

Outcome Goal 3.3 – Reduce Exploitation of Child Labor, Protect the Basic Rights of Workers, and Strengthen Labor Markets

The continuing evolution of today's global environment has an ever-increasing impact on the 21st century American workforce. The well-being of American workers is increasingly tied to international stability. As our country faces unprecedented international security challenges, the need for broad-based economic prosperity, both domestically and abroad, has become increasingly apparent. Through its complementary missions of supporting the expansion of free and fair trade and providing technical assistance grants to eliminate exploitive child labor and promote basic rights of workers around the world, the Department's Bureau of International Labor Affairs (ILAB) strives to secure increased economic well-being both in the United States and abroad. ILAB also continues to provide policy guidance on other labor-related issues.

ILAB-supported international technical assistance programs are unique in that they focus on raising living standards around the world through labor and workplace-related interventions. In FY 2004, DOL's international technical assistance programs focused on supporting the Administration's foreign policy initiatives to combat the trafficking and commercial sexual exploitation of children; reduce the impact of HIV/AIDS on children and workers; promote educational initiatives in the Middle East; and fulfill the Department's role in negotiating international trade agreements.

ILAB's FY 2004 performance goals seek to improve workplaces, strengthen training and skills of workers in developing and transition countries, and promote core labor standards. As the Administration has worked to implement free and open global markets and develop regional and bilateral trade agreements, it has sought to work with its trading partners to improve labor policies and conditions.

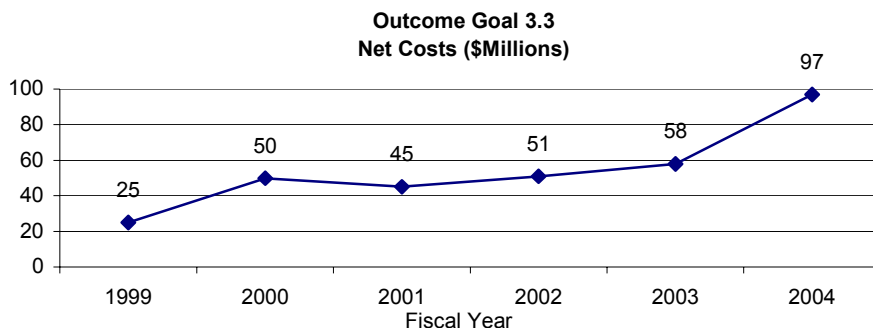
Listed in the first column of the table below are the performance goal numbers associated with this outcome goal, the periods being reported on, the goal statements, and indication whether or not they were achieved. The second column provides a summary of targets reached, substantially reached and not reached for the indicators associated with each performance goal, followed by a note of the most significant result(s) for this past year.

Goal (Agency) – Period Goal Statement [Achievement]	Performance Summary
3.3A (ILAB) – FY 2004 Contribute to the elimination of the worst forms of child labor internationally. [Achieved]	ILAB reached all four of its targets, which included the prevention or withdrawal of more than 90,000 children from exploitive child labor, and increasing the capacity of 26 countries to address child labor.
3.3B (ILAB) – FY 2004 Improve living standards and conditions of work internationally. [Achieved]	ILAB reached all five of its targets, which include the collection of analytic data that will help ILAB measure the impact of its programs on improving living standards and conditions of work internationally. ILAB also began HIV/AIDS workplace education projects in eight countries.

Net Cost of Programs

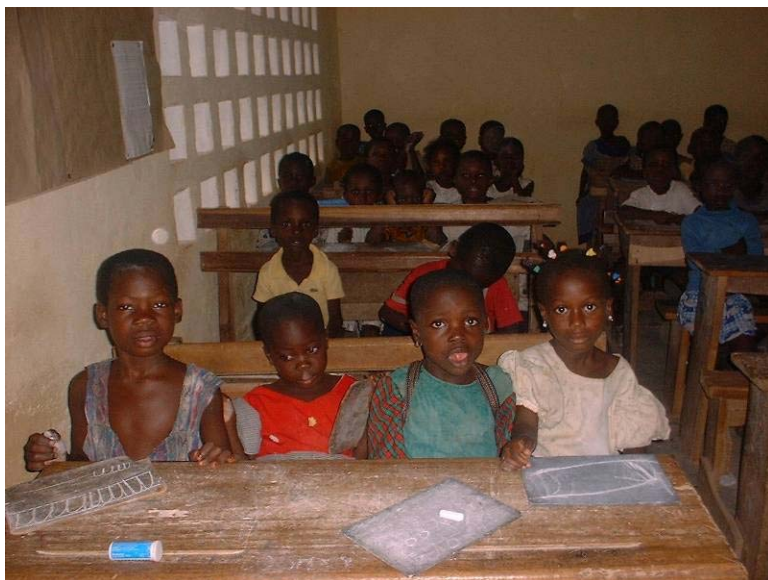
FY 2004 program costs of \$97 supported the Bureau of international Labor Affairs (ILAB’s) efforts to reduce the worst forms of exploitive child labor internationally and to address core international labor standards issues. These program costs represent a \$47 million (almost 100 percent) increase from the FY 2003 costs of \$50 million

The difference in costs between FY 2003 and FY 2004 for this outcome goal is attributable to two factors. First, in FY 2003, ILAB’s budget included money for grants that could be awarded in either FY 2003 or 2004. Approximately \$35 million of this grant money was awarded in FY 2004. Second, given the late passage of the FY 2003 budget, many of ILAB’s grants were awarded toward the end of FY 2003. The recipients spent little of these funds prior to FY 2004.



A three-year USDOL-funded project in Mali and Ivory Coast is combating child labor in cocoa production. The Child Labor Alternatives through Sustainable Systems in Education (CLASSE) project promotes training and educational alternatives for children. The project provides alternative curricula and training for teachers, vocational education with an emphasis on agriculture, and youth mentoring. Activities include public awareness campaigns, community focus groups, and interaction with government officials, worker groups, and faith-based organizations to build support for child labor prevention. The photograph pictured here features schoolchildren in a village in Ivory Coast where the CLASSE project is expanding school access.

Photo credit: ILAB



Results Summary

Both performance goals were achieved. For Performance Goal 3.3A, an estimated 90,200 children were removed or prevented from exploitive work in FY 2004. The DOL target was 70,000. ILAB achieved this performance goal through the provision of education or training opportunities in ongoing programs operated by the International Labor Organization's International Program on the Elimination of Child Labor (ILO-IPEC) with oversight and funding by DOL. This year’s target was significantly exceeded due to improved program efficiency and larger projects that enrolled greater numbers of children. Since ILAB began tracking this indicator in 2001, USDOL-funded ILO-IPEC projects have removed or prevented approximately 250,000 children from exploitive work and given them meaningful alternatives to child labor.



Secondino, age 14 (pictured) of Constanza in the Dominican Republic, had worked in the fields 10 hours a day from the age of 8, his hands as callused as an old man's, his back aching from bending to cut crops. Secondino began "leveling" classes at age 11 in first grade, and by summer's end had progressed to 4th grade. His mother says, "Now he looks healthier, taller, and I have learned he is very smart." Secondino's younger brother, also in school, is one of Constanza's more than 200 at-risk children protected by the program from entering child labor.

Photo credit: ILAB

Preventing and withdrawing children from the worst forms of child labor in the long-term also depends on a country's willingness and capacity to address the issue and sustain efforts even after projects end. ILAB estimates that 26 countries increased their capacity to address child labor as a result of ILO-IPEC programs funded by DOL, exceeding its target of 15. For this measure, capacity is defined as changes to countries' legal frameworks that reflect international child labor standards; the adoption or implementation of programs or policies to combat the worst forms of child labor; mainstreaming of child labor concerns into relevant development, social, and anti-poverty policies and programs; or the establishment of a child labor monitoring mechanism. ILAB's Education Initiative (EI) funds projects to improve access to basic education in areas where there is a high incidence of child labor. Both of ILAB's EI performance indicators were reached. At least 16 projects established targets for retention and completion rates for projects funded in 2002 and 2003, exceeding ILAB's target of eight. Eight projects have established baseline rates for enrollment and drop out (school retention) of participants for projects funded in 2003, exceeding ILAB's target of seven.

For Performance Goal 3.3B, ILAB reached its target by collecting baseline data for indicators measuring the impact of DOL programs to improve working conditions around the world. These programs encourage the establishment of government regulated pension plans; the adoption of workplace safety and health programs; improved economic and working conditions; and the implementation of HIV/AIDS workplace education projects. These data will help determine challenging but realistic targets in the future. ILAB also funds HIV/AIDS projects in seven countries that include Burkina Faso, China, Cameroon, Gabon, Indonesia, Sri Lanka, and Trinidad and Tobago, exceeding its target of five countries. These projects aim to decrease employment discrimination against persons affected by HIV/AIDS.

Reduce Child Labor in Developing Countries

Performance Goal 3.3A (ILAB) – FY 2004

Contribute to the elimination of the worst forms of child labor internationally

Indicators

Number of children prevented or withdrawn from exploitive labor and provided education or training opportunities by ILO-IPEC programs funded by DOL in prior fiscal years;

Number of countries with increased capacities to address child labor as a result of ILO-IPEC programs funded by DOL in prior fiscal years;

Number of Child Labor Education Initiative projects that establish targets for education retention and completion rates in project areas; and

Number of Child Labor Education Initiative projects that establish a baseline for rate of enrollment and drop out for targeted children.

Program Perspective

ILAB has worked to reduce exploitive child labor worldwide since 1993, funding and overseeing projects that combat exploitive child labor in 69 developing countries. ILAB's activities include research and reporting on various aspects of international child labor, increasing public awareness and understanding of the problem, and supporting international projects to eliminate exploitive child labor and increase access to quality basic education. Many projects are implemented by ILO-IPEC, a worldwide technical assistance program to progressively eliminate exploitive child labor. ILAB's Child Labor Education Initiative (EI), originating in 2000, provides funds for international projects focusing specifically on access to and quality of basic education as a means of reducing exploitive child labor. A wide variety of organizations implement EI projects.

With financial support from USDOL, children in Ghana who were formerly trafficked for exploitive labor are now receiving an education at the Kokrobite primary school, located an hour outside Accra. The DOL project, implemented by the International Labor Organization's International Program on the Elimination of Child Labor (ILO-IPEC), works with government and local non-governmental organizations to provide children rescued from trafficking with the support they need to attend school. The children were trafficked hours away from their homes to the Volta Lake region to work in the fishing industry as divers, net casters and assistants to local fishermen. In addition to Kokrobite, the project provides education to trafficked children in a number of other villages in Ghana. In total, the project will assist hundreds of children who have been trafficked or at risk of being trafficked for exploitive labor. The project in Ghana is part of a nine-country DOL-funded program in Africa to combat child trafficking for exploitive employment. During Secretary Chao's trip to Ghana in December 2003, she visited the Kokrobite school, and met with children assisted by the project, as well as with teachers, families, and community members.

Photo credit: ILAB



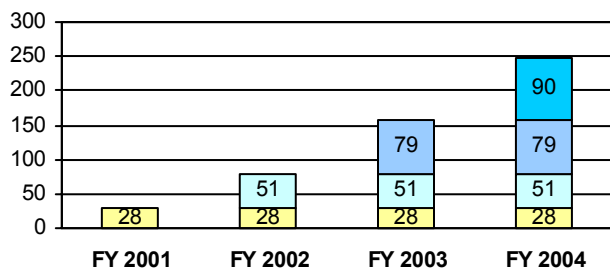
ILAB measures the progress of its ILO-IPEC projects on two levels: community-based direct interventions benefiting individual children and families; and country-level activities to build capacity and institutional strengthening. EI indicators focus on start-up activities, such as the establishment of baselines and the identification of targets for projects funded in prior fiscal years. For the EI, the indicators will establish baseline data to permit ILAB to set targets for education retention and completion, and enrollment and dropout rates achieved as a result of DOL-funded projects. ILAB establishes its annual targets for its indicators through close consultations with grantees and analysis of baseline information, individual project targets, past performance and external factors.

Various external factors influence ILAB’s targeted outcomes, such as the implementing environment of developing countries. ILAB-funded projects work in countries with diverse political, social, and economic environments. Civil unrest, natural disasters, economic shocks, frequent changes in governments and poor infrastructure may impact the timely progress of project implementation.

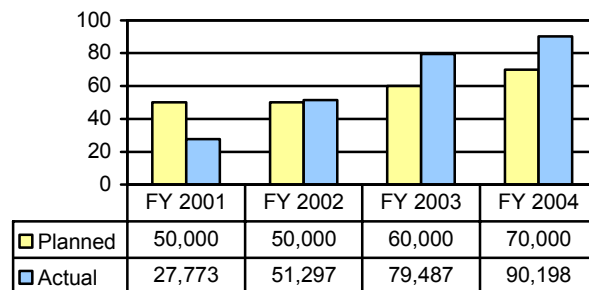
Results, Analysis and Future Plans

The goal was achieved. ILAB exceeded three out of four performance indicators, and reached the fourth. In 2004, ILAB funded a total of 28 new projects to combat child labor and to increase access to basic education with a special focus on the worst forms of child labor. Many of these projects support the Administration’s foreign policy objectives to combat the trafficking and commercial sexual exploitation of children; to reduce the impact of HIV/AIDS on children; to promote educational initiatives in the Middle East; and to fulfill DOL’s role in negotiating international trade agreements. In 2004, 90,200 children were removed or prevented from exploitive work through the provision of education or training opportunities in ongoing ILO-IPEC programs funded by DOL, exceeding the target of 70,000 children. Since ILAB began tracking this indicator in 2001, USDOL-funded ILO-IPEC projects have removed or prevented approximately 250,000 children from exploitive work and given them meaningful alternatives to child labor. In addition, thousands of parents were provided training and assistance to meet the basic needs of their families and overcome their reliance on child labor.

Cumulative Number of Children Prevented or Removed from Exploitive Labor (thousands)



Number of Children Prevented or Removed from Exploitive Labor (thousands)



Preventing and withdrawing children from the worst forms of child labor in the long-term depends on a country’s willingness and ability to address the issue and sustain efforts even after projects end. In FY 2004, DOL-funded ILO-IPEC programs increased the capacity of 26 countries to address child labor, exceeding its target of 15. This indicator measures capacity through a standard set of criteria, including: 1) adaptation of a country’s legal framework to reflect international child labor standards; 2) formulation of national, sectoral or geographical programs or policies to combat the worst forms of child labor; 3) mainstreaming child labor concerns into relevant development, social, and anti-poverty policies and programs; or 4) establishment of a child labor monitoring mechanism. For example, through DOL funding of the El Salvador Timebound Program, the government reformed the Penal Code to provide judicial authority to investigate and prosecute offenders involved in the commercial sexual exploitation of children.

All projects funded under the EI work to identify targets for rates of retention and completion. At least 16 projects established targets for retention and completion rates for projects funded in 2002 and 2003, exceeding ILAB's target of eight. In addition, eight projects have established baseline rates for enrollment and drop out (school retention) of participants for projects funded in 2003, exceeding ILAB's target of seven. Education targets and rates for both indicators were set relative to results from baseline data collection and historical experience in project implementing areas.

In the future, ILAB will obtain data relating to program performance, implementation plans, and results. ILAB is also working to improve the efficiency of its technical assistance programs.

Management Issues

ILAB continues to enhance its program oversight and management responsibilities by regularly collecting timely project performance information. ILAB receives primary data from its grantees. ILAB staff review and verify the accuracy of the data. Project monitoring systems provide data at the project and country levels. ILAB continues to work with grantees to improve the effectiveness and quality of data collection.

ILAB funds project-specific mid-term and final evaluations for each project. The agency uses the evaluation reports to take corrective actions, when necessary, and to inform approaches and management of ongoing and new projects. Now that the program has been underway for a significant amount of time and a number of projects are being completed, ILAB plans to commission a program-wide independent evaluation in FY 2005.

Delays in the appropriations process continue to be ILAB's primary management challenge. These delays significantly reduce ILAB's timeframe for obligating funds, conducting initial needs assessments, performing government and interagency consultations, conducting competitive procurements, and reviewing and approving grantee proposals. Furthermore one-year obligation authority limits time available for the EI to design complex international projects. To address these challenges, ILAB is streamlining its procedures for obligating funds and supporting fewer, larger projects.

In addition, a shorter time-frame for obligating funds may put smaller organizations at a disadvantage in applying for grants. Groups that may be capable of implementing projects may not possess the infrastructure required to prepare grant applications in short time frames. It remains a challenge for ILAB to obligate funds quickly while striving to establish a level playing field for potential grantees.

Improving Life for Workers Around the Globe

Performance Goal 3.3B (ILAB) – FY 2004

Improve living standards and conditions of work internationally.

Indicators

Number and percent of relevant government officials and members and officials of workers' and employers' organizations who are influential in determining living standards and working conditions and participating in USDOL project activities, who consider the project to have improved their conditions of work;

Number and percent of individuals whose economic situation has benefited from USDOL project assistance;

Number and percent of workplaces exposed to USDOL project assistance that have implemented new measures to prevent workplace accidents and illnesses;

Number of workers participating in pension funds that are government regulated by project partner agencies; and

Number of new countries where HIV/AIDS workplace education projects begin.

Program Perspective

The Department's International Cooperation Program seeks to ensure that the greatest possible number of workers benefit from a more open world economy. Expanding trade and investment and improving working conditions should be understood as mutually reinforcing objectives, not opposing ones – increased trade helps foster economic growth and raise living standards while promoting employment in the U.S. The Department also believes that the creation of more open, stable economies that increase employment and standards of living for people will lead to increased political stability and security.

DOL has been providing assistance to help support these changes since 1950, when it trained German trade unionists to assist with European reconstruction after World War II. The Department has provided technical assistance to developing countries by using DOL experts in areas such as labor inspection, statistics, skills training, and occupational and mine safety and health. In 1995, the Department began receiving appropriations from Congress to fund multi-year projects that provide more focused, intensive assistance to target countries to combat child labor and in 1999, began receiving funds to implement other types of labor projects. Since 1999, the Department has funded 92 projects in over 90 countries as part of its International Cooperation Program.



The U.S. Department of Labor is funding a \$3 million job skills and small enterprise training project to increase incomes and standards of living for the most vulnerable segments of the Afghan population. Many project participants are women, including widows who have lost husbands and sons during over two decades of warfare. They receive literacy and numeracy education; learn marketable job skills; and are trained to start and manage their own small business. Some of the women, such as those pictured here, have chosen to be trained in trades such as jewelry making, that have traditionally been male-dominated areas of work.

Photo credit: ILAB

Results, Analysis and Future Plans

The goal was achieved. ILAB met its target by collecting baseline data for indicators one through four. This type of longitudinal data collection supports managing for results.

ILAB is funding new HIV/AIDS projects in seven countries that include Burkina Faso, China, Cameroon, Gabon, Indonesia, Sri Lanka, and Trinidad and Tobago, exceeding its target of five countries. These projects aim to reduce employment discrimination against persons affected with HIV/AIDS.

In FY 2004, the Department focused its technical assistance funds on projects supporting the President's international trade and HIV/AIDS initiatives. DOL contributed \$2.4 million to projects in the Dominican Republic, Panama, Chile, and China aimed at building trade capacity by improving conditions of work in those countries. DOL also contributed \$9 million to the International Labor Organization (ILO) to fund a number of new and continuing workplace-based HIV/AIDS education and prevention projects.

“Improve living standards and conditions of work” is a very broad goal, but the Department has chosen to target its technical assistance to address very specific components of this goal in order to deepen the impact of its assistance:

- Improved implementation of core labor standards
- Improvement in people's economic or employment situation
- Increased efforts to improve safety in the workplace
- Increased security of pensions
- Decrease in HIV/AIDS risk behaviors
- Decrease in employment discrimination against persons living with HIV/AIDS

ILAB will change its indicators and targets for Goal 3.3B in FY 2005 in response to shifts in the Administration's priorities with respect to international labor projects. Indicator five will be replaced in FY 2005 by two outcome-oriented indicators: 1) Reduced HIV/AIDS risk behaviors among targeted workers, and 2) Reduced level of employment-related discrimination against Persons Living with HIV/AIDS. Baseline data for these indicators will be established by the end of FY 2005.

Virginia Martínez Orellana is one of thousands benefiting from a DOL-funded project to expand employment opportunities in El Salvador for persons with disabilities. Through a grant to the Trust of the Americas, the USDOL provides Virginia with training in Information Technology and ways to seek and obtain employment. After the Center's training job placement assistance, she obtained employment as a Computer Assistant at the Cantón Sitio del Niño school. “Because of the assistance and training they provided me, I was able to obtain a job. It allowed me to grow as a person who is able to overcome many obstacles. In addition to the Trust and DOL, I would also like to thank all the people who trained me to be someone in life and be able to evolve in a job environment. Thank you all for your help.”

Photo credit: ILAB



Management Issues

DOL used two primary sources to collect information for these indicators: a global survey and projects' individual reports against their Performance Monitoring Plans (PMPs). Project implementers are required to develop a PMP for each project. The PMP defines project indicators and identifies data needed to measure progress towards achieving those indicators, and are used to track progress toward meeting project goals. An independent contractor conducted a worldwide survey of project stakeholders to gain baseline and trend data for Indicator One. For Indicators Two, Three, and Four, ILAB collected baseline and trend data through project PMPs. ILAB worked with project implementers to develop PMPs in tandem with project designs in order to facilitate the data collection process, to ensure comparability of data, and to inform data analysis. Project Managers from DOL have an opportunity to verify data when they go on monitoring or evaluation missions.