good practice of examining male demand and the vulnerability of children. The Tanzanian Kiota Women's Health and Development Organization (KIWOHEDE), a Tanzanian NGO, applies a stakeholder approach to involving local people directly in preventing child sexual exploitation. KIWOHEDE is another example of an organization undertaking, to some extent, the good practice of identifying the central role of men in sexual exploitation of children and girls.

The review clearly shows that any overall strategy for combating HIV/AIDS needs components that aim to alter male sexual attitudes and to question the social norms that permit exploitative sexual behaviour. Focusing greater public attention on the need to change such attitudes, or strengthening the enforcement of laws prohibiting the sexual abuse of girls and boys by men or women, is a recommended practice.<sup>26</sup> Informing children of their rights not to be sexually abused, and of how they can see that such are enforced, should be part of any such strategy. Already, more organizations in the three countries are focusing on children's rights, including teaching children that they have a right not to be sexually harassed or abused.

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26. Sexual abuse of children is pervasive in South Africa, for example. In 2001, authorities received reports of 225,000 instances of child rape, while child welfare experts estimated that unreported cases of child rape amounted to at least twice that number. At least a quarter of urban girls and young women (16-20 years of age) had been forced to have sex against their will. Violence in sexual relations, including among children, is even more common. One recent study found that 39 per cent of sexually experienced girls had been forced to participate in sex. In the same study, sexual manipulation and coercion through material inducements was reported by 16 per cent of girls. Girls have little knowledge of ways to resist coercion and violence or of means to practise safe sex.

## **Relevance of sensitizing men**

National approaches to child labour and HIV/AIDS tend to pay insufficient attention to male sexual attitudes and behaviour. The review, however, suggests many potential opportunities for sensitizing men concerning sexual abuse of children. A number of organizations, the review reports, are already beginning to work on the prevention of abusive forms of child labour that expose children to HIV infection. The Zambian Business Coalition on AIDS, for example, is encouraging the development of educational materials regarding adult sexual exploitation of children valid for all employees. This is also a good practice.

In Zambia, initiatives that address male attitudes and behaviour putting children, particularly girls, at risk of sexual exploitation and HIV infection, have taken the form of public awareness campaigns in the media. Recent information and education initiatives have focused on preventing transmission of HIV/AIDS through responsible male sexual behaviour. Sexual abuse of girls and boys could also be included in these programmes. In South Africa, the media has had an important impact on awareness raising and contributing to changes in social norms related to the vulnerability of children to HIV/AIDS and sexual abuse. News reports and analyses regarding sexual violence, particularly towards girls and women, are a regular part of media coverage.

ILO/IPEC involvement with the business and union sectors in South Africa offers an opportunity to incorporate awareness raising for men. Existing ILO support for the National African Federated Chamber of Commerce and Industry can be complemented with new educational and behavioural change components. Potentially, this could reach thousands of business people, their customers and suppliers. ILO support for HIV/AIDS prevention among trucking companies offers another opportunity to ensure that issues relating to male sexual behaviour towards adult and child prostitutes are part of the design of company staff policies.

## **Necessary conditions for this good practice**

Some gender-related issues were highlighted in the associated country reports.

Development organizations needed clear guidelines on including gender-related perspectives and a gender analysis in any study, report, review, or analysis.

“Consultants”, “analysts” or “experts” synthesizing recommendations based on country reports had to be briefed on the organizations’ policy towards gender equality. The analyst was able to consult with government authorities, NGOs, and other stakeholders related to HIV/AIDS and child labour issues.

### More information:

Bill Rau (research coordinated by Anita Amorim): *Combating child labour and HIV/AIDS in Sub-Saharan Africa: A review of policies, programmes, and projects in South Africa, Tanzania, and Zambia to identify good practices*. Paper No.1. ILO/IPEC, July 2002.

*The trafficking of children for purposes of sexual exploitation: South Africa* (Cape Town, Molo Songololo, 2000).

Chalo Environment and Sustainable Development Consultants: *Study on good practice interventions against commercial sex exploitation of children in Zambia*. Draft report (Zambia, ILO/IPEC, 2002).

ILO/IPEC: *HIV/AIDS and child labour in Zimbabwe: A rapid assessment*. Paper No. 2 (Harare/Geneva, ILO/IPEC, 2002).\*

Idem: *HIV/AIDS and child labour in Tanzania: A rapid assessment*. Paper No. 3 (Dar es Salaam/Geneva, ILO/IPEC, 2002).\*

Idem: *HIV/AIDS and child labour in South Africa: A rapid assessment*. Paper No. 4 (Durban/Geneva, ILO/IPEC, 2002).\*

Idem: *HIV/AIDS and child labour in Zambia: A rapid assessment*. Paper No. 5 (Lusaka/Geneva, ILO/IPEC, 2003).\*

Idem: *HIV/AIDS and child labour in Sub-Saharan Africa: A synthesis report*. Paper No. 6 (Geneva, ILO/IPEC, 2003).\*

UNAIDS: *AIDS: Men make a difference..* [Http://www.unaids.org/wac/2000/campaign.html](http://www.unaids.org/wac/2000/campaign.html)

Women, Gender and HIV/AIDS in East and Southeast Asia:  
<http://www.unifem-eseasia.org/Resources/GenderAids/genderaidstop.htm>

WHO: *Men’s role in improving reproductive health*. [Http://www.who.int/hrp/progress/47/04.html](http://www.who.int/hrp/progress/47/04.html).

Population Council: *Men’s roles*. [Http://www.popcouncil.org/ppdb/men.html](http://www.popcouncil.org/ppdb/men.html).

World AIDS Campaign. [Http://www.unaids.org/wac/2002/index.html](http://www.unaids.org/wac/2002/index.html).

\* forthcoming

## 2.4 “MainSCREAMing” gender through education, the arts and the media

### Level 2: Successfully demonstrated practice

**Keywords:** Gender equality, development education, awareness raising, behavioural change gender equality in educational modules non-formal methods of raising awareness about gender

**The SCREAM educational modules<sup>27</sup> for young people encourage the use of creative arts to cover a range of issues related to child labour. Gender concerns have been mainstreamed throughout the SCREAM modules.**

### Description of the gender issue and the good practice

Abolishing the worst forms of child labour requires fundamental changes in thinking about child labour across much of the population. This includes changing social behaviour biased towards one sex at the expense of the other—favouring one sex (usually boys) in access to education, for example, where the other sex (girls) has fewer educational options and therefore has to work. Because of culture-specific social rules, children of one sex often have to perform the greater portion of domestic labour, leaving such children with little time for personal development or education.

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27. This account of a good practice is based on the SCREAM Stop Child Labour Initiative (2002).

An important step in changing human behaviour is the mobilization, education, and empowerment of people, especially youth. Young people are agents of social change. Positive change can be encouraged where young people grow up to play important roles in society, where their attitudes carry weight. Adolescent youths may not yet have the fixed ideas often embraced by their parents concerning gender-related issues. They may not have adopted gender-biased preconceptions regarding appropriate types of behaviour, including paid work. In some cultures, young people often believe that everything is possible for everybody.

Young boys and girls need positive, constructive outlets for the huge reserves of energy and emotional tension, even anger, that adolescence brings with it. Young people often require knowledge and skills to help bring about change in society. Including gender-equality messages in initiatives that work with young boys and girls pays off over the longer term.

The ILO/IPEC SCREAM (supporting children's rights through education, the arts, and the media) initiative recognizes the potential resources represented by young people.<sup>28</sup> SCREAM primarily aims to equip youth with the knowledge and skills needed to help bring about social change. The starting point for the initiative is a series of educational modules designed for use by educators to involve young people actively in the global campaign to eliminate child labour. The SCREAM modules use the visual, literary, and performing arts, and apply campaigning and networking methods. Their overall goal is to empower young people, preparing them to assume their role as agents of social mobilization and change. This objective should contribute towards attitude changes in approaches to child labour issues.

## **Key steps in developing SCREAM**

Researching, drafting, and testing the SCREAM resources package took about 19 months. The first published package includes 14 modules, a user's guide, and a photo CD. More modules will be added in future, and existing modules will be further developed on the basis of experience.

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28. SCREAM was officially launched by ILO Director General Juan Somavia on the 1<sup>st</sup> World Day Against Child Labour, 12 June 2002.

## **Why we have included SCREAM as a good practice in gender mainstreaming**

**Gender-specific and gender-sensitive action.** The SCREAM initiative mainstreams gender equality issues throughout its education modules, thereby qualifying as a good practice in actions combating child labour.

Education is the basis of any sustainable effort to achieve long-term changes in behaviour and attitudes. Including gender equality concerns throughout an educational initiative ensures that popular attitudes on gender equality will be critiqued, and the ensuing perspectives and recommendations incorporated in policies and programmes. The whole process, meanwhile, enhances young people's overall understanding of the constellation of issues surrounding child labour. At the same time, SCREAM provides these young people with the tools for self-expression that enable them to address such issues.

The SCREAM initiative raises awareness regarding gender equality. This process is designed to encourage young people to assume responsibility for social justice issues. Apart from raising their own awareness on issues of child labour and that of their peers, young people are encouraged to gain the skills and confidence to address their messages of social injustice to the older, decision-making generations—their parents, other relations, neighbours, teachers, local communities, and official authorities. SCREAM is also included as a good practice in gender mainstreaming because the inspiration behind the initiative is addressing social injustice in child labour in a gender-sensitive manner.

Mainstreaming a response to child labour issues hence is accomplished through gender-sensitive actions, and—because it targets girls and boys together, with a view to redressing existing gender inequalities and discrimination in child labour issues—we have included SCREAM in Category 2 of conducting gender-specific action.

## **Innovative/creative**

Using such techniques as role-play, collages, research and information, images, creative writing, debate, and drama, the SCREAM modules enrich young people's understanding of what gender equality in child labour is all about. Young people can be turned off such "heavy" topics as gender, where they are introduced in a formal educational context. In testing the modules, however, it was found that prevailing attitudes on gender issues could be identified at various points and successfully discussed. In creative and innovative ways, the modules encouraged open discussion on the position of boys and girls in society, fundamental human rights, and how gender issues can affect those rights. More importantly, the modules addressed the issue of what can be done to achieve change in social attitudes and behaviour.

Innovative methods include showing young people images or photographs of child labourers, and then asking them to think about who a given child is and about the sort of environment in which he or she lives and works. In groups, then, they begin to build a profile of the subject on the basis of a number of questions, many of which relate to gender issues. Among other things, participants are asked to think about whether gender influences the type of work performed, and to imagine whether the child would be beaten, deprived, or sexually abused or exploited. Such questions are nested among many others, helping the youths to construct a progressively richer profile of the child labourer. To avoid stereotyping, educators are encouraged not to show images of boys doing macho work and girls doing only domestic work. Indeed, images include some that show girls doing hard physical work and boys engaged in prostitution. Where possible, mixing girls and boys in group sessions is highly recommended.

## **Effectiveness/impact**

Mainstreaming gender into the modules, experience has shown, helps to open participants' minds to gender-related inequalities and injustices. Such sensitizing to gender as an organizing force in society occurs at a stage where young people are not yet set in their ways of thinking. Activities such as role-play help young people not engaged in child labour

to put themselves in the situation of the child, and to begin to imagine working hard for long hours, away from parents, vulnerable, hurt, tired, and hungry, and missing out on school and fun. These activities also help the youths to see, based on the types of work boys and girls perform and the respective abuses to which they are vulnerable, how child labour differs according to gender.

Role-playing had a profound emotional impact on youth who took part in pilot tests in Ireland, in early 2001, and in Jordan at the end of 2001. In a further test in Nepal in early 2002, youth from a child labour rehabilitation centre were brought together with more privileged youth from the same city who were attending school. Together they performed a role play on child labour. The children in rehabilitation clearly had an impact on the others, illustrating through this forum what it meant to be exploited and to lose one's childhood.

## **Relevance and sustainability**

Awareness-raising initiatives on issues of inequality often fall short of practical actions. In the SCREAM modules, however, educators are encouraged to be deliberately provocative with young people,<sup>29</sup> engaging them emotionally in the issues. For instance, one module includes a “moving debate” exercise, where contentious “gender”-related statements become the focus of debate.<sup>30</sup> Deliberately provocative in their presentation, these gender-related issues have greater and more lasting meaning for those involved.

Suggestions for summing up after a SCREAM activity often focus on how attitudes can be changed. Change occurs, it is emphasized, when many people all demand something new at the same time—when people call on community leaders, politicians, national governments, and regional and international bodies, insisting they take relevant action. Effecting change with respect to child labour and attitudes towards gender inequality issues, it is also stressed, takes time and commitment. Young people, ideally, will call on those who plan and implement policy to include social injustice issues in the policy-making process with a view to longer-lasting change.

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29. Before working with young people, educators are first encouraged to challenge their own beliefs.

30. Typical statements used in this exercise include “A man's role is to provide for the family”, “Girls and boys should be segregated in school”, and “Gender stereotyping leads to discrimination”.

The SCREAM approach suggests that, for society to change—including, e.g., workplace demand for child workers—education must encompass more than just academic achievement. Young people need to be made aware of their role as global citizens in a world where social justice, including gender-related justice, is often lacking. This ensures a longer-lasting change in young people's attitudes, including their world views, and encourages their active role in human rights issues world-wide. Once young people are aware of the potentially active role they can play, and begin to act out their role in real life—there is a strong focus in two modules on how young people can use the media to effect community education and change—a more sustainable and permanent respect for human rights should be the outcome.

## **Necessary conditions for this good practice**

- A strong and committed team of educationalists had experience working with young people, including adolescents, using both formal and non-formal means in many contexts and cultures. In this case, the team was able to refine an initiative into a process that encouraged behavioural change through practical activities.
- Educationalists had knowledge of gender issues in child labour,<sup>31</sup> and were subtly able to include such issues in a manner appropriate for young people. Preparation of the modules was as practical as possible, covering the major issues intended and incorporating gender concerns.
- A range of educational establishments such as schools, NGO-run educational institutions, and rehabilitation centres tested the modules and provided feedback.
- Editors ensured that the modules were not using stereotypes, remaining unbiased in their visual representation of girls and boys. They also ensured the use of gender-sensitive language.

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31. See Annex 2 for some suggested areas of knowledge on gender and child labour issues.

**More information:**

*SCREAM stop child labour: Supporting children's rights through education, the arts, and the media modular package* (Geneva, ILO/IPEC, 2002).

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Gender Equality Bureau, ILO, Geneva. [Http://www.ilo.org/dyn/gender/gender.home?p\\_lang=en](http://www.ilo.org/dyn/gender/gender.home?p_lang=en).

### **Category 3: Institutional change**

- 3.1 Getting the development agency ready for gender equality issues: A gender review
- 3.2 A practical guide for promoting gender equality in action against child labour
- 3.3 Gender mainstreaming in the design and preparation of project documents at ILO/IPEC
- 3.4 Every boy and girl counts: Global child labour estimates
- 3.5 Integrating gender into thematic evaluations

## 3.1 Getting the development agency ready for gender equality issues: A gender review

### Level 1: Innovative practice

**Keywords:** gender and organizations;  
gender review; gender audit;  
examining internal structures;  
gender and staff

**The ILO/IPEC gender review<sup>32</sup> was an attempt at a transparent evaluation, achieved through documenting what has occurred to date, to better understand the challenges staff face with respect to gender mainstreaming within their own organization.**

### Description of the gender issue and the good practice

Before development organizations can promote gender-responsive outcomes for their clients, they must ensure that their own organization is gender responsive. In other words, funding and implementing organizations must first determine to what extent gender issues are addressed internally, if such concerns are to be integrated into their projects and programmes. A review of attitudes and practices can reveal an organization's strengths, while also identifying procedures that require change to ensure the bureaucracy itself does not damage efforts to mainstream gender in its programmes. The organizational mandate,

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32. This good practice is based on the 2001 gender review and the *Report to IPEC on mainstreaming gender into the InFocus programme on child labour*, by R. T. Jensen, IPEC, July 2001.

culture, structure, operations, and human resources can be examined, revealing where change is necessary to promote gender equality more effectively.

A gender review was undertaken between 2000 and 2001, assessing the extent to which the ILO International Programme on the Elimination of Child Labour (ILO/IPEC) has integrated gender into its key activities. The *ILO/IPEC gender review* looked at existing structures, work methods, and programmes, identifying measures for mainstreaming gender equality concerns into operational and policy-related work, and evaluating progress in the integration of gender into ongoing projects, data collection, and data dissemination. Employing interviews and a questionnaire, an appraisal was conducted of the views and concerns regarding gender of ILO/IPEC headquarters and field staff.

The outcome was a concise and highly useful report—one which helped to move the agenda from a conceptual analysis of what gender mainstreaming means for child labour activities to a more focused, operational list of changes necessary to achieve gender mainstreaming in ILO/IPEC activities. Among other things, it identified entry points to undertake systematically the practice of gender mainstreaming throughout ILO/IPEC.

## **Key steps in conducting the *Gender review***

In 2000 and 2001, two consultants conducted the *ILO/IPEC Gender review*. One concentrated on ILO/IPEC operations, while the other focused on the ILO/IPEC policy branch, including a thorough review of the Statistical Information and Monitoring Programme on Child Labour (SIMPOC). Preparations included a template for an extensive review of ILO/IPEC documents to assess the integration of gender concerns. Interviews with staff were undertaken and a questionnaire was developed, distributed, and completed by ILO/IPEC headquarters and field staff. Based on the staff interviews and the review of documents, recommendations were made on how to enhance the gender relevance of IPEC work.

## **Why the *Gender review* is a good practice in gender mainstreaming**

**Initiating institutional change.** The *ILO/IPEC gender review* qualifies as a good practice in gender mainstreaming because it critically examined the ILO/IPEC as an “establishment” in terms of its frameworks, structures, cultures, procedures, and processes, and outlined both what was and what was not conducive to the promotion of gender equality.

The review provided a systematic means of improving processes within IPEC so that future outcomes better implement the ILO gender mainstreaming policy. On the whole, the review started a process of institutional change with respect to gender mainstreaming in ILO/IPEC, and hence fits into Category 3 of actions required to mainstream gender in all activities.

### **Relevance: The key “product” from the *ILO/IPEC gender review***

One “product” the review yielded was a relevant, coherent, and readable report on mainstreaming gender into the ILO/IPEC programme. Key achievements of this report included

- a review of the degree to which gender-sensitive approaches have been integrated in past and current activities of IPEC; and
- a concrete strategy with practical guidelines to strengthen gender in ILO/IPEC work.

The review report suggested a set of general guiding principles relevant to the integration of gender issues into all IPEC activities. These were presented as 10 key principles of gender integration and mainstreaming, as summarized in the box below.

### **Ten key principles of gender integration and mainstreaming in ILO/IPEC**

1. Care should be taken to use gender-sensitive language.
2. Data should be disaggregated by sex.
3. The interests of both boys and girls should be represented.
4. All activities should contain an explicit objective of promoting equality between the sexes.
5. Staff should be aware that boys and girls experience different conditions and needs—everything occurs in a gender context.
6. Activities should first assess the differences in the respective situations, constraints, opportunities, and roles of boys and girls—i.e. conduct a gender component as part of any situation analysis.
7. These underlying differences translate into differences in the incidence, patterns, causes, and consequences of child labour, and these differences must be taken into consideration in designing any activities to combat the problem.
8. Activities should attempt to anticipate any consequences, whether positive or negative, they will themselves have on gender roles, relations, and responsibilities.
9. All activities for implementation staff and consultative planning should be designed to include sex-balanced representation.
10. All staff and partners should be made aware of all of the above principles, stipulating that these issues should be incorporated into their work as an explicit mandate, and they should be provided with informational or training resources if necessary.

### **Replicability: a framework for future gender reviews**

The reviewers developed a template, or framework, for the analysis of a range of ILO/IPEC documents. The framework can also serve as a reference for reviewing ILO/IPEC work in future. (ILO/IPEC staff can use this tool to assess their own work later, helping to ensure that IPEC activities include gender reviews in a sustainable way.) In the *ILO/IPEC gender review* report, examples were provided of how to perform, wearing a “gender lens”, a detailed gender analysis of IPEC documents such as *Revisión de la gestión del Programa del Paks y Plan Estratégico 2000-2004, 2-8 marzo 2000*, or listing gender-related questions to ask about the *IPEC South-east and East-Asia briefing note - 1 March 2000*, or how to analyze *The programme to prevent and progressively eliminate child labour in small-scale traditional gold mining in South America*.

## **Responsiveness/ethical force**

The ability of programmes such as ILO/IPEC to mainstream gender effectively depends on related staff capacities. This applies to both formal and informal systems within the programme to accomplish gender-sensitive objectives. ILO/IPEC staff inputs, including the various gender focal points, were found to be a key in highlighting the many internal issues related to gender mainstreaming, and, more critically, in identifying what could practically and professionally be accomplished within the mandate of the organization.

## **Sustainability: Avoiding the dilution of gender concerns**

Both verbal and paper commitments to gender equality in child labour issues, the ILO/IPEC reviewers stressed, have a tendency, at a later stage, to become diluted or even to evaporate. Staff attitudes or existing procedures within the ILO/IPEC programme may be responsible for this.

The *ILO/IPEC gender review* report provided a set of guidelines, applicable in given instances, to structure a situation analysis from a gender perspective. In other cases, the review supplied similar help for examining project implementation. Still other sections were simply intended to stimulate thinking in general about how to develop a more sustainable approach to gender in ILO/IPEC programmes.

## **Effectiveness: Following the *ILO/IPEC gender review***

The results of the review were presented at a workshop with key ILO/IPEC staff from Headquarters and the field and with IPEC/ILO gender specialists, as well as with focal points and other ILO specialists from the Gender Bureau. The workshop discussed the issues raised

in the *Gender review* report. As a result, the *IPEC generic implementation plan for gender mainstreaming* was developed (October, 2001). This plan is currently being implemented and monitored. In fact, the collection of good practices contained in this book is another outcome from the *Gender review*, one of its recommendations being that such a report be prepared.

The review also provided useful material for an overall ILO “gender audit”, between October 2001 and April 2002, conducted throughout selected sections of the organization. Even though the gender audit used a different methodology for its participatory workshops, the desk review largely followed similar criteria while assessing the gender sensitivity of documents. Many other work units and gender specialists found the ILO/IPEC review useful in evaluating their progress in gender mainstreaming.

### **Necessary conditions for this good practice**

- Management was involved, providing support for the undertaking of such a review.
- Management was prepared to accept that aspects of the organization’s work would require change.
- There was commitment to following up with a strategy and a plan of action in gender mainstreaming.
- A schedule for the overall review was developed, with the entire process taking several weeks
- A participatory approach was adopted throughout the review which, while time consuming, was necessary to ensure that the information obtained was relevant.
- Participation of field colleagues was critical.

### **More information:**

Robert T. Jensen and Margherita Zambrano: *Mainstreaming gender into the International Programme on Child Labour (IPEC)*. A report to IPEC at the International Labour Organization.

[Http://www.ilo.org/public/english/standards/ipecc/publ/gender/jensen.pdf](http://www.ilo.org/public/english/standards/ipecc/publ/gender/jensen.pdf).

N. Haspel, Marinka Romeijn, and Susanne Schroth: *Promoting gender equality in action against child labour: A practical guide* (Bangkok, ILO/IPEC, 2000).

[Http://mirror/public/english/standards/ipecc/publ/gender/gender.pdf](http://mirror/public/english/standards/ipecc/publ/gender/gender.pdf).

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Angela Martins-Oliveira, Senior Statistician, SIMPOC gender focal point: [ipecc@ilo.org](mailto:ipecc@ilo.org).

For more information on ILO work to promote gender equality and gender mainstreaming efforts, consult the ILO Gender Bureau. See: <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/index.htm>

For more information on the ILO Gender Bureau's Gender Audit, see <http://www.ilo.org/public/english/bureau/gender/newsite2002/about/audit.htm>

## 3.2 A practical guide for promoting gender equality in action against child labour

### Level 1: Innovative practice

**Keywords:** capacity building; understanding gender concepts; consistency in gender terminology; gender checklists; actions required to mainstream gender; practical advice

**This good practice outlines the first development of a practical guide to gender equality in child labour.<sup>33</sup> The *Guide* has contributed to implementing gender equality practically in day-to-day work, while proving useful in capacity building for those involved in combating child labour issues.**

### Description of the gender issue and the good practice

Mainstreaming gender effectively throughout an organization requires serious commitment on the part of all staff. Consensus is needed that gender is an important variable, one that can be central to the success of all activities and programmes regarding child labour. Gender must be recognized as a central organizing factor around which production is organized and needs are met. Staff must comprehend that everything takes place in a gender context, given the differential work conditions and differential needs experienced by women and men and boys and girls. Gender equality depends greatly on the attitudes of staff involved, their specific skills, and their position or power to effect change in the organizational hierarchy.

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33. The account of this good practice is based on the *Gender equality in child labour guide* by N. Haspels, M. Romeijn, and S. Schroth (Bangkok and Geneva, ILO-IPEC, 2000; updated version forthcoming, 2003).

Ideally, there should be a consistent approach to gender mainstreaming across an organization. The earliest steps in ensuring such an even approach must be that all staff have a basic common understanding of what “gender” means and what it implies for their day-to-day work.

Implementation of a gender mainstreaming strategy often leads to staff demands for practical guides and handbooks on “how to do it”. Although such guides can provide greater consistency and comprehensiveness on gender issues, practical manuals are not a blueprint, but only a very useful first step for those willing to learn. Practical gender mainstreaming tools in themselves do not guarantee a gender-mainstreamed output in the way that do-it-yourself instructions for assembling a piece of furniture might. Successful use of such practical methods depends largely on the staff involved, and on the context in which the tools are applied.

In the late 1990s, the ILO/IPEC recognized that gender mainstreaming was often not fully understood either conceptually or practically by those working in child labour issues. Hence, the ILO/IPEC decided to prepare short, simple, direct briefing materials. In 2000, a practical *Gender equality in child labour guide (GECL guide)* was developed by ILO Bangkok in response to the many requests from ILO/IPEC partner organizations and child labour networks in other regions for guidance on gender equality promotion.<sup>34</sup>

This guide is context-specific, targeting ILO/IPEC staff and their partners and developed to promote gender equality in action against child labour. The *GECL guide* was developed to ensure greater consistency in terminology and definitions relating to gender, and to facilitate a more systematic approach in addressing gender inequalities in action against child labour. The guide also included briefing materials. Although it did include summaries of gender concepts, it also strongly highlighted the need to move beyond gender-awareness raising (among those working on child labour issues) towards providing specific gender-analysis tools and methods that could be applied in the field.

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34. The *Guide* was produced by the Senior Gender Specialist of the ILO Multidisciplinary Advisory Team for East Asia and IPEC staff in the region.

## **Key steps in developing the *GECL guide***

In 2000, based in the ILO Regional Office for Asia and the Pacific, a team with expertise in gender mainstreaming working on child labour issues developed the gender guide, producing an updated version at the end of 2002. ILO gender-related documents and relevant non-ILO publications on gender and child labour issues were assessed for their relevance to child labour issues. The *GECL guide* was then designed in conformity with existing ILO/IPEC programme and management tools. Checklists follow the format of ILO/IPEC action programme documents, for example, and complement the existing ILO/IPEC guidelines on the design of action programmes.

## **Why we include the *GECL guide* as a good practice in gender mainstreaming**

**Initiating institutional change.** The development of the *GECL guide* provides ILO/IPEC staff a framework and vocabulary with which to facilitate discussion and actions in gender mainstreaming and child labour initiatives. The guide has been used in capacity building for ILO/IPEC staff, and has contributed to a process of change with respect to gender equality issues within the organization. The authors of the guide have outlined how action is needed on five fronts to bring gender issues into the mainstream in all activities, programmes, and projects (see below). The guide itself can be categorized under the third such type of action—it is good practice to produce a gender-sensitive guide for a specific institutional context, thereby starting a process of institutional change.

## **Innovative: Action needed on five fronts to mainstream gender**

Having defined gender mainstreaming, the *GECL guide* then clearly outlined a series of necessary implementing actions. Five fronts were identified as requiring action:<sup>35</sup>

- Conducting a **gender analysis** to identify inequalities between men and women (and girls and boys) that must be addressed
- Implementing **gender-specific actions** to redress existing gender inequalities and discrimination, targeting girls or women exclusively, men or boys exclusively, or boys, girls, women, and men together.
- Starting a process of **institutional change** in procedures—incorporating gender concerns into the planning, programming, implementation, monitoring, and evaluation of all programmes and activities and in all institutional processes
- **Giving girls and women (and other marginalized people) a voice**<sup>36</sup> by increasing their participation in programmes, organizations, and decision-making to ensure that their interests and perspectives are better taken into account in development work.
- Conducting **gender budgeting** and **auditing**.

## Relevance: Practical advice for ILO/IPEC staff

The *GECL guide* contains two modules. Each module begins with a brief explanation on the main issues and strategies, provides tools, and concludes with a bibliography.

- Module 1 provides the basic definitions and tools for the promotion of gender equality in policies and programmes addressing child labour, giving an

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35. The good practices in gender mainstreaming described in this report are categorized according to four of these actions. Information on the fifth—gender budgeting and auditing—was unavailable. The 2000 version of the *GECL guide* concentrated on four approaches to gender mainstreaming; the revised version of the guide, to be published in early 2003, will include the fifth.

36. “Others who are marginalized” has been added by the author of this report.

overview of the key gender differentials in child labour. This module sets out the main strategies for addressing gender inequalities against child labour.

- Module 2 provides a practical tool for the integration of gender issues in the design of child labour action programmes. Guidance is given on how to conduct a gender analysis.

## **Effectiveness/impact**

The *GECL guide* was originally developed for use in Asia. The electronic version was made available on the ILO/IPEC websites, however, and it also proved useful for ILO/IPEC partner organizations and child labour networks in other regions. ILO/IPEC staff have used it in formulating projects, and evaluation teams use the guide in preparing guidelines. The guide has greatly informed those in the child labour field who are not familiar with gender equality issues, or who wish to refresh their knowledge of the subject. It has also been used to assist in the design of gender-sensitive action programme documents, and in the development of terms of references for action research and technical consultancy services and evaluations. Requests for the guide have come from policy-makers engaged in promoting human rights for children and women and rights at work.

The *GECL guide* is currently being expanded to include further experience gained by the ILO and its partner organizations on how to effectively integrate a gender dimension into programmes combating child labour. The updated English version of the guide will become available in early 2003 and be translated into French, Spanish, and Arabic. In addition, under a current pilot intervention, the guide is being assessed and adopted in the Mekong region. Country-specific versions will be made available in Cambodia, China, Lao PDR, Thailand, and Viet Nam.

## **Sustainability**

The development of such a *GECL guide* has helped create new attitudes towards gender equality issues in child labour. It has significantly enhanced the capacity of ILO

partners and ILO staff to address gender issues in a way that changes their attitudes to such issues.

## Necessary conditions for this good practice

- demand from ILO/IPEC and partners for such a guide;
- staff and partners who had the technical expertise in both gender and child labour issues; and
- background documents available for reference.

### More information:

ILO EASMAT: *ILO Brief: Promotion of gender equality through gender mainstreaming* (July 2001-2).

Nelien Haspels, Marinka Romeijn, Susanne Schroth: *Promoting gender equality in action against child labour in Asia: A practical guide* (ILO Bangkok and IPEC Geneva).

ILO: *Guidelines for the integration of gender issues into the design, monitoring and evaluation of ILO programmes and projects* (1995).

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### 3.3 Gender mainstreaming in the design and preparation of project documents at ILO/IPEC

#### Level 1: Innovative practice

**Keywords:** project design;  
gender-sensitive project design;  
gender disaggregated data  
gender in routine procedures;

**This good practice illustrates how, at the institutional level, specific guidelines for regular procedures such as project design and preparation can incorporate gender-related questions throughout.<sup>37</sup>**

#### Description of the gender issue and the good practice

A gender-sensitive project comprises a coherent set of activities, all of which are necessary to achieve specific outputs within a given timeframe and budget while paying due attention to the differential gender roles and responsibilities of women and men and boys and girls.

“Gender”, as a concept, is often only explicitly applied to projects seen to relate exclusively to women workers, women victims, or girl child issues—e.g. projects related to a sector, such as the textiles industry in Asia, where girl workers are prevalent, or to trafficking in women, or to girls engaged in prostitution. Indeed, a common misperception, at first glance, is that certain projects might be “gender neutral”. A project working at the

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37. This good practice is based on the DED Guidelines 2, *Design and preparation of project documents*, prepared by the ILO/IPEC Design, Evaluation and Database Team, 2002.

governmental level to upgrade the capacity of officials to gather and process statistical data for wage determination, for example, may initially appear gender neutral. The reality is that projects are so only rarely. An evaluation of labour markets will identify gender inequalities in earnings, wages, hours of work, occupational structure, and so on. There is a pronounced tendency for women and girls to work in lower-productivity agricultural jobs than do their male counterparts, and gender bias in surveys may have omitted women's economic contribution. Women's labour contribution is then excluded from statistical data. Upgrading the capacity of officials should include gender-related data gathering and processing issues, so that all forms of labour are included for more realistic wage determination information.

To better guarantee the relevance and ultimate sustainability of projects, beneficiaries—both women and men and boys and girls—should be recognized in project design and implementation as individuals with roles, needs, and interests. Applying a gender lens at the design stage generally reveals the gender issues inherent in most projects.

Gender blindness often stems from confusion over gender-related concepts and even the term “gender”<sup>38</sup> itself. Project staff should be constantly reminded of gender issues, improving their ability to recognize them and instilling the habit of seeking and identifying such concerns. A good practice and a gender mainstreaming strategy thus ensures that gender issues are included in many routing procedures within an organization, including the design and preparation of development interventions. It is also good practice to ensure that staff have the capacity to deal with such issues.

In January 2002 the ILO/IPEC Design, Evaluation and Database Section prepared *Guidelines on the design and preparation of project documents* with specific reference to gender issues throughout.<sup>39</sup> The preparation of these guidelines marks a significant advance in gender mainstreaming in ILO/IPEC work.

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38. Gender refers to the social differences and relations between girls and boys and women and men. These are learned, vary widely, and are subject to change.

39. *The design, monitoring, and evaluation of technical cooperation programme and projects training manual* was useful in developing such guidelines (PROG/EVAL-ILO, 1995).

## **Key steps in developing the *Guidelines on the design and preparation of project documents***

A strong commitment among ILO/IPEC staff regarding the need to include gender-related issues and questions in the *Guidelines for the design and preparation of project documents* was crucial. The ILO/IPEC policy on gender mainstreaming was already in place, but a key remaining issue was how to operationalize the mainstreaming strategy. Subsequent discussions on the best way to incorporate gender-related issues into technical guidelines were followed by a review of the gender-related child labour literature and a decision to mainstream gender into new guidelines.<sup>40</sup>

At present, the gender issues and questions are included as a separate box at the end of each element of the *Guidelines*, serving to ensure that gender issues are clearly visible. Later, however, when staff are more knowledgeable about the issues, the questions will probably be incorporated into the main text.

## **Why the *Guidelines* are a good practice in gender mainstreaming**

**Initiating institutional change.** The *Guidelines* are a good practice in gender mainstreaming because, with them, gender has become part of practical internal ILO/IPEC procedures. Gender issues and questions are now available in the standard *Guidelines* for project documents, and user support is available. Incorporating gender issues into project design will now become routine.

Having gender incorporated into the *Guidelines* makes it difficult for staff to “forget” the need for attention to gender issues in project design. Gender is no longer merely an add-on feature in project planning, and is no longer dependent on the interests and commitment of particular staff members. Instead, gender is now the responsibility of all staff members involved in formulating project documents.

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40. For example the *Practical guide: Promoting gender equality in action against child labour in Asia* (ILO Bangkok) and the ILO PROG/EVAL 1995 guidelines on the integration of gender issues.

Because the *Guidelines* have only recently been prepared, their practical success has yet to be reviewed. Thus, is it the institutional process of developing the *Guidelines*, rather than their effect, that qualifies them here as a good practice in gender mainstreaming. This report has included them in Category 3: institutional change within the ILO/IPEC, because gender has been mainstreamed into a particular process leading to changes in the previously established way of doing things.

## **Relevance**

Many project evaluations have found that failure to address gender issues adequately in projects often runs the risk of inadvertently harming the livelihoods of women and girls. In addition to inadvertent negative impacts on project participants, such failures to incorporate gender concerns often place the effectiveness of the project at risk. The *Guidelines* are thus highly relevant, contributing indirectly to action against child labour with implications for gender mainstreaming throughout ILO/IPEC.

## **Effectiveness/impact**

The *Guidelines* may lead to projects that also contribute to gender equality between women and men or boys and girls. Since the *Guidelines* have only recently been prepared, however, their effectiveness and impact have not yet been established through an internal appraisal.

## **Sustainability**

Development organization staff often raise the following issue: while some procedures do have requirements that gender issues be taken into account, there is often no consistent follow-up to ensure that these are in fact considered, nor are there institutional sanctions where the issues are not considered. It is not yet possible to determine how sustainable the use of the *Guidelines* will prove. The ongoing quality control process within

the ILO/IPEC Design, Evaluation and Database Section, however—which includes internal appraisal and approval of draft project documents before they are sent for funding—will measure the extent to which gender is included in project proposals. This review process will advocate revisions to the *Guidelines*, where appropriate, to ensure their sustainable use by staff.

This quality control process will help determine the extent to which—without expecting staff who currently lack the requisite skills or resources to take on gender issues—taking account of gender can be made mandatory throughout project planning. It is generally considered good practice to make the incorporation of gender issues a gradual process, at the same time providing capacity building on gender issues in areas such as project planning.

## **Efficiency**

The *Guidelines* were designed by ILO/IPEC staff employing both the expertise of those with skills in project planning and design and those with expertise in gender mainstreaming, hence ensuring the efficient use of human resources within ILO/IPEC.

## **Necessary conditions for this good practice**

- The development institution was sensitized regarding the need to mainstream gender in all areas of work, and staff were led to see the logic in doing so. Support from management was important.
- The development institution produced a gender policy statement with a simple operational definition of gender mainstreaming.
- Development of the guidelines tapped the expertise of staff specialized in mainstreaming gender and focal points for gender in technical areas.
- Staff were available to provide support for use of the guidelines.

### **More information:**

ILO/IPEC monitoring and evaluation: see

<http://www.ilo.org/public/english/standards/ipec/publ/monitoring/index.htm>.

- DED guidelines 2: *Design and preparation of project documents*.
- DED guidelines on *Strategic programme impact framework (SPIF)*. May 2002.

ILO/IPEC: *Design, management and evaluation of action programmes on child labour*. Training package (1994).

ILO: *Evaluation (PROG/EVAL) guidelines for the integration of gender issues into the design, monitoring and evaluation of ILO programmes and projects* (1995).

PROG/EVAL/ILO: *Guidelines for the preparation of summary project outlines for multi-bilateral financing*. Summary Project Outline (SPROUT), 1997, 2nd revision.

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## 3.4 Every boy and girl counts: Global child labour estimates

### Level 1: Innovative practice

**Keywords:** global estimates on child labour  
sex-disaggregated statistics; children in economic activity;  
unpaid domestic labour; household chores;  
household surveys; sex differentials

The global child labour estimates<sup>41</sup> outlined in this good practice are broken down by sex. These estimates have helped to further improved awareness and understanding of child labour, and have reinforced efforts to eliminate child labour among both girls and boys.

### Description of the gender issue and the good practice

As the global movement against child labour grows, the need for more precise estimates of child labour has become apparent. National household surveys are in general not specifically designed for measuring child labour, and need to be complemented by additional surveys.<sup>42</sup>

“Children at work in economic activities” is a statistical definition that encompasses most productive activities by children. Economic activities include unpaid, casual, and illegal work, as well as work in the informal sector. Economic activity covers all market production (paid work) and certain types of non-market production (unpaid work), including production

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41. This good practice is based on the New Global Estimates on Child Labour (Every Child Counts). ILO/IPEC, April 2002.

42. The National Child Labour Surveys at the ILO/IPEC SIMPOC are precisely addressing this need.

of goods for own use. Therefore, whether paid or unpaid, the activity or occupation could be in the formal or informal sector.

Economic activity is the only internationally agreed standard by which to measure work and employment. In the absence of any child-specific work measurement tools, economic activity has often been used as a proxy quantifier for “child labour”. Thus, not all work performed by children is equivalent to child labour. A line is drawn between acceptable forms of work by children (which may be regarded as positive) and child labour that needs to be eliminated. The concept of child labour used for global estimates is based on ILO Convention No. 138, which defines the international standards for setting minimum ages for admission to employment or work.

Children engaged in unpaid activities in a market-oriented establishment operated by a relative living in the same household are considered to be involved in an economic activity. Children working as maids or domestic workers in another family household are also considered economically active. Children engaged in domestic chores within their own household, however, are not considered as economically active. Given that household structure and kinship patterns can vary dramatically across cultures, the consequences of whether or not children are seen as involved in economic activities within households should be considered at the country, ethnic, or cultural level.

One major gender issue is that women and girls continue to bear the primary responsibility for unpaid housework such as cooking, cleaning, and caring for young and old dependant family members. This type of work is financially unrewarded and, where defined as being of a non-economic nature, falls outside the production boundary as defined by the System of National Accounts (SNA). It goes also unrecorded in labour statistics, therefore, and becomes invisible. When counting the total hours of work spent on economic activities and family and household care, however, women and girls work considerably longer hours than men and boys. As a result, both boys and men may have more access to leisure time.

Millions of people, particularly women and children, work as unpaid family workers on the land or in family enterprises, often in the informal sector. This type of work is officially recognized as an economic activity, but underestimates are common because even

the women and children themselves and the enumerators who interview them do not consider these activities to represent work.

In 2002, the *New global child labour estimates* were published. The *Estimates* required raw data regarding sex of the child, one of the key variables for purposes of the analysis. Other key variables considered were age group, industry, occupation (at the most detailed standard classifications), and hours worked.

Data from SIMPSOC, the statistical unit of the ILO/IPEC, and other sources, together with new analytical tools, have made possible the calculation of global child labour estimates. For the first time, the magnitude of children involved in hazardous work and in other forms of child labour has been both estimated and disaggregated by sex.

### **Key steps including sex disaggregated data in the *New global estimates on child labour***

The *Global estimates on child labour* for children at work in economic activities are based on 29 national household surveys, mostly conducted in the late 1990s.<sup>43</sup> The two key variables for reporting data and information were sex and age. The ILO Bureau of Statistics working paper entitled *Incorporating gender issues in labour statistics*<sup>44</sup> proved useful in the overall process. The *Estimates* acknowledge ILO Convention No. 182, Article 7, which suggests that countries should “take account of the special situation of girls”. According to the accompanying Recommendation No. 190:

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43. Of the 29 national household surveys, 10 were conducted under ILO SIMPOC and were designed to measure child labour. The other 19 surveys, mostly conducted as part of the World Bank’s programme of Living Standards Measurement Surveys, were a mixture of household and community surveys with modules addressing different social concerns, including employment of children or teenagers. Countries were selected on the basis of stratification by geographical region<sup>43</sup> and by country size in terms of the number of children in the 5- to 17-year age category. Within each region, three categories (large, medium, and small) of countries were considered in terms of their child populations, and representative countries were selected with a greater likelihood of selecting large countries. The 29 countries combined cover slightly less than half the world population in the 5- to 17-year age category and, although this is not a truly random sample of countries, it provides a stratified sample of countries representing the world child population, with probability proportional to size.

44. A. Mata-Greenwood: *Incorporating gender issues into labour statistics* (ILO Bureau of Statistics, 1999).

a) Detailed information and statistical data on the nature and extent of child labour should be compiled and kept up to date to serve as a basis for determining priorities for national action for the abolition of child labour, in particular for the prohibition and elimination of its worst forms as a matter of urgency; and b) as far as possible, such information and statistical data should include data disaggregated by sex, age group, occupation, branch of economic activity, status in employment, school attendance and geographical location.

In line with the international definition of employment, one hour of work during the reference week is sufficient for classifying a boy or girl as being at work in an economic activity during that week. Individuals with a job, but who are temporarily absent from work due to factors such as illness or vacation, are also included in the classification.

## **Why the *New global estimates on child labour* is a good practice in gender mainstreaming**

**Initiating institutional change.** Committed efforts to developing the estimates using sex-disaggregated data qualifies the *Estimates as* a good practice in gender mainstreaming at the ILO/IPEC institutional level. The good practice is included in Category 3 in the ILO/IPEC actions required to bring gender into the mainstream in all activities.

Institutional change is underway, furthermore, because ILO/IPEC SIMPOC strongly encourages in all household surveys the collection of information regarding unpaid household domestic labour. SIMPOC, along with other survey-commissioning organizations, is ensuring such information is now collected. ILO/IPEC SIMPOC work in this area is contributing to the global debate on how to address the issue of invisible, unpaid housework and child care for the elderly.

## **Relevance: A basis for supplementation**

The *Estimates* are highly useful for planning interventions against child labour. Yet household chores, performed mainly by girls, are considered non-economic activities, and thus lie outside the “production boundary” as defined by the United Nations System of National Accounts for measuring GDP. Unfortunately, data about the extent of non-economic child work are lacking, and the data that do exist are often too fragmented and unreliable to ground a global estimation. Nevertheless, the collection of household chores information is currently recommended for inclusion in all ILO/IPEC SIMPOC surveys, and other survey programmes are also beginning to include this information. In fact, the collection of data on household chores in child labour surveys was recommended in the General Report of the Sixteenth International Conference of Labour Statisticians, Geneva, 6-15 October 1998 (Report IV ICLS/16/1998/IV).

What is particularly important is that the ILO/IPEC fully recognizes that children, especially girls, can spend substantial time on these activities, jeopardizing school attendance. Planners are beginning to realize that many girls suffer the triple burden of housework, schoolwork, and economic work, and that this has consequences for social and economic development. The *Estimates* can be used by national planners when devising programmes, in conjunction with further surveys and time-use studies, for specific geographical contexts. The *Estimates* may serve as a starting point, for example, and then be complemented by gender analysis tools (e.g. tools that outline how gender roles influence the division of labour within the household and how labour is valued differently according to who performs it). “Livelihood analysis”<sup>45</sup> tools at the household and community levels have proved useful for planners who wish to know more about time spent in domestic work.

Analyzing sex-disaggregated data should go beyond the simple differences in percentages by sex. The sex-differentiated results of the *Estimates* are a starting point. The next step, at the country level, is to document information regarding the diverse and differentiated situation of boys and girls, their paid and unpaid contributions, and the consequences of their traditional roles in different social and economic situations. (See also Annex 1.) Sex-differentiated data, for example, are often supplemented by such information as this:

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45. Livelihood analysis focuses on how individuals, households, and groups of households make their living and on their access to enabling resources. It reveals what activities people undertake to meet basic needs and to generate income. Gender and socio-economic group differences are shown with respect to labour and decision-making patterns.

- the causes, consequences, patterns,. and extent of work-related migration;
- the measurement and evaluation of girls' labour at home; and
- the percentage of labour-force participation differentiated by seasonal, part-time, and full-time labour.

Such information is essential if national action plans combating child labour are to respond to the genuine national conditions of child labour.

## **Impact: Global gender differences documented and highlighted**

The *Estimates* have provided a basis for advocacy and further research. They are useful for sensitizing the interested public, and essential to professionals working in the field of child labour studies. They have already provided important input in the drafting of the 2002 *Global report on child labour*, and in ILO/IPEC research on the economic costs and benefits of the elimination of child labour. The findings have been widely publicized. An important finding overall was that, although in many categories of analysis outlined below, girls appear to be working less than boys, the difference is smaller than previously thought. A summary of the differences by sex is outlined in the box below.

### **Summary of sex differences in the *Global child labour estimates***

**Children in economic activity:** The *Global child labour estimates* show that, in both the age groups 5-9 years and 10-14 years, boys and girls are equally likely to be engaged in economic activity. Only as children grow older are boys slightly more likely to be engaged in economic activity than are girls. Among those aged 15-17 years, economic activity rates are 44.1 per cent for boys and 40.7 per cent for girls. Although the estimates reveal no significant sex differences in the global incidence of children at work, the estimates, as already mentioned, can be used in conjunction with specific time-use studies at the country level, where major gender-based differentials in child work may exist.

**Child labour:** Child labour is a narrower concept than is “economically active children”.<sup>46</sup> While the *Global child labour estimates* show there was hardly any sex differential in the extent of children in economic activity, the picture changes when examining the more narrowly defined group of “child labourers”. On average more boys, both in absolute as well as relative terms, tend to be exposed to child labour than girls. The pattern becomes more pronounced with increasing age. Among those aged 5-14 years, the sex distribution of child labour is roughly even. At a later age, it tilts towards boys, particularly so in the 15- to 17-year-old age group (57 per cent boys versus 43 per cent girls), where child labour is automatically equated with hazardous work. The socio-economic and cultural reasons for these differences can be investigated at the country level.

**Children in hazardous work:** Boys outnumber girls in hazardous work across all age groups. For instance, in both the 5- to 14-years-olds and 15- to 17-year-olds, there were on average 10 million more boys than girls exposed to hazardous work. In relative terms, among all children about one-half (52 per cent) of the working boys were in hazardous situations, compared with 44.6 per cent of girls. The *Global child labour estimates* confirm the dominance of boys in hazardous work (although some argue there is an undercounting of girls in hazardous work), and the need for specific action programmes perhaps focused on hazardous occupations or industries that are likely to be dominated by boys.

**Children in unconditionally the worst forms of child labour:** Children were found to be trafficked to and from all regions of the world. About 1.2 million children are affected, involving both boys and girls. Sex and age seem closely correlated with the purpose of trafficking. Whereas boys tend to be trafficked for forced labour in commercial farming, petty crime, and the drug trade, girls appear to be trafficked mainly for commercial sexual exploitation and domestic service. An estimated 5.7 million children, mainly concentrated in the Asia-Pacific region, work in forced and bonded labour. Approximately 300,000 children, predominately boys, are being used in armed conflicts around the world. About 1.8 million children are affected by commercial sexual exploitation, and about 600,000 children are engaged in illicit activities such as petty crimes and drug trafficking. Because of the hidden and illegal nature of such activities, there are many difficulties in measuring the unconditionally worst forms of child labour. Consequently, obtaining gender-disaggregated data is also difficult. Nevertheless, the urgent need for such data remains.

## Responsiveness/ethical force

This good practice was consistent with the principles of professional statistical work, and in accordance with ILO labour standards that call for sex-disaggregated data regarding all forms of labour.

## Necessary conditions for this good practice

- a mandate to produce such global child labour statistics;
- qualified statisticians and researchers; and
- access to sources including

46. Ages of 5-11 years = all children at work in economic activity; ages 12-14 = all children at work in economic activity, minus those in light work; ages 15-17 = all children in hazardous work and other worst forms of child labour.

- IPEC/SIMPOC national child labour surveys,
- the World Bank's Living Standards Measurement Surveys (LSMS) and other household-based, large-scale labour force surveys, and
- estimated numbers of economically active children.

**More information:**

ILO/IPEC: *Every child counts: New global estimates on child labour* (Geneva, April 2002).  
<http://www.ilo.org/public/english/standards/ipec/simpoc/index.htm>.

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## 3.5 Integrating gender issues into thematic evaluations

### Level 1: Innovative practice

**Keywords:** child domestic workers; trafficking and commercial sexual exploitation of children; thematic evaluation; community and participatory approaches; focusing on demand factors; rethinking gender roles

**This good practice illustrates how including gender, in terms of reference for thematic evaluations,<sup>47</sup> was an important mechanism in learning about gender issues in these themes. The issues raised in this good practice showed what outcomes and recommendations emerge when gender is included.**

### Description of the gender issues and the good practice

Efforts to address gender discrimination in child labour are underway in many countries, including interventions targeting children engaged in domestic work and children who are trafficked and sexually exploited.

**Trafficking and sexual exploitation.** “Trafficking” is the term used to describe the recruitment of children from one location to another, and their subsequent exploitation at the new location. Throughout the world, children in considerable numbers are daily being used

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47. Our account of this good practice is based on two independent thematic evaluations commissioned by the ILO/IPEC: (i) *Action against trafficking and sexual exploitation of children: Going where the children are*. An evaluation of ILO/IPEC programmes in Colombia, Costa Rica, , Nicaragua, the Philippines, and Thailand, June 2001; and (ii) S. Crawford and B. Poulson: *Thematic evaluation on child domestic workers: Kenya, Tanzania, the Philippines, and Pakistan* (June 2001).

and exploited for sex, both commercially and non-commercially. Trafficking of children and women matches supply with demand, and a growing demand for child prostitution is fuelled by such factors as diminished moral standards; a growing tendency to reduce girls, women, boys, and men to sex objects; less respect for human and children's rights; dysfunctional families; consumerism; and globalization. The latter two factors are especially pushed by the media. All these mutually reinforcing factors are further exacerbated where growing economic disparities are emerging between regions and where humans are displaced on a mass scale due to human conflict or natural disaster. Poor girls and young women are the major victims of trafficking, although boys and adolescent males are also targeted for specific sex markets. While the situation varies from country to country, demand is mostly from within a country, and men and male adolescents are most often the main perpetrators of sexual exploitation of those trafficked.

**Child domestic work.** Millions of children world-wide are subject to domestic work—another worst form of child labour, in many circumstances. Child domestic work is typically hidden, occurring in the privacy of households. It can infringe on children's rights, leaving them open to physical, sexual, and emotional abuse, and usually depriving children of educational opportunities. Most child domestic workers are girls, although the proportion of girls and boys varies from place to place. The major underlying cause is poverty. Other contributing factors include cultural attitudes to child labour, the status of girls, and whether there is a fostering culture that encourages sending children to distant relatives. Children are constantly on call and deprived of sleep. They may get inadequate food, and may perform hazardous jobs for which they are unprepared. In many cultures, sexual favours are seen as simply part of the job. Girls who drop out of domestic work often run a high risk of ending up in prostitution or other forms of commercial sexual exploitation.

The issue of equality is related to the protection of children's rights, including rights to education, health care, legal protection, and social welfare. The legally binding intergovernmental Convention on the Rights of the Child is founded on the recognition that inequality may begin very early in the life of individuals, and that gender is an important

dimension contributing to such inequality. ILO Convention No. 182 requires Governments to identify and take into account children at higher risk and the special situation of girls.<sup>48</sup>

Different approaches are often required for the girl and boy children. Social relations and gender roles that determine the respective activities engaged in by girls or boys are complex, and are reinforced by the values, norms, and stereotypes that exist in each society. Yet such roles can and do change. Identifying and documenting different intervention models, which target the most disadvantaged, is helpful. We can learn from such models and identify which aspects are applicable to other situations.

In the late 1990s, the ILO/IPEC Design, Evaluation and Database Section initiated “thematic evaluations”<sup>49</sup> in various sectors. Two of these evaluations are described in this good practice: one concerning child domestic work, the other regarding the commercial sexual exploitation of children. These reports contain a wealth of information regarding various national experiences, and merit detailed study. Sectors such as domestic work and areas such as trafficking and sexual exploitation of children—where many girls are found working, yet which are difficult to reach because they are hidden—must be targeted in any overall approach to gender equality in child labour.

In this good practice, we highlight themes that emerged from the evaluations because the investigators wore gender lenses.

## **Key steps in conducting the thematic evaluations**

- Between July and September 2000, a thematic evaluation was conducted in all ILO/IPEC interventions related to child domestic workers in Kenya, Pakistan, the Philippines, and Tanzania.

The evaluations aimed to

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48. Convention No. 182 also requires Governments to enact its provisions in national law and practice, and to provide direct assistance in removing children from child labour and in their rehabilitation and social integration.

49. A thematic evaluation looks at interventions, at a given time, across regions that have dealt with the same theme.

- provide a synthesis of ILO/IPEC work combating child domestic work, including identifying possible intervention strategies and models;
  - document achievements, lessons learned, and knowledge generated in the area of child domestic workers in the four countries; and
  - suggest possible orientations for future work based on existing experience viewed from the field.
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- Between September 2000 and January 2001, a thematic evaluation focused on the trafficking and sexual exploitation of children in Asia (the Philippines and Thailand) and Latin America (Colombia, Costa Rica, and Nicaragua). The associated report summarized experiences from the five countries:
    - programme elements worthy of adaptation and replication;
    - programme elements with the potential to be developed or redirected;
    - programme approaches that have proven unsuccessful; and
    - areas that should be considered in future programming

Already familiar with gender-related concepts and the respective subject areas for each thematic evaluation, independent evaluators were able to wear a gender lens while at the same time evaluating ILO/IPEC projects in the difficult areas of child domestic workers and trafficking and sexual exploitation of children.

## **Why the thematic evaluations are good practices in gender mainstreaming**

**Initiating institutional change.** These initiatives qualify as a good practice because they have conducted thematic evaluations of specific sectors, areas, or subjects while including gender as a factor affecting intervention outcomes, and based recommendations on

gender-related issues. The evaluators were chosen for their professional capacity to apply gender lenses in assessing the roles of gender in the organization of child domestic labour and trafficking of children and their consequences in implementing interventions.

Attention to gender is now explicitly included in the terms of reference for all thematic evaluations organized through ILO/IPEC. This contributes to an organizational culture that routinely addresses gender-based inequalities in development work. This, in turn, makes it easier for future programme planning to systematically integrate gender concerns. For these reasons, the thematic evaluations have been placed in Category 3 of actions required to bring gender into the mainstream in all activities—contributing to the process of institutional change, in this case within ILO/IPEC itself.

A related reason for including these thematic evaluations as good practices: the associated reports both document significant and relevant gender-related issues in combating child domestic work and the trafficking and sexual exploitation of children. These issues demonstrate the link between gender and the subject area, and offer opportunities for replication in other, similar analyses.

- The *Thematic evaluation report on child domestic work* documented how gender inequality is a prevalent factor both in children engaging in domestic work and in the terms of their subsequent treatment by employers.
- In the *Thematic evaluation report on trafficking and sexual exploitation of children*, on the other hand, two gender-related recommendations emerge: the need to focus on demand factors in the trafficking and sexual exploitation of children; and the rethinking of gender roles and the traditional groups targeted by programmes developed to combat child prostitution.

These and other gender-related issues raised by the evaluators because of their gender-analytical ability are elaborated on below.

## **Relevance of participatory approaches in combating child domestic labour**

*Thematic evaluation on child domestic workers* shows how different organizations in partnership with ILO/IPEC responded, using prevention, protection, withdrawal, or integration approaches, to the issue of child domestic work.

Participatory approaches are now seen as a vital component of good development practice and of gender mainstreaming. Good practices are those that involve communities from the start of the intervention. Grassroots projects that support collective action among women and girls provide examples of activities that foster empowerment. Examples of community involvement are contained in the *Thematic evaluation on child domestic workers report* from the Philippines and Tanzania. Working at the community level using participatory approaches takes time and skilled resources, but such approaches have demonstrated superior impact. In the Philippines, the integrated approach adapted by the Visayan Forum, working at all levels from local communities through to the national Government, appears to be successful and worthy of replication. The Visayan Forum programme emphasizes getting child domestic work recognized as a form of work in which workers must have proper rights, including the right to organize.

## **Effectiveness of focusing on demand factors**

Both thematic evaluation reports revealed an important lesson: successful planning must concentrate on the demand side for child labour as well. While it is essential to work directly with vulnerable girls and women, it is also necessary to realize that this does not address the roots of the problem—the demand for child prostitution or cheap sources of child domestic labour. Focusing on demand issues by tackling male attitudes to trafficking and sexual exploitation of children, or targeting both male and female employers of child domestic workers, has in the past illustrated that new attitudes can be fostered. Because it addresses the attitudes that perpetuate unequal situations for women and girls, focusing on demand factors is a good practice in gender mainstreaming.

The *Thematic evaluation report on trafficking and sexual exploitation of children* shows that working on the demand side of issues is an area where ILO/IPEC and its partners enjoy a comparative advantage. Activities are recommended with men in workplaces, trade unions, professional or work associations, male-dominant groups/clubs, and other venues where working men gather, including brothels. An example from Thailand highlighted a group of brothel owners offered to help keep minors out of prostitution.

## **Innovate/ creative: Rethinking gender roles and target groups for interventions**

Employing a gender focus in the thematic evaluations also revealed the necessity of questioning the commonly accepted roles of women, men, boys, and girls. The *Thematic evaluation report on trafficking and sexual exploitation of children* illustrated that, although the majority of sexual abusers and exploiters are beyond doubt men, it is clear that women also act as recruiters, intermediaries, suppliers, heads of needy families and, to a lesser extent, customers.

The evaluators found that the most effective interventions were those where the needs and roles of girls and boys as target groups were differentiated, and where both men and women were seen as perpetrators of abuse and exploitation. The evaluators recommend avoiding any gross oversimplification of gender roles, with all men considered potential sex abusers and all women victims. Programme planning too often fails to see boys as both potential victims and potential future abusers, according to the report, with boys often not being targeted at all. The role of women in facilitating the trafficking of children, as much as that of men, must also be taken into account.

## **Necessary conditions for this good practice**

- Across the target regions, a number of different ILO/IPEC and partner interventions were underway in the subject areas.
- Clear guidelines were present within the development organization on the need to include gender-related questions in evaluation. Evaluators were briefed on the organization's gender mainstreaming strategy.

- The evaluators were able to wear gender lenses, and were aware of gender-related issues.
- The organization and the evaluators were convinced that adapting a gender-sensitive approach in evaluations was both relevant and effective. Importantly for the content of the evaluations, they focused on gender equality as an objective, rather than simply focusing on women and girls as the target group.
- Evaluators drew upon a number of techniques and methodologies in ensuring a participatory approach in their research.
- Evaluators were independent, and could freely express their findings and recommendations, regardless of their nature.

### **More information:**

*ILO/IPEC Thematic Evaluation on child domestic workers.* Final draft (unedited), by an independent evaluation team. Forthcoming, 2002.

*Thematic evaluation of ILO/IPEC programmes in trafficking and sexual exploitation of children: Thailand, the Philippines, Colombia, Costa Rica, and Nicaragua.* Thematic evaluation by an independent evaluation team (Geneva, ILO/IPEC, 2001).

[Http://www.ilo.org/public/english/standards/ipecc/publ/monitoring/traffickingreport.pdf](http://www.ilo.org/public/english/standards/ipecc/publ/monitoring/traffickingreport.pdf).

Panudda Boonpala and Jude Kane: *Trafficking of children: The problem and responses world-wide.* Contains bibliography by regions (Geneva, ILO/IPEC, 2001). ISBN 92-2-112837-7.

*ILO/IPEC: Unbearable to the human heart: Child trafficking and action to eliminate it* (2002).

Asian Development Bank: *Combating trafficking of women and children in South Asia.* Summary regional synthesis paper (2002).

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Further information on IPEC evaluations can be found at:  
<http://www.ilo.org/public/english/standards/ipecc/publ/monitoring/index.htm>

#### **Category 4: Giving girls and women (and others that are marginalized) a voice**

- 4.1 How girls engaged in prostitution describe their situation in Tanzania
- 4.2 Women “on side” in “red card to child labour” football campaign
- 4.3 Preventing trafficking of women and children in the Mekong region: A participatory approach
- 4.4 Provision of “space” for women to meet and find out about trafficking risks in China
- 4.5 A voice for girls and boys at the national stakeholder consultation against the worst forms of child labour in Nepal
- 4.6 Voicing opinions on gender equality issues in Guatemala

## 4.1 How girls engaged in prostitution describe their situation in Tanzania

### Level 1: Innovative practice

**Keywords:** rapid assessment;  
children engaged in prostitution;  
gender relations;  
giving girls a greater voice

**By giving the girls involved a chance to talk about their situation and their relations with others, the research methods used in the rapid assessment of children in prostitution in Tanzania<sup>50</sup> provided a clearer picture of the factors underlying child prostitution.**

### Description of the gender issue and the good practice

As it is in many countries, child prostitution is a taboo subject in Tanzania, making it difficult to collect accurate information about the extent to which children are so engaged. It is nevertheless believed that most of these children are girls, prostitution being a last resort for girls with no other survival options. In tackling the problem of girls engaged in prostitution, however, it is important not to focus on girls alone, as if they existed independently of the social relationships that lead to their situation. A gender focus in research should also examine the socio-economic context of the male-female and female-female relationships that lead girls to become engaged in prostitution.

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50. This good practice is based on an ILO/IPEC rapid assessment conducted in 2000, in Tanzania, by Kamala, Lusinde, Millinga, Mwaitula, Gonza, Juma, and Khamis.

Rapid assessment is a flexible research method that uses several data-collecting approaches at once, often combining quantitative and qualitative information. Rapid assessments can disclose the existence of “hidden” working populations of children such as those engaged in prostitution. Carefully conducted by perceptive researchers, this approach can give girls engaged in prostitution a voice, better ensuring that their own perspectives on their situation—including relations with family, clients, pimps, and other children in prostitution—are weighed in any future interventions on this worst form of child labour.

The first major study of children in prostitution in Tanzania was conducted in 2000, through the ILO/IPEC, by the Tanzanian Kiota Women’s Health and Development Organization (KIWOHEDE). The research documented the extent and nature of this worst form of labour using information obtained directly from the girls engaged in prostitution. This study was conducted in four regions of Tanzania,<sup>51</sup> where interviews were held with 246 girls and 6 boys engaged in prostitution, another 80 non-working girls, and 43 community members.

## **Key steps in conducting the rapid assessment**

In early 2000, the ILO and UNICEF developed a rapid assessment manual suitable for research into child labour issues. In Tanzania, this manual and the methodology was applied to

- determine the causes of child prostitution in Tanzania;
- access the lifestyle conditions that lead children to become engaged in prostitution;
- examine the social characteristics of children in prostitution and the consequences these children suffer;
- propose intervention measures to eliminate child prostitution; and
- test and evaluate the ILO/UNICEF rapid assessment methodology.

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51. Dar es Salaam, Mwanza, Singida, and Ruvumas.

Prior to the study, a rapid assessment training workshop was conducted. Various tools from the ILO and UNICEF rapid assessment manual were discussed, and researchers proposed applicable research methods, including these:

- conversations with children engaged in prostitution;
- interviews (unstructured and informal, key informant interviews and group interviews); KIWOHEDE prepared an interview guide for girl children in prostitution and a checklist for community interviews;
- participatory appraisal methods such as walking with the girls through areas where they work while conducting informal conversations, asking the girls to indicate places of work;
- direct observation of children engaged in prostitution; and
- triangulation as a way of cross-checking information for accuracy (gathering information on the same issue from at least three perspectives and sources, perhaps by listening to different people with different points of view regarding the same topic).

In the four target regions, local-level community leaders and key informants participated in the selection of locations to meet and talk to the girls. To gain access to the children, male researchers posed as customers. Once accepted by a girl as her “customer”, it was difficult to switch to another girl to obtain different information. Loss-of-custom compensation money was often demanded by the girls, and researchers had to buy them drinks and snacks. Researchers worked long hours, frequently into the early hours of the morning, since girls engaged in prostitution were easier to find at night. Based on information provided by the children themselves, researchers sometimes had to move to new locations quickly. Since many girls used their local language, there were often language barriers to be overcome. Good listening skills were essential. Researchers often had to place themselves in threatening situations in areas with a record of violent crimes.

## **Why the rapid assessment is a good practice in gender mainstreaming**

**Giving girls and women (and other marginalized people) a voice.** The rapid assessment is considered a good practice because the research methods gave the girls engaged in prostitution a voice, allowing them to explain the exploitative gender relations they themselves experienced. Thus the rapid assessment process is classed as a Category 4 ILO/IPEC action to bring gender issues into the mainstream in all activities: giving girls and women and other marginalized people a voice by increasing their participation, ensuring that their perspectives are taken into account.

This was the first time such an approach was used to address this issue in Tanzania—indeed, it was one of the first times the ILO/UNICEF rapid assessment method was used anywhere.<sup>52</sup> The study had two broad aims:

- to provide information regarding the situation of children engaged in prostitution for the design of future programmes to combat this worst form of child labour; and
- to ensure that future programmes should also reflect these girls' needs, interests, and visions of a better life.

### **Relevance: Giving girls engaged in prostitution a voice**

If researchers are to understand the nature of this worst form of child labour, it is essential that the girls engaged in prostitution participate in describing their situation. In this

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52. ILO/IPEC/SIMPOC has now conducted 38 rapid assessments on the worst forms of child labour in 19 countries. Such studies have focused on the topics of children in bondage; child domestic workers; children engaged in armed conflict; child trafficking; drug trafficking; hazardous work in commercial agriculture, fishing, garbage dumps, mining and the urban environment; sexual exploitation; and working street children. Full details are available at [www.ilo.org/public/english/standards/ipec/simpoc/ra/index.htm](http://www.ilo.org/public/english/standards/ipec/simpoc/ra/index.htm)

case, the research methods were especially adapted to the situation of the girls in prostitution, which facilitated the collection of grassroots information.

Qualitative analysis such as translating, interpreting, and categorizing this information was combined with quantitative analysis such as tallying and the calculation of totals, averages, and percentages, which resulted in a higher information quality, one permitting a more complete representation of the girl child engaged in prostitution in Tanzania. Qualitative information provided by the girls helped to explain the “why” of quantitative data. Researchers recorded how the girls were recruited, for example, and how the girls themselves viewed their relations with landlords, clients, and pimps. Areas that need further investigation, for instance child pornography, were identified.

## **Responsiveness/ethical force : A focus on gender relations**

It was important that the problem of girls in prostitution was not examined in isolation from client demand factors. The girls were asked questions about their ‘clients’. Through interviews with the girls and others involved, as well as from direct observations, the researchers categorized customers and their occupations. Clients who exploited children differed by age, status, and nationality. The customers, the majority of them affluent, included owners of bars, hotels, or shops; middle-class workers; big business people; foreign migrants; taxi drivers; truck drivers; police officers; youths; and government officials.

The research elucidated more than the girls’ exploitative relationships with male clients, also throwing new light on relationships with both male and female pimps and other intermediaries that facilitate the girls’ entry into prostitution. Unequal power relations were reflected in the proportion of their fees the girls actually received from pimps and how they spent it. Sometimes, for example, their pay barely covered their rent.

Poverty is the main push factor behind engagement in prostitution. The rapid assessment report also highlighted relations that initially led girls to engage in this work. The high mobility of children across Tanzania (moving as domestic workers to distant relatives from a very young age and often being abused by employers) further contributes to girls

becoming involved in prostitution. Although there is an organized system that recruits girls, they often become engaged in prostitution through relations with other children such as older sisters, relatives, and friends. For various reasons, children themselves recruit their siblings, friends, or children living with them in the same house or neighbourhood. In some areas, cultural norms encourage teaching girls how to perform sexual acts for men. A general negligence in the family regarding the issue of prostitution also facilitates girls' entry into prostitution.

Other unequal gender relations highlighted by the girls included their dealings with the police. Nearly all those interviewed reported having been seriously abused, raped, or beaten by the police. In such a situation, implementation of laws prohibiting child prostitution will be difficult.

## **Effectiveness/impact of the research**

Drawing on the results of the Tanzania rapid assessment, practical guides were prepared for interventions against commercial sexual exploitation of children. These guidelines provided advice to organizations working with children engaged in prostitution on how to scale up or otherwise modify existing interventions. The guidelines aim to ensure that, prior to interventions, the opinions of children engaged in prostitution are also sought.

## **Replicability**

As mentioned, the study made use of the ILO/UNICEF rapid assessment manual, and using this methodology again, a follow-up comparative study can take place at any point. Since the Tanzania research, the methodology described in the manual has been replicated and used in many countries world-wide. Necessary conditions for replicability included training researchers in how to conduct such sensitive research.

## Necessary conditions for this good practice

- An easy-to-follow rapid assessment methodology was available, supplying a selection of tools that could be adapted to the location.
- A training manual for interviewers was prepared.
- Well-adapted, gender-balanced questionnaires were prepared.
- Official clearance from the government was required to begin the study.

### More information:

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Dr. Rwegoshora, lead consultant  
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KIWOHEDE (Kiota Women's Health and Development) Tanzania  
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ILO/IPEC, ILO Area Office for East Africa, Sea View Rd., P. O. Box 9212  
Dar es Salaam, Tanzania  
Tel. 255-22-2126821/6824/6826  
Fax 255-22-2126627/52.97, 213.41.41  
Mr. Mallya, National Programme Manager: mallya@ilodar.or.tz  
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Andrea Rossi ILO Area office Dar es Salaam: rossi@ilodar.or.tz

### Full details of the study are available on the web:

ILO: *Investigating child labour: Guidelines for rapid assessment – A field manual* (January 2000). Available at <http://www.ilo.org/public/english/standards/ipec/simpoc/guides/index.htm>

E. Kamala, E. Lusinde, J. Millinga, Mwaitula, Gonza, Juma, and Khamis: *Children in prostitution in Tanzania: A rapid assessment* (Geneva, ILO/IPEC, January 2002). Available at <http://www.ilo.org/public/english/standards/ipec/simpoc/tanzania/ra/prost.pdf>.

E. Kamala, E. Lusinde, J. Millinga, Mwaitula: *Tanzania: Children in prostitution – A rapid assessment* (Geneva, ILO/IPEC, November 2001). ISBN 92-2-112832-6.

ILO/IPEC: *Synthesis report on good practise in fighting CSEC in Eastern Africa: Experience from Uganda, Kenya, Tanzania, and Zambia*. Draft (published version forthcoming).

ILO/IPEC: *Good practice in fighting CSEC: Experience from Tanzania* (forthcoming).

Idem: *The impact of HIV-AIDS on child labour in Tanzania*, IDS, KIWOHEDE (Geneva, Dar es Salaam, forthcoming in 2002).

### **Other resources:**

J. Ennew et al.: *Children in need of special protection measures: A Tanzanian study* (Dar es Salaam, UNICEF, 1999).

KIWOHEDE: *Attacking girl child sexual exploitation in Tanzania: The work of KIWOHEDE in Iringa, Mbeya, and Ruvuma regions of Tanzania* (Dar es Salaam, KIWOHEDE/ILO-IPEC, 2001).

### **Examples of good practices in Tanzania:**

Tanzania Media Women's Association (TAMWA): Awareness raising on the rights of children and women through newspapers and radio programmes.

Contact details: Mrs. Leila Sheik, Director, P. O. Box 8981, Dar es Salaam, Tanzania. Tel. +255-22-211 5278.

People in the fight against AIDS in Tanzania (WAMATA) runs a multifaceted programme of services for people living with HIV/AIDS and for affected households and children.

Contact details: Deutsch-Tansanische Freundschaftsgesellschaft (DETAF) E.V., Riesweg 22, D-26316 Varel, Deutschland, Tel./fax 04451-969489; e-mail: info@detaf.de; website: www.detaf.de.

Tanzania Netherlands Project to Support HIV/AIDS Control in Mwanza (TANESA): HIV/AIDS prevention and interventions at the district level in Mwanza District.

Contact details: P. O. Box 434, Mwanza. Tel. +255.68.41440; fax +255.68.500236; e-mail: tanesa@tan2.healthnet.org.

## 4.2 Women “on side” in “red card to child labour” football campaign

**Level: 1. Innovative practice**

**Keywords:** combating child labour campaign;  
involving women; football

**This good practice illustrates where re-thinking the participation of women can open the door to many possibilities. In this case, building on women’s talent for mobilization of resources against child labour worked very effectively.<sup>53</sup>**

### Description of the gender issue and the good practice

Giving women at the grassroots level a greater voice by increasing their participation in actions against child labour will help ensure that women are also active promoters of social change in this regard. Apart from the important role women play in publicizing child labour messages, increasing their opportunity to voice their ideas—given that women and men have had different life experiences— may also reveal unanticipated and novel approaches to programmes or anti-child labour campaigns.

Women may themselves have shared many of the constraints that currently force young girls to engage in hazardous work. Hence, they may be able to communicate the message regarding girl child labour in a more intelligible way. Likewise, men may be better at articulating the reasons why some boys end up as child labourers.

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53. This good practice is based on the ILO/IPEC Red Card to Child Labour Campaign, launched 18 January 2002, Bamako, Mali.

Both men and women, furthermore, are employers of child domestic labourers. All of civil society should therefore be encouraged to become involved in relevant debates and in campaigns against child labour. Gender mainstreaming requires the full participation of women in all spheres of life. Any organization attempting to mainstream gender should address issues related to giving women a greater voice in various sectors. Many programmes face the challenge of identifying women “change agents” who can advise and contribute both as experts and as participants.

Football (soccer), from the fans to the players to the coaches, has traditionally been a male domain. The last few years have seen a surprising shift, however—more women than ever are watching and playing football, with entire families now attending football matches. Interest in women’s football itself has also gained momentum.

Football is a great crowd puller, and the social enthusiasm for the game offered an innovative opportunity to launch the ILO/IPEC Red Card to Child Labour Campaign message to millions in Africa. The red card, one of the most widely recognized symbols in the world, is handed out by referees for serious rule violations on the football field. The Red Card to Child Labour Campaign borrowed the symbolism of the red card to convey the social unacceptability of child labour. The Campaign was launched 18 January 2002 in Bamako, during the African Cup of Nations, with the President of Mali and co-sponsors from the Confédération Africaine de Football (CAF) and the Comité d’Organisation de la Coupe d’Afrique des Nations (COCAN) 2002. Partners included CAF, COCAN, the Fédération Internationale de Football Association (FIFA), UN organizations, and the media, with officials, referees, footballers, coaches, and musicians also contributing to the campaign.

In Mali, an NGO known as Coordinators for Women’s Associations and NGOs (CAFO), which has nearly 5,000 members, was instrumental in mobilizing support throughout Mali for the Red Card to Child Labour Campaign. Although the Campaign did not originally have any specific “gender”<sup>54</sup> focus, a strong gender focus did emerge through the involvement of CAFO.

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54. Gender refers to the social differences and relations between girls and boys/women and men that are learned, vary widely, and change over time.

## **Key steps in initiating this practice**

The publicity campaign rested on three elements: an actual red card, a song entitled “Red Card”, and a video in three different formats (30 seconds, 2 minutes, and 3 minutes). A range of activities related to these elements were conducted with CAFO during the Red Card to Child Labour Campaign at the African Cup of Nations. CAFO organized a women’s march through the streets of Bamako during the competition to raise awareness among the public and the media regarding the worst forms of child labour. Prominent leaders of Malian organizations and institutions also joined the march. An anti-child labour manifesto was handed to the Minister of Labour in the presence of other important authorities.

Other activities and events:

- A woman’s football match was organized in Bamako, during which a women’s theatre-for-development group performed skits related to child labour.
- The song “Red Card” was performed in French, English, and Lingala by Pierrette Adams, an African singer, accompanied by the Ivorian musicians “Boncana Maiga”.
- More than 50 CAFO leaders participated in a debate about the role of women and women’s associations in the fight against child labour.
- A cultural party—the “Balafon Night”—was organized to sensitize the public to the problem of child labour.
- Girl domestic workers drew attention to the difficult conditions of work that they experienced.
- T-shirts, banners, exhibition panels, posters, fliers, badges, and whistles were widely distributed by CAFO.
- CAFO organized other women’s groups and children to dance and sing during the African Cup of Nations.

- A well-known African humourist improvised on the theme of “red card to child labour”.
- Messages opposing child labour from players and celebrities were screened.

## **Why the Red Card to Child Labour Campaign is a good practice in gender mainstreaming**

**Giving girls and women (and other marginalized people) a voice.** What is special about this good practice is that, through the umbrella NGO CAFO, it involved women—even though women are commonly perceived as being weakly represented in a sport such as football. This provided a mechanism for incorporating the experiences of women and girls into a campaign that used soccer, the world’s most popular sport, to highlight child labour issues. The practice demonstrated that, even in a seemingly male-dominated area, there remains space to include women, absorb their experiences, and apply their expertise. In essence, women were given a greater voice by increasing their participation in the campaign. Thus the Red Card to Child Labour Campaign is included in Category 4 in the ILO/IPEC approaches to bring gender issues into the mainstream—giving girls and women a voice.

## **Effectiveness/impact: The mobilization of women around the campaign**

CAFO members did a marvellous job by mobilizing participation in the Red Card Campaign.

Mobilization is a process of bringing people together to discuss common problems and possible solutions, often leading to networks and public lobbying for the recognition of selected issues. People become empowered through mobilization to address a situation themselves. For example, groups can meet to discuss their experiences, recognize the elements of discrimination and oppression, and devise collective strategies to challenge these problems.

Effective promotion of social change must involve both women and men. Women's participation, however, often requires more active engagement and commitment from men and male-dominated institutions. Through the involvement of CAFO in this campaign, men and male-dominated institutions were able to see how thousands of women and youth could enliven football matches with the slogan "Red Card Against Child Labour". In essence, what happened was that a space was opened where women could organize around an issue. This provided an audience for women's voices, as well as for those of many men, in an area where women are often less visible.

## **Sustainable change in attitudes to women**

Following the Red Card Campaign, having been given the full responsibility for aspects of such an important initiative against child labour, the women participants shared feelings of increased confidence and self-worth. Male attitudes towards women had also changed. The value of the women's contribution to the campaign, as well as their organizational capacity and strength of conviction, were recognized by the men and highly praised.

## **Replicability**

The lessons learned regarding the involvement of women—e.g. their excellent ability to mobilize and organize—has reinforced the belief among those working to eradicate the worst forms of child labour that it is important to partner with women's NGO organizations in future campaigns. Due to the success of the Red Card to Child Labour Campaign in Mali, plans are underway to replicate the action and involve women's groups in the main regional and international football events—among others, the South American Under-20 Championship, in Uruguay (January 2003), the Copa America in Peru (2004), and the Women's World Cup, in China (September 2003).

## Necessary conditions

- A reliable women's organization (CAFO) was already active in Mali.
- The organizers of the campaign had the confidence and ability to delegate major campaign activities to CAFO, standing back and letting CAFO get on with organizing events in the way they saw most fit.
- Realized the potential importance of their role in mobilizing people for social change, public institutions cooperated with the campaign.
- The full support of the media was an important element.
- The support of well-known and well-liked personalities and artists made the campaign a popular event.

### More information:

Video: *Red card to child labour*. Fact sheet (IPEC, 14 March 2002).

Red Card brochure: *Manifesto of CAFO: "Red card to child labour"*. Campaign report (when finalized); press release "ILO waves a red card".

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CAFO: Madame TRAORE Oumou TOURÉ, Secrétaire Exécutive de la CAFO, tél./fax : (223) 20-06-51, BP. 2774, Bamako; e-mail: woiyo@hotmail.com/woiyoo @ yahoo. fr; Sogoniko, Rue 114, Porte 590, Bamako.

## 4.3 Preventing trafficking of women and children in the Mekong region: A participatory approach

### Level 3: Replicated good practice

**Keywords:** participatory approaches; gender equality; stakeholder focus; skills and entrepreneurial training; awareness raising on the status of women; community-based planning

**This good practice illustrates how an emphasis on participatory development—giving those who often do not have a say in planning their own future an opportunity to state their views—is vital for gender mainstreaming and is effective development practice.<sup>55</sup>**

### Description of the gender issue and the good practice

The issue of gender is highly relevant to both the supply and demand sides in the commercial trafficking of people. In many Asian societies, for example, girls are expected to sacrifice their education and take on major responsibilities towards parents and other family members, concessions not expected of their brothers. It is also commonly accepted that one day girls will marry and leave home, bringing little or no money into their parents' household. In these situations, girls are often seen as a relatively “poor investment”, and sending them away to work may seem the better option. Girls are also sometimes regarded as expendable, or as burdens on poorer households. Laws and law enforcement, in addition to informal rules imposed by many cultural contexts, compound such expressions of gender inequality.

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55. This good practice comes from the Mekong Sub-regional Project to Combat Trafficking in Children and Women, Phase 1, 1997-2002.

All trafficked children suffer isolation from family and community, fear and psychological trauma as a result of their illegal status, physical and emotional harm, and loss of childhood and education. As a result, trafficked children in general face a shattered future. Trafficked girls, however, suffer even more, given the higher risk of pregnancy, early motherhood, and reproductive illnesses that might affect their ability to have children in later life. In addition, trafficked girls are often shamed by their earlier sexual activity (whether forced or not). Such girls are often rejected when they return to their families or communities with a child or reproductive complications. Without family and social acceptance, in many societies, their chances of marriage are greatly diminished, and they may fall again into the hands of traffickers or return to exploitative situations in desperation (Boonpala and Kane, 2001).<sup>56</sup>

The ILO/IPEC Trafficking in Children and Women Project (TICW Project) began in 1997, and is beginning its second phase in 2003.<sup>57</sup> The project covers Cambodia, the Lao People's Democratic Republic, Thailand, Viet Nam, and China's Yunnan Province. The project aims to reduce trafficking in children and women within the Greater Mekong Sub-region. This is to be achieved through capacity building, awareness raising, advocacy, and direct assistance. The project is funded by the Department for International Development (DFID), UK, and is being conducted in collaboration with the ILO Gender Equality Promotion Programme (GENPROM) and the ILO Bangkok Area Office (BAO) with the East Asia Multidisciplinary Advisory Team (EASMAT).

The TICW Project began with a "platform building phase" that undertook action research on the situation of trafficking in women and children, including analysis of lessons learned in other trafficking projects. Sub-regional consultations with a wide range of stakeholders were organized. On the basis of analyses undertaken in the preparatory phase, action programmes and activities, including direct assistance projects, were prepared. Hundreds of families with children at risk of being trafficked have benefited from the TICW Project, with targeted income-generation schemes, education and skills training, micro-finance, and awareness-

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56. These two introductory paragraphs are adapted from Panudda Boonpala and June Kane, *Trafficking of children: The problem and responses world-wide* (2001). A preliminary version of a forthcoming report on the trafficking of children for distribution at the 2<sup>nd</sup> World Congress against Commercial Sexual Exploitation of Children, Yokohama, 17-19 December 2001.

57. An evaluation of this project was conducted at the end of 2001

raising interventions. Families have earned sufficient income to save money and send children to school instead of sending them away to work.

## **Key steps in mainstreaming gender in the TICW project**

- National steering committees on trafficking in women and children have been established in the participating countries.
- Using provincial-level data for selection purposes, districts and villages are chosen for interventions. Data collection at the local level includes focus group discussion, addressing both problems and solutions, with children, women, and other groups. Special efforts are made to have women participate in such focus groups.
- The TICW Project took advantage of the experiences of the ILO GENPROM programme staff, who have the capacity to promote gender equality in job creation.
- The project has also capitalized, wherever possible, on existing services and data sources, complementing rather than duplicating available resources.
- Funds are provided for direct assistance and community projects. Community development projects are set up in the selected geographical areas through a participatory process employing, in a gender-sensitive manner, the objective-oriented project planning technique. Village committees are set up through a participatory approach. In many situations, it was recommended that at least half of the community members appointed within each village should be women (i.e. a quota to ensure sex-balanced representation). Many of the community projects focus partly on the development of alternative livelihood strategies, skills training, income generation, and basic education. In some regions, manuals for market-oriented vocational training and income-generation activities relevant to women (and men) have been produced.

- In July 2002, a support pilot intervention<sup>58</sup> was designed to enable ILO partner organizations to address gender inequalities more systematically, and to raise awareness through capacity building and networking. Gender and child labour training teams have been established at the country level. The pilot intervention has developed and implemented a training needs and networking assessment for gender analysis, assessing good practices, gaps, existing training materials, etc. The next phase will support training-of-trainers workshops.

## **Why the TICW project is a good practice in gender mainstreaming**

### **Giving girls and women (and other marginalized people) a voice**

***Integrated gender component.*** The TICW project is included as a good practice because—following the platform building phase of the project mentioned above—all activities in the action programmes include an integrated gender component. The integrated gender component is largely due to collaboration with the ILO GENPROM programme, which has focused on more and better jobs for women and on gender equality.<sup>59</sup> Aiming to ameliorate existing gender inequalities leading to the trafficking of women and girls, the project targets women and girls with skills and entrepreneurial training at the village level. As a result, the TICW project has provided employment creation, alternative livelihoods, and legal literacy for many girls and young women at risk of being trafficked.

***Emphasis on participatory development.*** The TICW project is also included as a good practice in gender mainstreaming because of its emphasis on participatory development, a vital component of gender mainstreaming approaches and overall good development

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58. Under the DFID/ILO partnership framework.

59. Gender equality refers to the equal rights, responsibilities, and opportunities for men and women/girls and boys.

practice. We have thus included the project in action Category 4.<sup>60</sup> Avoiding top-down approaches in project interventions is key, in the TICW project, and stakeholders at the grassroots level play an important role in identifying realistic development options. Through a community-based planning approach for direct assistance projects at the village level, the TICW project gives girls and women a greater chance to get involved. Their participation in the design of activities is deliberately increased through direct consultations. (Participatory approaches often reveal significant gender differences. In Cambodia, for example, men consulted in two villages prioritized access to cows and irrigation, while women in the same two villages prioritized food security, access to cows, alternative household crops, education for their children, and more information on the law and human rights.)

***Awareness-raising component.*** The TICW project is also a good practice in gender mainstreaming because it includes a component on awareness-raising regarding the status of women and girls. The project collaborates with national and provincial authorities in changing attitudes on the status of girls and women at risk of being trafficked. In China's Yunnan Province, for instance, following training in the Simao Prefecture, the participation of women in the Township Congress increased from 20 to 30 per cent, and traditions of gender-segregated eating among ethnic minority groups were altered by consensus, and men and women now eat together.

## **Innovative: Participatory stakeholder focus**

Consultation with a wide range of stakeholders is one major focus of the TICW Project—an innovative approach in some countries in the region. Apart from stakeholders at the grassroots level, and families in which children and women are at risk of being trafficked, stakeholders also include national, provincial and district-level governments, other United Nations Agencies,<sup>61</sup> ILO/IPEC staff themselves, and other ILO sections (GENPROM,

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60. The TICW project also emphasizes gender-specific actions for women and girls, at the same time initiating a process of institutional change in attitudes towards trafficking of women and girls at the national level. Here, however, we are mainly emphasizing the participatory approach in the TICW project, and thus include in the category of good practices related to giving girls and women a greater voice by increasing their participation to ensure their perspectives are taken into account.

61. United Nations Agencies include the Economic and Social Commission for Asia and the Pacific (ESCAP), the United Nations Inter-Agency Project on Trafficking (UN-IAP), and International Organization for Migration (IOM).

BAO/EASMAT, Start and Improve Your Business, the Small Enterprise Development Programme, and the Social Finance Unit), workers' organizations, and employers' organizations. The advantages of such a broad-based approach to stakeholders include these:

- improved understanding of the complexity of trafficking and associated gender issues;
- better selection of trafficking source areas;
- a feeling of “ownership” regarding the trafficking problem among many stakeholders; and
- greater stakeholder participation in the process.

## **Replicability**

The TICW Project is a model of how national initiatives, using national competencies, can be planned and developed as part of a wider sub-regional undertaking. A large volume of research, good practices, analysis of lessons learned, and information sharing means that the project can quickly shift and change direction to address changing circumstances and changing gender roles. The Chinese government is already replicating the model of the Yunnan TICW Project in other provinces. This model has also inspired work in actions against child labour in Central and Western Africa, Eastern Europe, and Latin America, and the model has been replicated in these countries.

## **Sustainability and efficiency in the TICW Project**

One outcome of the TICW Project has been greater activism and commitment to addressing the issue of trafficking in women and children. This includes volunteer participation in project activities and the mobilization of a broad alliance of partners. The development of networks has enhanced national capacities for combating trafficking in women and children. In the Lao PDR and Yunnan Province of China, for instance, no national organizations working on trafficking existed prior to the TICW Project. All project

interventions have monitoring components to ensure that resources are used in a way that maximizes their impact. For example, where they exist in the area, links to similar initiatives are sought to avoid duplication of effort. Financial and technical resources, meanwhile, are pooled with other agencies such as UN-IAP and ESCAP.

## **Necessary conditions for this good practice**

- Implementation of the model required political commitment. Moves to reduce trafficking required dedication to raising the status of women and girls. A clear framework for the TICW Project was in place, with steering committees including high-level officers from ministries such as Planning and the Prime Ministers Office.
- The provincial authorities evinced a willingness to support and delegate power to lower levels, which was vital if effective participatory approaches were to emerge.
- Time was allowed for local participation, acknowledging that often more efforts are needed to encourage the participation of women.
- One requirement was a well-motivated team of project staff with secure positions. Training of such staff aimed at supporting long-term endeavours, rather than one-off events. Capacity building in gender analysis was important for all staff. Working with partners who had expertise in operationalizing gender equality was also important.
- Coordination was key. International agencies were willing to work together rather than in competition with one another.
- Capacity building was provided in the effective use of the media in mobilizing support for changes in policies and attitudes.
- Income-generating activities proved commercially viable, based as they were on proper marketing analysis and answering real economic demands.

### **More information on the TICW project:**

*ECPAT international good practices in combating the commercial sexual exploitation of children*

[Http://www.ecpat.net/eng/CSEC/good\\_practices/trafficking\\_mekong.asp](http://www.ecpat.net/eng/CSEC/good_practices/trafficking_mekong.asp)

*Combating trafficking of women and children in South Asia: Mainstreaming anti-trafficking initiatives in the ADB's poverty reduction operations*

[Http://www.adb.org/Gender/reta5948.asp](http://www.adb.org/Gender/reta5948.asp)

Panudda Boonpala and June Kane: *Trafficking of children: The problem and responses world-wide* (Geneva , ILO/IPEC, 2001).

[Www.ilo.org/public/english/standards/ipec/publ/childtraf/trafficking.pdf](http://www.ilo.org/public/english/standards/ipec/publ/childtraf/trafficking.pdf).

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The ILO Gender Promotion Programme website:

<http://www.ilo.org/public/english/employment/gems/partner.htm>

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Ms. Lin Lean Lim (Director): [lim@ilo.org](mailto:lim@ilo.org)

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## 4.4 Provision of “space” for women to meet and find out about trafficking risks in China

### Level 2: Successfully demonstrated practice

**Keywords:** trafficking prevention; information exchange; networking; women in decision making; equality strategies also involving men; awareness raising; participation; training

**The Women’s Homes (Yunnan Province, China) described in this good practice<sup>62</sup> provide excellent venues for discussion and meetings. They have provided a forum for those at risk of being trafficked to learn about trafficking issues and openly discuss their fears and reasons for migration.**

### Description of the gender issue and the good practice

People in rural areas, women in particular, often find few formal venues for collective activities, seldom having the chance to exchange information and ideas. This is especially relevant when discussing positive and negative work experiences and life outside a restricted geographical location—without much prior exposure to the outside world, an alternative working life is often perceived as the only way out of the household. For girls in particular, work outside the home seems to offer the potential for independence, for making new friends and getting to know the world.

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62. This good practice is a component of the Mekong Sub-regional Project to Combat Trafficking in Children and Women, Phase 1, 1997-2002. It is conducted under the Project’s Awareness Raising and Publicity Campaign

Many women and girls initially enter employment to contribute economically to the family, and often hope to get married later. For some girls, moving away to work often appears an attractive, even glamorous, option compared to remaining in the household locality. In many cultures, staying at home for girls, in comparison, means limited social engagements and relatively boring lives.

Rural people, however, often lack accurate information about what the “outside world” is really like. Potential employers—many of them essentially traffickers feeding on the innocent—often lie to rural women and children. Women in particular lack access to information, often having lower literacy rates than men and referring to different sources than do their male counterparts. Fundamental to successful prevention strategies is determining how relevant details regarding trafficking can best reach those most at risk of victimization.

Women’s Homes<sup>63</sup> as venues for information sharing were established in 12 project villages in Jiangcheng and Menghai counties in Simao and Xishuangbanna prefectures, Yunnan Province, China, in November 2001. These homes were part of the awareness-raising component of the TICW Project. The project<sup>64</sup> aims to prevent trafficking through employment creation, education and vocational training, and building on existing programmes and good practices.<sup>65</sup> The Homes that have been established have provided a venue where

- villagers, especially women, can exchange ideas;
- villagers have discussed successes and lessons learned regarding improved crops and animal rearing;
- the community has met and discussed how best to prevent trafficking;

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63. The term Women’s Home was used rather than women’s centre, because “centre” has a more official connotation than does “home”.

64. Other countries covered in this project are Cambodia, the Lao PDR, Thailand, and Viet Nam. This project, funded by DFID, aims to reinforce the gender component through pilot interventions.

65. An evaluation of this project was conducted at the end of 2001.

- entertainment has been organized, educational programmes presented, and people given access to reading materials;
- villagers have exchanged marketing information; and
- boredom has been reduced through a venue for socializing, learning, and meeting others..

## **Key steps in initiating this good practice**

The concept of women's homes predates the TICW project. The Women's Federation and some big villages already had such institutions. The TICW project then targeted other villages that had populations at high risk of trafficking.

The idea of establishing Women's Homes was discussed with county, township, and village authorities with support from various organizations that contribute to setting them up. Village committees usually donated the buildings, while the Agriculture and Justice bureaus provided library materials. The local Women's Federation provided additional materials, and took responsibility for facilitating the use of the Women's Home for activities relating to the prevention of trafficking in women and children. The TICW Project provided tables, chairs, and audio-visual equipment used in community training.

## **Why the establishment of the Women's Homes is a good practice in gender mainstreaming**

**Giving girls and women (and other marginalized people) a voice.** This good practice helps to keep the trafficking of women and children on the agenda in villages in Yunnan Province. Women's Homes as venues for sharing information are included as a good practice because these establishments provide a forum for women to

- exercise their voice;

- network about concerns they may have about potential jobs outside the area;
- discuss the problem of addressing trafficking themselves and with other members of the community; and
- benefit from support to develop their opportunities and skills (this applies to men as well).

Effective participatory projects thrive only in an enabling environment. The Women's Homes provide such environments, encouraging solidarity on the issue of human trafficking. We have included the practice in action Category 4 because it provides forums for the voices of girls and women, helping to ensure that their interests and perspectives are taken into account.

Men and women often play different roles in society, and thus may have different needs. All too often, women's concerns—as well as those of individuals from other groups marginalized because they are less vocal or eloquent, and who hence tend to be “invisible” or considered unimportant—are forgotten or considered insignificant in the overall planning process. Efforts to tackle such problems as trafficking must recognize men's and women's respective needs, vulnerabilities, and capacities in the broader context of culture, age, ethnicity, race, religion, and economic opportunities. The Women's Homes provide a venue where women's needs—in particular, the generation of measures that avoid women and young girls having to leave their villages in search of work—may be kept in the forefront.

Previously, the target villages lacked public venues where women could meet to discuss community matters. The women very much welcome places where they and village girls can easily meet to discuss social issues of concern, such as factors that lead them to leave the village and matters of gender equality. The Homes also provide places for training in income-generation alternatives.

Indeed, the Women's Homes have attracted the whole community, reflecting the fact that female and male activities and behaviour are highly interdependent, and that women cannot be considered in isolation from men. In general, the Homes have facilitated improved

communications both between individuals in villages and between Women's Homes in other villages.

## **Relevance for the prevention of trafficking**

A range of activities are undertaken at the Women's Homes. Villagers wishing to leave the village, for example, can watch a promotional video on legal employment which was developed in collaboration with the ILO Mekong Sub-Regional Project to Combat Trafficking in Children and Women. Legal advocacy issues, information on employment opportunities, and training in project management are among other activities available. (The latter resource enables villagers to manage aspects of the ILO Mekong Project themselves.) Videos with information from the Labour Department and the Women's Federation are both broadcast and available for viewing, and information on agriculture and animal husbandry is available. A lending library is yet another facility provided. Some Women's Homes organize cultural events and entertainment, with news and videos shown from around the country.

### **A Women's Homes activity in Menghai County**

In Menghai County, Women's Homes hold formal activities twice a week. Since the Homes were established, 18 training sessions on the prevention of human trafficking and awareness raising have been held by the County Women's Federation, and 3,356 villagers participated in the training sessions on protective law for the rights and interests of women, gender equality, and trafficking prevention. In activities related to income generation, the Agriculture Bureau held 6 training sessions for 430 participants on reforming low-yielding tea gardens; 3 training sessions for 450 participants on sweet bamboo; and 6 skills training sessions on the Diantun 502 paddy rice variety. All of these activities aimed at raising the income of families and avoiding the need to send people away to work.

The County Justice Bureau also held legal literacy training at the Women's Home; the Education Bureau organized volunteer publicity teams among students; and the County Labour and Employment Service Bureau, with the help of Labour and Employment departments, released employment information and publicized information on how to migrate legally.

## **Effectiveness and impact**

Women's Homes are located in each county's administrative village. This may not prove convenient for those who live far away, especially among the elderly and very young. In any case, those who participate in the Homes tend to be young women and men.

Most of these young women and men are directly out of school and single, and therefore at highest risk of leaving their villages. Training and activities aimed at exchanges between villagers, as well as entertainment activities, are designed to target this group. One priority concern is to prevent them from becoming trafficking victims.

In Jiangcheng County, ILO partner agencies report that Women's Homes not only serve as venues for village training and information exchange, but also lay a solid foundation for the smooth implementation of the country ILO TICW Project. People discuss the factors that lead to trafficking and preventive measures. Market information is also exchanged, including news about which agricultural products are currently selling well, prices, and how such products may be effectively promoted. Other topics of discussion include outsiders that visit the village, and whether they have a reputation for trafficking in women and children.

Individuals who have benefited from the ILO TICW Project through direct assistance report changes in their lives as a result of these Women's Homes. This initiative has proven especially effective when villagers produce and perform shows promoting awareness of human trafficking. Such events attract still more people to participate in forthcoming activities. One performance attracted more than 1,000 people at the Women's Home in Liangmahe Village, Baozang Township.

The merits of further education are often discussed. Schools have produced brochures on topics such as "I want to go to school" and "Girls have the same rights as boys". Working directly with children has proven very effective in raising awareness of trafficking. In some villages, project teams organized through the Women's Homes have conducted surveys and helped to identify both positive and negative elements in the community. Later

discussions may address such issues as how traffickers trick villagers, gender inequalities that motivate young girls to leave home, and new means for income generation.

## **Replicability**

Women's Homes have become so popular in target villages that another 53 Homes have been established in neighbouring villages across the counties. Efforts are also underway to set up Homes in other regions of Yunnan Province.

## **Sustainability**

Women's Homes tend to address many issues related to trafficking. These include a venue for community action on trafficking, a forum for community performances (such as trafficking-prevention theatre performances), as well as a setting for social interaction (addressing the issue of boredom). The likelihood of such Homes continuing after the ILO TICW Project thus appears high. The local village administration needs to continue providing inputs such as paying electrical bills, however, and this may affect sustainability.

## **Necessary conditions for this good practice**

- An overall project framework with specific goals and objectives—in this case the TICW Project—was already in place.
- Each village donated a building for the Women's Home.
- The local authorities agreed to pay overhead costs.
- Funds were provided for basic furnishings such as tables and chairs, and for audio-visual materials.

- A good social organizer should be available. The local Women's Federation played this role in Yunnan Province, organizing the Women's Homes and maximizing their activities around trafficking prevention.
- There was a commitment to branch out to more remote villages where women and children are at risk of trafficking and invisible.
- Close collaboration between relevant official bureaus was needed to supply relevant materials on such issues as gender equality; awareness raising regarding trafficking prevention; income-generation alternatives (in Yunnan Province, the Agriculture and Labour bureaus); health matters (e.g. HIV/AIDS prevention); legal matters (Justice and Public Security bureaus).

### **The ILO Gender Promotion Programme website:**

[Http://www.ilo.org/public/english/employment/gems/partner.htm](http://www.ilo.org/public/english/employment/gems/partner.htm)

Ms. Lin Lean Lim, Director: [genprom@ilo.org](mailto:genprom@ilo.org); Mrs. Theresa Smout : [smout@ilo.org](mailto:smout@ilo.org)

### **More information on the TICW project:**

ECPAT international good practices in combating the commercial sexual exploitation of children

[Http://www.ecpat.net/eng/CSEC/good\\_practices/trafficking\\_mekong.asp](http://www.ecpat.net/eng/CSEC/good_practices/trafficking_mekong.asp)

Combating trafficking of women and children in South Asia: Mainstreaming anti-trafficking initiatives in ADB's poverty reduction operations

[Http://www.adb.org/Gender/reta5948.asp](http://www.adb.org/Gender/reta5948.asp)

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## 4.5 A voice for girls and boys at the national stakeholder consultation on the worst forms of child labour in Nepal

### Level 1: Innovative practice

**Keywords:** time-bound programme;  
stakeholders;  
gender and policy-making;  
preparatory work and gender

**This good practice gives girl child workers and marginalized boy workers in Nepal a voice in a stakeholder consultation.<sup>66</sup> Their views were deliberately solicited during a rapid assessment, and children were invited to participate in preparatory workshops contributing to the overall plan to combat child labour in Nepal.**

### Description of the gender issue and the good practice

Including a broad range of stakeholders in planning provides a basis for effective participation—the opportunity to voice their respective stakes helps all involved to better understand the context within which child labour flourishes.

Any stakeholder analysis should include all those directly or indirectly involved in, or affected by, child labour, including those able to effect change at the national level. A subsequent meeting that involves a broad range of stakeholders can help to ensure that programmes against child labour run according to plan. Stakeholder analysis can be used at any time to great effect, but is most effective when introduced in the early planning stages of actions.

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66. This good practice was conducted during 2000-2001 in Nepal, a participant country in the integrated and time-bound approaches to eliminating the worst forms of child labour. The National Stakeholders Consultation was held in May 2001.

To ensure that gender issues are integrated in programmes against child labour and in policies aiming to eliminate the worst forms of child labour, an important first step is to include as stakeholders in any planned discussions those who can nationally represent gender equality issues in child labour. These people, furthermore, must remain in close contact with those they represent. They can then inform other key stakeholders involved in policy-making of the gender equality issues. Those who represent other major issues related to child labour must be aware of the gender issues in their own area of specialization. They must also be able to recognize those gender-equality issues which they have the power to change.

In some cases, a national Government may have a definite action plan for gender issues that cross-cuts various Ministries. Often, however, gender plans may instead be concentrated in the Ministry of Womens' Affairs or the Ministry of Social Affairs, with gender desks (if they exist) or focal points in other Ministries such as Agriculture, Labour, Industry, or Trade. Regardless of the national structure, the key challenge is to ensure that all Ministries mainstream gender concerns. To this end, gender equality issues should be firmly placed on the agenda in all task forces, meetings, and consultations addressing child labour issues.

"Time-bound programmes" are the new ILO/IPEC flagship initiatives. They aim to prevent and, eventually, eliminate the worst forms of child labour within a defined period. Through them, ILO/IPEC will assist countries in identifying priorities and policy options, and in mobilizing local and external resources to combat child labour.

Nepal is one of the first three countries in the world selected for the development and implementation of a time-bound programme. The initial process includes a national stakeholder consultation, and the ILO/IPEC organized a three-day consultation in Kathmandu, 8-10 May 2001. Objectives included

- building national ownership of the time-bound programme;
- enlisting the support of national and international organizations in the programme development;

- identifying priority target groups and target areas for its implementation; and
- prioritizing programme strategies.

The national stakeholder consultation included presentations by national experts and IPEC officials, as well as thematic group-work sessions and plenary discussions.

Following the national stakeholder consultation in Nepal, the time-bound programme implementation document was prepared. It stated that gender inequality was now recognized as, and should be addressed as, a potential cause of the worst forms of child labour. Gender was now to be explicitly taken into consideration, with the recognition that this presented an opportunity for long-term change in child labour. Those who gave a representative voice to the girl child (and boy child) labourers were fully involved in the overall time-bound programme design.

## **Key steps in including gender in the time-bound programme**

Including gender in the group discussions was an important decision taken by the stakeholder consultation planners, and required adequate background knowledge of national gender issues in child labour.

Preparations for the national stakeholder consultation and the time-bound programme included these:

- Rapid assessments targeted child porters, child ragpickers, trafficking in children, child bonded labour, and child domestic labour. Girls and boys involved in the particular types of labour in question were separately documented.

- Among other activities,<sup>67</sup> then, a workshop was organized to assure gender mainstreaming in the time-bound programme, with the participation of all stakeholders from the field to the central-level institutions. For the first time, working girl children participated in such workshops, allowing participants to listen to the voices of very marginalized children.
- Group work during the actual three-day consultation included discussion of mainstreaming gender in the time-bound programme. The five other thematic topics discussed were poverty reduction, labour and social policy, education and training, legislation and enforcement, and social mobilization. Each of these topics also incorporated gender issues.

## Why this is a good practice in gender mainstreaming

**Giving girls and women (and other marginalized people) a voice.** The national stakeholder consultation is included as a good practice because, throughout its preparatory phase, it made a committed effort to include gender issues. During the actual consultation meeting, furthermore, gender mainstreaming remained an explicit theme in the preparation of the time-bound programme.

The entire process involved in the stakeholder consultation on the time-bound programme in Nepal gave girl child (and boy child) labourers a voice during the rapid assessments and in the preparatory workshop, and indirectly—through representatives who had listened to their perspectives prior to the consultation—at the actual stakeholder consultation. We have included the practice in Category 4 of the ILO/IPEC actions required to bring gender into the mainstream in all activities—giving girls, women, and marginalized groups a voice by increasing their participation in programmes.

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67. Other activities included the commissioning of policy analyses concerning education, legislation, poverty, and decentralization; policy dialogues with key government Ministries; seminars to generate greater awareness in civil society; five regional consultation workshops in different parts of the country, in which problems associated with the issue of child labour were extensively discussed and advice sought from the participants at the district level regarding possible measures contributing to the elimination of the worst forms of child labour; and two pre-consultation meetings held with employers' and workers' organizations to incorporate their recommendations in the programme design.

## **Effectiveness / impact**

Integrating gender into the mainstream planning process for the time-bound programme towards the elimination of child labour was a highly effective strategy. Its impact is evident in the guidelines for programme implementation. However, it remains to be seen, during the review process, how effectively gender is mainstreamed during the actual implementation process.

## **An innovative stakeholder focus**

Apart from the Government, many different stakeholders are involved in shaping and implementing anti-child labour policies. Employers' organizations, workers' organizations, multinational organizations, cooperatives, and NGOs all play their respective parts. Identifying a broad range of stakeholders for particular activities requires an appreciation of what stakes the various players have in the process. The success of anti-child labour initiatives depends, ultimately, on the interactions between all relevant stakeholders, each of whom will tend to pursue their own goals and interests.

Hence, it was important that the national stakeholder consultation in Nepal included stakeholders—in this case, in the Ministry of Women, Children and Social Welfare—who dealt directly with gender issues. It was essential, moreover, to ensure that those who gave a representative voice to the girl child (and boy child) labourers were also involved in the overall time-bound programme design. Stakeholders who did not normally consider “gender” issues to be important for their mandate were exposed to a formal situation where these concerns were a matter of priority. Organizers needed to proceed adroitly, helping to identify common objectives, build coalitions, and mediate conflict as they facilitated productive dialogue between the many stakeholders and gender advocates.

## **Relevance**

Information about gender issues in child labour in Nepal was effectively communicated by

- the preparatory workshop on gender mainstreaming in the time-bound programme; and
- the groupwork during the national stakeholder consultation on mainstreaming gender in the time-bound programme.

During the preparatory phase, for example, the workshop on gender mainstreaming helped to establish structures that could channel information describing the real situation of girl child labourers at the field level to organizations working to combat child labour. During the national stakeholder consultation, then, this information was relayed to the actual policy-makers.

Following group discussions, presentations, and plenary discussions, the groupwork results relating to how gender might be mainstreamed in the time-bound programme were incorporated in the overall programme strategy. The use of the media, for example, was recommended as a means of increasing public awareness of women's and children's rights. Other proposals included a minimum wage in the agricultural sector, and equal wages for equal value.

Gender mainstreaming is not supposed to negate the need for programmes specifically targeting girls, and specially targeted programmes for girls were included in the overall programme strategy. Means for the social protection of children, especially girls who work in hidden sectors, need to be developed.

## **Sustainability**

To ensure appropriate ownership of the process, key stakeholders in policy-making were involved with other groups concerned with combating the worst forms of child labour. The fact that gender was consistently addressed as a key issue helps to ensure that “gender” was not relegated to a separate category of problem. It was recognized that, to have the time-bound programme successfully eliminate child labour, gender should be built into regular interventions.

## **Replicability**

Other time-bound programmes have yet to replicate the processes of organizing a meeting to guarantee the inclusion of gender in the programme, and of including gender issues in groupwork leading to the development of strategies and implementing measures. To date, only three time-bound programmes have been established. However, the ILO/IPEC publication *An integrated and time-bound approach: A guide for governments, employers, workers, donors, and other stakeholders* (2001) deals with gender mainstreaming and the integration of gender in the time-bound programmes,<sup>68</sup> which means that the practice of mainstreaming gender can be replicated.

## **Necessary conditions for this good practice**

- Key ILO/IPEC staff and partners and key national policy-makers demonstrated the political will to include gender as an important variable.
- Including gender into the overall national stakeholder consultation process was planned well in advance, and considered such questions as when and how the issue should be raised, and by whom.

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68. See Section 4.6.

- The interests of the most disadvantaged and vulnerable groups of girls and boys were identified in a participatory way, and communicated to all involved. It was important to have gender-disaggregated research findings on the situation of child labourers.

### More information:

Ms. Patricia Roberts (ed.): *Report on the national stakeholder consultation on the time-bound programme against the worst forms of child labour in Nepal* (Kathmandu, ILO/IPEC, June 2001).

*Eliminating the worst forms of child labour: An integrated and time-bound approach: A guide for governments, employers, workers, donors and other stakeholders* (2001). Section 4.6 deals with gender mainstreaming and the integration of gender in the time-bound programmes. Available at <http://www.ilo.org/public/english/standards/ipecc/timebound/manual.pdf>.

### Five rapid assessment reports:

1. K. C. Bal Kumar; Subedi Govind; Gurung Bahadur Yogendra; Adhikari Keshab Prasad: *Nepal: Trafficking in girls with special reference to prostitution*. Rapid Assessment No. 2 (Geneva, ILO-IPEC, 2001). ISBN 92-2-112698-6.
2. Shiva Sharma, Manasa Thakurathi, Krishna Sapkota, Bishnu Devkota, Brahma Rimal: *Nepal: situation of domestic child labourers in Kathmandu*. Rapid assessment No. 3 (Geneva, ILO-IPEC, 2001). ISBN 92-2-112734-6.
3. K. C. Bal Kumar; Gurung Bahadur Yogendra; Adhikari Keshab Prasad; Subedi Govind: *Nepal : Situation of child ragpickers*. Rapid assessment No. 4 (Geneva, ILO-IPEC, 2001). ISBN 92-2-112808-3.
4. Shiva Sharma, Basnyat Bijendra, G. C. Ganesh: *Nepal: Bonded child labour among child workers of the kamaiya system*. Rapid assessment No. 5 (ILO-IPEC, Geneva, 2001). ISBN 92-2-112820-2.
5. K. C. Kumar, Subedi Bal, Govind Gurung; Bahadur Yogendra, Adhikari, Keshab Prasad: *Nepal: Situation of child porters*. Rapid assessment No. 6 (Geneva, ILO-IPEC, 2001). ISBN 92-2-112821-0.

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## 4.6 Voicing opinions on gender equality issues in Guatemala

### Level 1: Innovative practice

**Keywords:** challenging gender stereotypes and gender roles;  
patriarchy; empowerment;  
gender equality  
awareness-raising exercise

**This good practice shows that giving both women and men an opportunity to voice their opinions on given gender equality issues is important, and can be accomplished in a fun way. When everyone gets the chance to air their opinions, more opportunities are created for reaching consensus on how to move forward. Gender equality can be an empowering exercise for both women and men.<sup>69</sup>**

### Description of the gender issue and the good practice

The predominant attitude in many Latin American communities where ILO/IPEC programmes are conducted is that only men, as the heads of household, can decide the future for their sons and daughters, including whether or not they work. Generally, mothers (as wives) must accept their husband's decision and their lower decision-making status in the household. Such social conditioning often results in more restrictions for women, and results in less participation of women in activities organized through ILO/IPEC projects.

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69. This good practice was conducted during the Implementation of the ILO Programme Prevention and Progressive Elimination of Child Labour in the Coffee Industry in Guatemala between November 1999 and 2001.

ILO/IPEC projects aiming at the elimination of child labour in particular industries, for example, often require the involvement of both mothers and fathers in awareness raising and discussions on how to reduce the risks children face at work. This is especially true, perhaps, as men migrate to cities, in many countries, and women increasingly perform more and more agricultural work. Without affordable childcare or school opportunities, women must take their children with them to the fields, thereby exposing the children to risk from such hazards as agricultural tools and pesticides. Consequently, it is especially important that women participate in any strategies to prevent and eliminate child labour.

Social prejudices, attitudes, and behaviour are shaped primarily in the home. In schools, patriarchal<sup>70</sup> attitudes are also reflected in the behaviour of teachers and in the relations children have with their fellow classmates. The fear sometimes exists that advancing the position of women or girls entails taking something away from men. The promotion of equality between women and men does not have to involve simply transferring power from men to women. The promotion of equality can be empowering for both sexes, and usually leads to an improved situation for both.

Equality strategies, in addressing child labour issues, must consider the ways in which male gender identities force men to act in certain ways, affecting women and hindering the achievement of development goals. Beyond ensuring women's participation in activities, this is also a matter of reshaping the attitudes of both women and men. One key aspect of women's empowerment is their participation. Interventions can help to create conditions supporting the participation of women and girls, helping women to become the agents of their own development and to articulate their own interests and their opinions regarding their children's interests.

The ILO/IPEC Hazardous Child Labour in Agriculture Unit is currently undertaking a project on Prevention and Progressive Elimination of Child Labour in the Coffee Industry in Guatemala. This project, started at the end of 1999, is being implemented by Universidad de Valle, Fundación Rural, HOPE, INTERVIDA, and Cooperativa de Periodísticas Departamentales de Guatemala.

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70. "Patriarchal" refers to a society dominated by males and where female voices, views, and perspectives are rarely heard.

In Guatemala, children as young as 6-8 years of age assist their parents in the coffee industry. Besides picking and sorting coffee cherries, children carry coffee sacks and sometimes handle fertilizers and pesticide without proper protective equipment. Women and children accepting lower pay are often favoured over men for work on the plantations. This situation is compounded by ethnic discrimination—the Guatemalan population, especially in coffee-producing areas, includes a high percentage of indigenous peoples. Overall, women are discriminated against both legally and traditionally.

During project implementation, staff have noted that it is difficult to get women to participate in activities. School meetings and awareness-raising sessions regarding hazardous child labour in the coffee industry are normally attended by fathers rather than mothers. Men typically serve as committee chairpersons or presidents. Whether women are single or married, moreover, affects the respect conferred on them by other members of the community. If single women participate in project activities, for instance, people may not respect the project as much as if project committees include married women. Breaking such social stereotypes was an underlying project objective, given the need, for reasons mentioned above, to include a greater number of women on project committees and in local community meetings.

In May 2002, , aiming to challenge gender stereotypes, HOPE initiated a practice with parents and teachers that can be termed a gender equality awareness-raising exercise.<sup>71</sup> The exercise was used as a technique to manage, in a non-threatening and light-hearted manner, debate about gender issues. This became the starting point for discussions and reactions on gender equality issues. The exercise encouraged those with different opinions on what men and women can and cannot do to find common ground.

### **Key steps in initiating a gender equality awareness-raising exercise**

This gender equality awareness-raising exercise was conducted in Guatemala in 22 communities where the ILO/IPEC Coffee Project was underway. Discussion groups

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71. This exercise is now being widely used around the world.

comprised fewer than 30 people. (When groups were too small, people felt more inhibited about sharing their personal opinions.) To begin with, the rules of the exercise were explained:

- The facilitator declares a proposition which then serves as the topic of debate. This can be a deliberately provocative notion such as “Men should make all decisions in the household” or “Only married people can be involved in planning” or “Men must have had sexual experiences before marriage”. These propositions are devised specifically for each community following research into common perceptions of what men and women are respectively able to do. (In the Guatemalan exercise, equality issues regarding boy and girl children were also raised in provocative statements.)
- Those who agree with the statement move to one side of the area, those who are against move to the other side, and those who are unsure or undecided remain in the middle.
- When someone wishes to speak, they must hold their hand up or be holding a particular object that gives them speaking rights. Once a speaker finishes, others join the debate.
- Anyone who is persuaded to alter their initial standpoint by the arguments put forth can change sides at any time. (In the above exercise, some even moved to the middle when they became less sure of their views. No one was made to feel embarrassed about having changed their minds.)
- There are no winners or losers. The objective is not to gain the upper hand or get more people on one side or the other, but simply to express one’s own views and listen to those of others.

As far as possible, discussion continues until there is some consensus on the issue or men agree to let their “wives” participate in project activities.

## **Why the gender equality awareness raising exercise is a good practice in gender mainstreaming**

**Giving girls and women (and other marginalized people) a voice.** In conducting this community-level exercise with the coffee workers' in Guatemala, an attempt was made to challenge male patriarchy and the perceptions of both teachers and parents regarding the superiority of men over women. The exercise highlighted prevailing gender inequalities in the community. It was often argued, for example, that because men work outside the house and provide the money for the household, they should be the key decision-makers. The validity of such perceptions were questioned. The ultimate goal was acceptance by the community of the participation of women in project-related committees and other participatory activities.

This gender equality awareness-raising exercise is also included as a good practice because of its emphasis on reshaping the mainstream in the overall project, rather than just adding women's activities on the margins. The exercise therefore aims to ensure that activities are structured to provide more equitable opportunities for participation for both women and men. The good practice is thus included in Category 4 of the ILO/IPEC approaches needed to bring gender issues into the mainstream in all activities—increasing the participation of women to ensure that their interests and perspectives are taken into account in development work.

### **Effectiveness/impact**

Prior to the gender equality awareness-raising exercise in the ILO/IPEC Project areas of Guatemala, there were no mothers as students in safety and health courses, and no boys and girls sharing worktables in school. Since the exercise has been undertaken, more women are participating in school committees. Mothers have had more influence on what is purchased with scholarship money, for example—since women have joined school committees, more has been spent on clothes and shoes for children. This reflects the fact that

women and men typically have different priorities and needs. Teachers who have participated in the exercise were reported to be more sensitive in their attitudes to boys and girls in the classroom.

## **Replicability and sustainability**

In essence, the exercise can be applied wherever attitude change is required for the elimination of gender inequalities. It has been replicated, at minimum cost, where the joint participation of both mothers and fathers is required. In given situations, the specific inequality issues linked with the target child labour issues were clearly defined in advance. The declarations and gender inequality-related topics had to be adapted to the age group and the understanding of the participants. Whatever the location or situation, however, the aim has been the same—to reduce male patriarchal attitudes and increase the sense of self-worth among the women themselves.

## **Relevance**

During the exercise, men often felt guilty about their attitudes—especially when it was publicly revealed that they discriminate strongly between their sons and daughters. They were challenged to think about such discrimination and its effects, which proved interesting, since they had never before considered these things. For example, they were encouraged to reconsider allowing their daughters to participate in the Guatemalan national scholarship programme for female education.

## **Responsiveness/ethical force**

The gender equality awareness-raising exercise was conducted without overt criticism towards men or teachers. The facilitators who led the exercise introduced new concepts in a non-aggressive and sensitive manner. Efforts were often made to create an

atmosphere that was both fun and competitive. Those who held contentious attitudes were not dismissed or publicly ridiculed.

## **Efficiency and implementation**

Capacity building was first provided for the facilitators who led the exercise. Once this initial investment had been made, the same facilitators could go on to lead similar exercises in many communities. The exercise was more effective when exercise participants, rather than the facilitators themselves, specified the prevalent inequalities in the community. The exercise has also demonstrated its efficiency, having proven very effective in encouraging husbands to “allow” the women to participate in group activities for the progressive elimination of child labour in the coffee industry in Guatemala.

## **Necessary conditions for this good practice**

- The project situation involved specific inequality issues, including prevalent patriarchal attitudes, that needed to be addressed.
- Facilitators were available who were able to implement such an exercise swiftly, given that the participants were otherwise occupied with job responsibilities and so on.

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## Methodology

This is the first time the ILO/IPEC has collected and documented good practices in gender mainstreaming in actions against child labour. Consequently, while it is believed that the 19 good practices contained in the report are genuine good practices, further research is needed to establish this conclusively. The more detailed the information concerning key elements of the good practice, the better for efforts at replicating and demonstrating it.

Limitations and difficulties in accurately measuring good practices in gender mainstreaming in actions against child labour include these:

- Good practices in gender mainstreaming are interdisciplinary, cutting across child labour policy; ILO/IPEC project and programme implementation, monitoring, and evaluation; research; international law; and communication theory.
- Viewing the good practice in the context within which it arises.
- Reports and documents can all be scrutinized to see how different initiatives have approached gender. However, this process may well miss the tacit component—i.e. information that has not been explicitly presented in the data or analysis. The transmission of information from one agent to another is therefore central in determining what really occurred, and hence the documentation of good practices in gender mainstreaming

The identification of good practices in gender mainstreaming in ILO/IPEC employed the following method:

1. Review of ILO/IPEC's *Framework and process for identifying, disseminating, and using good practices in child labour*.<sup>72</sup>

2. Examination of published good practices in gender mainstreaming from United Nations and other agencies.<sup>73</sup> Comparing criteria of what constitutes a good practice in gender mainstreaming. Investigation of different formats for presenting good practices used by other agencies, and of good practices in use.

3. Review of ILO/IPEC gender-related materials.

4. Adaptation of the definitions, levels of good practice, and criteria of good practices from the ILO/IPEC's *Framework and process for identifying, disseminating, and using good practices in child labour* to gender mainstreaming concepts. Preparation of draft definitions regarding good practice in gender mainstreaming in actions against child labour.<sup>74</sup> Careful review of the criteria of what makes a good practice "good", of how to measure and adapt it to the existing gender mainstreaming framework in ILO/IPEC.

5. Preparation of a flyer for ILO/IPEC staff introducing the idea of the report on good practices in gender mainstreaming in actions against child labour, and soliciting good practices for IPEC in gender mainstreaming.

6. Collection of input from ILO/IPEC headquarters and field staff, and review of suggestions that reflected their positive experiences in the area of gender integration in IPEC operational projects and research. Desk review of various documents including the ILO/IPEC website; time-bound programme; project documents; terms of reference for major studies or activities; thematic evaluation documents; action programmes; IPEC rapid assessment reports; brochures; job descriptions; checklists; and recommendations from reports. Analysis of results.

7. Interviews with key staff at ILO/IPEC Headquarters.

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72. Burt Perrin, Independent Consultant: *Framework and process for identifying, disseminating and using good practices in child labour*. Draft presented to the ILO/IPEC Design, Evaluation and Database Unit (13 October 2001).

73. FAO, UNICEF, UNDP, APEC's advisory group on gender integration, UNHCR, Council of Europe, etc.

74. This was later revised.

8. Preparation and drafting of the report, and categorization of good practices.  
Revised definition of good practice in actions against child labour and gender mainstreaming.
9. Presentation of each drafted good practice to the relevant ILO/IPEC Officer for comment and feedback.
10. Revision and finalization.

## **Criteria of a good practice in gender mainstreaming: The lynchpin of good practices**

A critical issue in preparing this report was consideration of the criteria used to designate an activity as a good practice. The criteria outlined in the ILO/IPEC's *Framework and process for identifying, disseminating and using good practices in child labour* were studied in conjunction with existing gender-mainstreaming concepts applying criteria from other agencies. The same criteria in the aforementioned *Framework*, it became evident, could be used, with modifications, for the good practices in gender mainstreaming in actions against child labour report. (See Annex 4: Adoption of criteria and levels.)

## **Soliciting good practices from ILO/IPEC staff**

A colourful flyer for ILO/IPEC headquarters and field staff was developed (see Annex 3), soliciting their help in suggesting good practices for inclusion in the report. The flyer outlined what a good practice was and what gender mainstreaming meant, and provided a tentative definition of a good practice in gender mainstreaming for ILO/IPEC together with examples. It also outlined the ILO/IPEC approaches to bringing gender issues into the mainstream in all policies, programmes, and activities.

Due to gender-related activities such as a workshop on gender mainstreaming in ILO/IPEC that had already been conducted within ILO/IPEC, and the many calls to document good practices, staff were eager to propose candidates. Following receipt of

suggestions from staff, the gender focal point at ILO/IPEC followed up with telephone interviews and requests for clarification.

## **Interviews with key staff**

Interviews with key ILO/IPEC staff provided a flexible means of acquiring descriptive data on a particular project, programme, or policy. They also opened channels for determining how the good practice should be categorized.

Generally, background information on the practice was studied prior to the interviews. The consultant was then better prepared to ask pertinent questions, which centred on why ILO/IPEC staff members thought proposed practices should be included among the good practices in gender mainstreaming. The interviews also sought to discover whether the practice had been deliberately planned in advance, or whether gender had been mainstreamed by default due to the participation of partner agencies and beneficiaries.

But this process may suffer from limitations. Interviewer bias can skew the questions, on the one hand, while interviewees may, however inadvertently, misrepresent their practices in the hope that these will be selected for inclusion in the report.

## **Selecting the good practices for inclusion in the report**

An eclectic mix of techniques were used in collecting the good practices, including soliciting suggestions from ILO/IPEC staff, locating good practices through the gender focal points, and collecting practices that already enjoyed a general consensus regarding their “good” nature. As this is the first time such good practices have been documented, their collection and analysis was itself a learning process. Plans exist to systematize the multiple routes for identifying good practices for all ILO/IPEC activities as outlined in ILO/IPEC’s *Framework and process for identifying, disseminating and using good practices in child labour*.

## Analysis and good-practice categories

The four categories into which the good practices have been sorted, as mentioned earlier, are taken from the existing approaches outlined in the ILO/IPEC *Gender equality in action against child labour guide*. The levels of good practice are taken from the ILO/IPEC's *Framework and process for identifying, disseminating and using good practices in child labour* and, as mentioned above, the analytical criteria have been adopted from the same source.

### Levels of good practices

This report describes 19 good practices that attempted in some way to mainstream gender in actions against child labour. Of these, 13 good practices are classed as Level 1—innovative practices in gender mainstreaming in actions combating child labour, but they may not be substantiated by data or formal evaluations. The latter practices may require further information and analysis if they are to be more surely validated and categorized at a higher level. If they are not supported by further evaluation, however, or if there is no evidence of their impact in, for example, six months' time, then it might be appropriate to delete them from the roster of good practices.

Four good practices are currently rated at Level 2, meaning they have produced demonstrable results in at least one context. In the near future, if they have led to desired results in multiple settings, these good practices could graduate to Level 3.

Only two good practices were classed as Level 3, having demonstrably worked in multiple settings. In future, many more actions and activities organized by ILO/IPEC and its partners are expected to achieve Level 3 results in terms of gender mainstreaming in actions against child labour.

## Resource list: Good practices in gender mainstreaming

- **ECPAT INTERNATIONAL**

Good practice in combating the commercial sexual exploitation of children (CSEC)

[Http://www.ecpat.net/eng/CSEC/good\\_practices/trafficking\\_mekong.asp](http://www.ecpat.net/eng/CSEC/good_practices/trafficking_mekong.asp)

- **The Asian Development Bank (ADP)**

ADP good practices in gender and development in the following areas: infrastructure and urban development; water supply and sanitation; health; education; irrigation and water sector; agriculture and rural development; natural resource management; microfinance; and governance

[Http://www.adb.org/gender/practices.asp](http://www.adb.org/gender/practices.asp)

- **Good practices in gender mainstreaming from the Asia Pacific Economic Cooperation (APEC) forum**

APEC's advisory group on gender integration

These good practices cover gender mainstreaming in small and medium-size enterprises; promoting women's participation in the science, technology, and telecommunication sectors; revitalizing agriculture with regard to women and food production; and a gender-aware approach in adjusting to structural change.

[Http://www.apecsec.org.sg/download/gender/gen\\_gmmp.pdf](http://www.apecsec.org.sg/download/gender/gen_gmmp.pdf)

- **United Nations Development Programme (UNDP)**

UNDP gender good practice in gender mainstreaming database

[Http://www.undp.org/gender/practices/completed.html](http://www.undp.org/gender/practices/completed.html)

- **ILO Gender and Promotion Programme**

More and better jobs for women and men

[Http://www.ilo.org/public/english/employment/gems/advance.htm](http://www.ilo.org/public/english/employment/gems/advance.htm)

- **The Food and Agricultural Organization (FAO)**

FAO Good practices in gender mainstreaming and implementation of the Beijing Platform for Action

[Http://www.fao.org/sd/wpdirect/WPre0093.htm](http://www.fao.org/sd/wpdirect/WPre0093.htm)

- **The World Bank**

The World Bank present examples of case studies that show how different Bank project teams have integrated gender into their activities.

[Http://lnweb18.worldbank.org/ESSD/essdext.nsf/22ByDocName/CaseStudies](http://lnweb18.worldbank.org/ESSD/essdext.nsf/22ByDocName/CaseStudies)

- **The Commonwealth**

The Commonwealth home page provides some examples of how countries have made significant progress and achieved practical outcomes from gender mainstreaming.

[Http://www.thecommonwealth.org/gender/htm/whatwedo/activities/mainstreaming/goodpractice.htm](http://www.thecommonwealth.org/gender/htm/whatwedo/activities/mainstreaming/goodpractice.htm)

- **The United Nations High Commissioner for Refugees (UNHCR)**

UNHCR Good practices booklet on gender equality mainstreaming—a practical guide to empowerment

[Http://www.unhcr.ch/cgi-bin/taxis/vtx/home/+jwwBmeBGqU\\_wwwqwwwwwwwxFqzvx8vw68m6mFqA72ZR0gRfZNhFqA72ZR0gRfZNtFqrpGdBnqBzFqmRbZAFqA72ZR0gRfZNDzmxwwwwww5Fqw1FqmRbZ/.opendoc.pdf](http://www.unhcr.ch/cgi-bin/taxis/vtx/home/+jwwBmeBGqU_wwwqwwwwwwwxFqzvx8vw68m6mFqA72ZR0gRfZNhFqA72ZR0gRfZNtFqrpGdBnqBzFqmRbZAFqA72ZR0gRfZNDzmxwwwwww5Fqw1FqmRbZ/.opendoc.pdf)

- **The Council of Europe**

The Rapporteur Group on Equality between Women and Men in the Council of Europe provide a conceptual framework, methodology, and presentation of good practices on gender mainstreaming.

[Http://cm.coe.int/reports/1998/98greg1.htm](http://cm.coe.int/reports/1998/98greg1.htm)

[Http://cm.coe.int/reports/1998/98greg1/31.htm#1](http://cm.coe.int/reports/1998/98greg1/31.htm#1)

- **United Nations International Research and Training Institute for the Advancement of Women (INSTRAW)**

INSTRAW Gender Awareness Information Networking System (GAINS)

[Http://gains.iatp.org.ge/genpol.htm](http://gains.iatp.org.ge/genpol.htm)

- **United Nations Fund for Children (UNICEF)**

Examples of good practices in women and health

[Http://www.unicef.org/programme/gpp/new/beijing5/health.html](http://www.unicef.org/programme/gpp/new/beijing5/health.html)

## **Glossary: Key gender-related concepts**

**Gender equality** refers to the equal rights, responsibilities, and opportunities of men and women/girls and boys.

**Gender mainstreaming**, according to definition adopted by the UN in 1997, is the process of assessing the implications for women and men of any planned action, including legislation, policies, or programmes, in any area and at all levels. It is a strategy for making the concerns and experiences of women, as well as of men, an integral part of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic, and societal spheres, so that women and men benefit equally, and inequality is not perpetuated. The ultimate goal of mainstreaming is to achieve gender equality.<sup>75</sup>

**Gender** refers to the social differences and relations between girls and boys/women and men that are learned. There vary widely within and between cultures, and change over time. In many countries, for example, women take care of young children; increasingly, however, men in some cultures now also take care of young children.

**Gender roles** refer to the activities that both sexes actually perform. Boys help their fathers working outside the house on the land, for example, while girls help their mothers taking care of household work.

**Gender stereotypes** are preconceived ideas that people hold regarding what is appropriate for boys and men as opposed to girls and women—notions that women are better housekeepers and men better leaders, for example, or that boys are better in mathematics than girls.

**Gender values and norms** in society refer to beliefs regarding what men and women of all generations should be like. In many societies, for example, girls should be obedient and cute, and are allowed to cry. Boys, on the other hand, are expected to be brave and not cry.

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75. United Nations Economic and Social Council (ECOSOC): Agreed Conclusions E/1997/L.30, p.2.

**Practical needs** arise from the actual conditions that women and men experience because of the gender roles assigned to them in society. They are often related to women as mothers, homemakers, and providers of basic needs, and are concerned with inadequacies in living and working conditions, such as food, water, shelter, income, health care, and employment. For women and men in the lower-income levels, these needs are often linked to **survival strategies**. Addressing these alone only perpetuates the disadvantaged position of women in their societies. It does not promote gender equality.

**Sex** refers to the universal biological differences between men and women that do not change. For example only women can give birth.

**Strategic needs** refer to the subordinate social position of women compared to men, and relate to the empowerment of women. These needs vary according to the particular social, economic, and political context in which they arise. Usually they concern **equality issues** such as enabling women to gain equal access to job opportunities and training, sharing of family responsibilities, equal pay for work of equal value, rights to land and other assets, prevention of sexual harassment at work and domestic violence, and freedom of choice regarding childbearing. Addressing these needs involves a slow and gradual process of changing social attitudes and practices.

**Gender analysis** is a tool for diagnosing differences and relations between girls and boys and men and women. Gender analysis includes collecting data that are disaggregated by sex and then analyzing any differences. (See Annex 1 for more details on gender analysis).

## **Annex 1: Gender analysis**

The term “gender analysis” describes systematic approaches to examining social and economic differences related to gender. Gender analysis endeavours to identify and understand the differential roles, relations, resources, benefits, constraints, needs, and interests of males and females in a given social context. Primarily, such analysis breaks data down by sex. Personnel are then needed with the ability to interpret these gender-disaggregated data in a way that has practical applications in addressing the related issues. Analysis of such data can identify, for example, the variables that lead children into engaging in the worst forms of child labour. Such gender analysis should provide a solid basis for planning and implementation of programmes, projects, and activities.

An effective gender analysis entails:

- collecting data and breaking it down (disaggregating it) by sex;
- identifying gender differentials at work and in life in terms of the division of labour and of access to and control over resources and benefits;
- understanding the needs of girls and boys/women and men, as well as the constraints and opportunities for each in relation to their knowledge and skills; understanding the conditions of work among girls and boys/women and men; and understanding each groups’ access to social protection, family responsibilities, and decision-making opportunities;
- identifying constraints and opportunities for both sexes in the larger legal, social, economic, and political environment; and
- reviewing the capacities of existing institutions and mechanisms to reach out equally to girls and boys/women and men and to promote gender equality.

In terms of gender differences in child labour research, a gender analysis can focus on:

- both the economic and non-economic activities pursued by boys and girls from five years of age onwards;
- the extent of their involvement in housework;<sup>76</sup>
- possible differences in the respective situations of boys and girls; and
- their respective needs, options, coping strategies, and opportunities.

Gender analysis often generates most discussion regarding the constraints faced by women and girls. This is usually because the problems that gender analysis highlight are grounded in social inequalities (with girls often facing the brunt of such). A gender analysis is an analytical task, and it is necessary to look at the relative conditions of both boys and girls—and both men and women clients and intermediaries—to address fully the problem of commercial sexual exploitation of children.

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76. Domestic work is paid or unpaid work carried out in an employers' house. Housework is unpaid work performed in one's own household.

## **Annex 2: Important areas of knowledge on gender and child labour issues<sup>1</sup>**

These include

- basic differences in the conditions and situations of girls and boys in child labour;
- how girls are socialized to accept a lower status—the norms, values, and practices that favour boys over girls, especially regarding access to education;
- unpaid and invisible work: who is involved and who is responsible for unpaid household work such as cooking, cleaning, and caring for young and elderly dependant family members; issues around sharing of domestic work and family responsibilities;
- reasons why women and girls often engage in work of lower quality;
- unprotected or illegal work—who predominates in such work, for example girls as homeworkers performing piece-rate work for manufacturing enterprises at the end of the subcontracting chain, and the injustices they suffer; boys involved in hazardous occupations such as mining and tanneries; occupations such as construction work and agriculture that employ workers according to gender stereotypes;
- reasons for and the extent to which both boys and girls are involved in the sex industry and trafficking;
- differentials in earnings and expenditures between women and men and boys and girls;

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1. Adapted from Haspels, Romeijn, and Schroth: *Promoting gender equality in actions against child labour: A practical guide* (Bangkok, ILO, 2000).

- reasons why preferences for girl workers are prevalent in some sectors;
- relations between family survival strategies, girls' and/or boys' work, and child labour (e.g. boys may view their labour as learning a trade, whereas girls may wish to save for marriage); and
- women's and girl's lack, in many cultures, of representation in decision-making spheres.

## Annex 3: Flyer sent to all ILO/IPEC staff in July 2002

**Can you propose a good practice for IPEC in gender mainstreaming?**

**We are preparing a report on “Good Practices in Gender Mainstreaming for IPEC”.**

**We cannot prepare it without your inputs!**

If you can identify potential good practices in gender mainstreaming that you think should be included in the report, please contact:

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### What is a good practice?

A good practice can be defined as anything that works in terms of the ILO strategy of gender mainstreaming, whether fully or in part, and that may have implications for gender mainstreaming practice in IPEC at any level elsewhere.<sup>2</sup>

### Why are good practices useful?

Good practices in gender mainstreaming provide a means to learn from and to apply the experiences of others. They can provide food for thought and ideas about possible adaptations, stimulate new ideas, or provide guidance on how one can more effectively address some aspect related to child labour, the girl child in particular.

### What is gender mainstreaming?

Gender mainstreaming is the ILO strategy for the promotion of gender equality. Gender mainstreaming was defined by ECOSOC<sup>3</sup> and adopted by the UN in 1997.

- Mainstreaming a gender perspective is the process of assessing the implications for women and men/boys and girls<sup>4</sup> of any planned action, including legislation, policies, or programmes, in any area and at all levels.
- It is a strategy for making the concerns and experiences of women/girls as well as of men/boys an integral part of the design, implementation, monitoring, and evaluation of policies and programmes in all political, economic, and societal spheres, so that women and men/girls and boys benefit equally, and inequality is not perpetuated.
- The ultimate goal of mainstreaming is gender equality.

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2. This document has been prepared using the *Framework and process for identifying, disseminating and using good practices in child labour*. Draft presented to the ILO IPEC Design, Evaluation, and Database Unit by Burt Perrin, Independent Consultant, 13 October 2001.

3. ECOSOC Agreed Conclusions E/1997/L.30, p.2.

4. The words “boys and girls” were added by us to the original ECOSOC definition.

## Four-pronged approach to gender equality in IPEC<sup>1</sup>

Because of the need to explore links between child labour issues and gender issues, the need to mainstream gender in IPEC activities has been identified as key over the past years.

The practical guide for promoting gender equality in action against child labour in Asia recommends<sup>2</sup> a four-pronged approach to bringing gender issues into the mainstream in all IPEC policies, programmes and activities:

1. Conducting a gender analysis to identify inequalities.
2. Carrying out gender-specific actions, targeting girls or women exclusively, men or boys exclusively, or boys, girls, women, and men together with a view to redress existing gender inequalities.
3. Starting a process of institutional change so that gender concerns are incorporated in all procedures and all aspects of programming.
4. Giving girls and women a voice by increasing their participation to ensure that their perspectives are taken into account.

## The scope of good practices in gender mainstreaming

A good practice in gender mainstreaming can represent any type of practice, small or large, that used one of the approaches in the box above or that

- took into account the different roles of boys and girls;
- examined gender relations between boys and girls, or boys and girls with adults; or
- explicitly set out to benefit equally both girls and boys.

Even if a project overall has not been successful, there may still be good practices that it developed or applied.

1. Since the flyer was distributed, this has been updated to include actions required on five fronts.
2. Nelien Haspels, Marinka Romeijn, and Susanne Schroth: *Promoting gender equality in action against child labour: A practical guide* (Bangkok, ILO, 2001). This guide provides strategies and tools to reach both girls and boys when combating harmful child labour practices, to address the specific constraints of girls prone to or engaged in child labour, and to strengthen the role of mothers and fathers in educating their children and protecting them from labour exploitation.

## Examples

A good practice does not have to be a project or programme—it could be a policy-level activity that benefited girls and boys or it could be a specific “nitty-gritty” process or activity, for example:

- a strategy for incorporating gender-sensitive questions related to child labour in other household surveys;
- a means of getting teachers in a rural setting to incorporate child labour considerations into the curriculum, paying attention to the differential concerns of boys and girls;
- a technique that was successful in getting an employer association on board to eliminate girl labour;
- an effective communications strategy that made a difference for girls (as well as boys);
- a gender-sensitive approach that led to the adoption of ILO Convention No. 182; or
- an innovative legal clause in implementing legislation affecting both girls and boys.

## Some criteria of a “good” practice

**Innovative or creative:** What is special about the practice that makes it of potential interest to others?

**Effective:** What evidence is there that the practice actually made a difference?

**Replicable:** Might it be applied in some way to other situations or settings?

**Sustainable:** Are the benefits likely to continue in some way?

**Relevant:** Does it contribute in some way to action against child labour?

**Responsive and ethical:** Is it consistent with principles of social and professional conduct and with ILO Labour Standards and Conventions?

**Efficient:** Were human, financial, and material resources used in a way that maximized their impact?

## Annex 4: Adaptation of criteria and levels

**Adaptation of criteria from the ILO/IPEC *Framework and process for identifying, disseminating and using good practices in child labour* for good practices and levels to incorporate gender mainstreaming concepts.**

### **Achievements/accomplishments**

What makes this practice “good”, and on what basis—e.g. any formal or informal evaluations or assessments—can one determine this? What can one expect this practice to accomplish? For each good practice, check the following 7 criteria and try to record in 1-4 paragraphs the achievements in terms of what good-practice criteria were met.

#### **(i) Innovative or creative**

What is special about the practice in terms of gender mainstreaming that makes it of potential interest to others who wish to mainstream gender into child labour activities?

#### **(ii) Effective/demonstrable impact**

What evidence is there that the practice actually has made a difference in terms of gender mainstreaming or gender equality? Can the impact of the practice be documented in some way, through a formal programme evaluation or through other means?

#### **(iii) Replicable**

Is this a practice that might have applicability for gender mainstreaming activities in some way to other situations or settings? Note that a practice does not have to be

copied or “cloned” to be useful to others—some elements may be useful in themselves for other programmes.

**(iv) Sustainable**

Is the practice and/or its benefits likely to continue in some way, and to continue being effective, over the medium to long term? This could involve, for example, continuation of a project or activity after its initial funding is expected to expire. But it could also involve such achievements as the creation of new attitudes towards gender equality issues in child labour, new ways of mainstreaming child labour considerations (the girl child in particular), or the creation of capacity among partners and ILO staff to address gender issues.

**(v) Relevant**

How does the practice contribute, directly or indirectly, to some form of action against child labour? How does the practice contribute or have implications for gender mainstreaming practice elsewhere?

**(vi) Responsive and ethical**

Is the practice consistent with identified needs; has it involved a consensus-building approach; is it respectful of the interests and desires of the participants and others; is it consistent with principles of social and professional conduct; and is it in accordance with ILO Labour Standards and Conventions? Were girls as well as boys given a voice by increasing their participation, ensuring that their interests and perspectives were taken into account?

**(vii) Efficient and implementable**

Were human, financial, and material resources used in a way that maximized impact?

## What level is the good practice?

- **Level 1: Innovative practices**

Practices at this level may not be substantiated by data or formal evaluation, but they have actually been tried, and a strong case can be made, referring to the seven criteria listed above, for their effectiveness in gender mainstreaming.

- **Level 2: Successfully demonstrated practices**

Practices at this level have proven successful in one setting. Although this practice is localized, it has characteristics or gender mainstreaming elements that are transferable to other settings or situations.

- **Level 3: Replicated good practices**

Practices at this level have succeeded in multiple settings. These settings could be across countries, projects, or sectors, or different settings addressed by the same project (e.g. in different communities or with different groups).